

**Evaluation of the National Action Plan for the
Implementation of the National Strategy for
Improving the Position of Women and Promoting
Gender Equality in the Republic of Serbia – Final
Report**

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LIST OF ABBREVIATIONS

APV	Autonomous Province Vojvodina
CAHVIO	The Ad Hoc Committee on Preventing and Combating Violence against Women and Domestic Violence
CBGE	Coordination Body for Gender Equality of the Government of Serbia
CEDAW	The Convention on the Elimination of all Forms of Discrimination Against Women
CSO	Civil Society Organizations
DRF	Development Results Framework
EC	European Commission
EMG	Evaluation Management Group
ERG	Evaluation Reference Group
EU	European Union
EVaW	End violence against women
ET	Evaluation team
GBV	Gender-based violence
GDP	Gross Domestic Product
GE	Gender equality
GEEW	Gender equality and the empowerment of women
GED	Gender Equality Directorate
GMMP	Global Media Monitoring Project
FGDs	Focus Group Discussion
HIV	The human immunodeficiency virus
ICT	Information and communications technology
IEQE	Institute for the Evaluation of Quality of Education
IIE	Institute for the Improvement of Education
IWMF	International Women’s Media Foundation
JAZAS	Yugoslav Association against aids
LLL	Lifelong Learning
MDGs	Millennium Development Goals
MI	Ministry of Interior
MICS	Multiple Indicator Cluster Surveys
MP	A member of parliament
MoLESP	The Ministry of Labour Employment and Social Policy
NAP	Republic of Serbia Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015
NATO	North Atlantic Treaty Organization
NDI	The National Democratic Institute
NES	National Employment Service
NGO	A non-governmental organization
NUNS	The Independent Association of Journalists of Serbia

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OSCE	The Organization for Security and Co-operation in Europe
PBILD	Peacebuilding and Inclusive Local Development
PISA	Programme for International Student Assessment
PhD	Doctor of Philosophy
PSLEGE	Provincial Secretariat for Labor, Employment and Gender Equality
REM	Regulatory Authority for Electronic Media
RFP	Request for proposal
RRA	Regulatory Authority for Electronic Media
RSPB	Republic Secretariat for Public Policies
RTS	Radio Television of Serbia
SCTM	Standing Conference of Towns and Municipalities
SIDA	The Swedish International Development Cooperation Agency
SILC	Statistics on Income and Living Conditions
SIPRU	Social Inclusion and Poverty Reduction Unit
SME	Small and medium-sized enterprises
SORS	Statistical Office of Republic of Serbia
ToC	Theory of Change
ToR	Terms of Reference
UFE	Utilization-Focused Evaluation
UN	United Nations
UNDAF	The United Nations Development Action Framework
UNEG	United Nations Evaluation Group
UNCT	United Nations country team
UNDP	The United Nations Development Program
UNICEF	United Nations Children's Fund
UNJP	United Nations Joint Program
UNS	Journalists' association of Serbia
UNSC	United Nations Security Council
UN women	United Nations Entity for Gender Equality and the Empowerment of Women
UNTF	United Nations Trust Fund to End Violence against Women
VAW	Violence against Women
WAV	Women against Violence
WPN	Women Parliamentary Network

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EXECUTIVE SUMMARY

The National Strategy for Improving and Promoting Gender Equality for the period 2010-2015 and its Action Plan (henceforth known as NAP) served as overarching policy instrument used to address severe problems of gender inequalities in Serbia. This Evaluation Report was produced to **assess the progress** made by the Government of Serbia and its key partners in its implementation and at the same time to contribute to development of the new strategy on gender equality in Serbia and its action plan. The evaluation included the entire period for NAP implementation (from January 2010 until June 2015) and covered activities within the six priority areas implemented in all parts of Serbia. This analysis equally reflected on activities conducted through **direct implementation mechanisms** (i.e. those implemented by GE mechanisms, state or institutional channels with budgetary or donor direct support to the implementation of NAP), and indirect actions, which contributed to the NAP objectives (but were not planned initially as part of NAP implementation).

Details on methodology are provided in the following parts of this report; however, the evaluation process faced with (in some areas severe) limitations that revealed significant gaps in the processes and mechanisms of implementation, monitoring and evaluation of NAP.

Relevance

- The evaluation confirms that NAP was designed as a relevant strategic document with well-articulated priority areas and clear intervention logic. Specifically, planned objectives and expected outcomes were relevant for the stated overall goal to “improve position of women and promote gender equality in Serbia”. NAP was demand driven and addressed the needs of direct beneficiaries and priorities of stakeholders at the national (the Government of Serbia; Gender Equality Directorate, the independent and regulatory bodies - the Ombudsman Office, the Office for Human and Minority Rights, the Commissioner for Protection of Equality; nation-wide CSOs and think tank organizations etc.) and sub-national levels (the Executive Council of AP Vojvodina, the Secretariat for Gender Equality, municipalities from Serbia; civil society organizations involved in the gender equality related activities, etc.).
- The NAP is in compliance with the national development agenda and EU accession process, as highlighted in the National Plan for Integration to the EU, activity reports for chapter negotiations and with demands from the recent EU progress reports for Serbia. Still, the evaluation finds that the language of NAP was inconsistently gender sensitive, creating certain terminological confusion about vulnerable, multiply discriminated and marginalized groups.
- The NAP design and implementation was largely supported by international development partners; UN Agencies, particularly UN Women, UNDP and UNICEF, Swedish Agency for International Development (SIDA), OSCE were some of the most prominent during this process.
- On the other hand, the technical basis for NAP development was suboptimal, without established links to problems identification: this was reflected in some of the weak elements of NAP, such as lack of assigned responsibility, timelines and resources. Some measures were not fully, or directly relevant,¹ while others were overly generic, attempting

¹ For instance, in the case of gender responsible media, state institutions, CSOs, or other external parties when proposing guidelines, codes of conduct or expected outcomes, need to be sensitive about possible clashes with professional autonomy or media freedom; or, in the case of interference of social protection measures within the economic empowerment area.

to induce changes that were not possible to achieve by such limited actions.² Certain selectiveness of the measures insufficiently justified, such in the case of education measures planned for lower, but not higher levels of education, despite the fact that problem which is object of intervention exists at all educational levels. Another issue with design and implementation of NAP was that men were not included in the process of drafting NAP, they were absent among target intervention groups (except in a few cases), and their involvement in the implementation of NAP was insignificant.

- The “real time” assessment of the NAP’ relevance confirmed that the intervention logic remained true throughout its implementation.
- The evaluation analysed if the adjustments were needed and fine-tuning mechanisms were applied during the implementation of NAP. This is one of the weak points, as NAP omitted to include some of the important areas for achievement of gender equality, such as gender mainstreaming, gender and environment, security, social protection (retirement and pension, old age related issues, poverty and extreme poverty, etc.), access to certain important assets (such as financial markets, property rights), new media and media literacy/education.
- NAP relevance was affected by poor targeting of vulnerable groups of women such as Roma, elderly women, single mothers, lesbians and transwomen, women living in rural and remote areas, women with physical and mental disabilities, female forced migrants, and multiple discriminated groups, such as Roma women and elderly women with disabilities, etc. This consequently led towards non-systematic and ad hoc interventions, bringing even risk for segregation/ ghettoization, such as in the case of separate teaching lessons for girls belonging to the ‘multiple discriminated groups’ category.

Efficiency and effectiveness

- Efficiency and effectiveness were validated on the basis of different narrative reports and documents, scattered and limited financial information and interviews with the key stakeholders and beneficiaries.
- The quality of indicators and benchmarks in the NAP was poor, without clear benchmarks; namely, indicators are difficult to measure as the measurable dimension is absent, the targets and baselines are missing and the proposed sources of verification are unclear or inadequate. The evaluation team combined analysis of these indicators with on-the-spot verification of results and achievements.
- The evaluation analysed two dimensions of efficiency: i) coordination and management structure; ii) delivery status (budgetary allocations).
- Implementation of NAP did not have consistent and effective coordination/management mechanism, this included lack of clear responsibility lines for implementation, monitoring and reporting. Frequent parliamentary elections, changes in political commitments and intra and inter-institutional conflicts postponed, delayed or even stopped already initiated processes (frozen support by SIDA, etc.).
- Although in the NAP monitoring mechanisms were basically defined and leading role for the monitoring process was assigned to GED of the Ministry of Labor and Social Policy, this system was never established. Therefore, what is presently available were annual reports

² Such was the case of public campaigns aiming at changing patriarchal values in rural areas, or in the case of ‘developing gender sensitive and anti-discriminatory and secular programming in all levels of education’ without specifying how, through which concrete actions it will be achieved.

on the activity of GED and reports of donors. Information on activities implemented at the ministry level is insufficiently systematized. The activities carried out at lower levels (regional, city, and municipality) or a smaller number of participants or institutions are not registered and/or recognized at the ministry level.

- The delivery status/ budgetary allocation shows rather low efficiency. Allocated resources from the national budget were generally insufficient for achievement of planned results. Hence, the overall implementation of NAP was heavily donor-dependent. Still, lack of sound and transparent financial reports and data caused that the evaluation team was not able to more precisely estimate the proportion of financial support to implementation from donors' and budgetary sources.
- The evaluation analysed NAP effectiveness measuring achieved against the planned/ approved results. Overall conclusion is that NAP showed limited effectiveness in implementation, as majority of activities were fragmented, and uncoordinated resulting with uneven progress within the priority areas.
- NAP implementation showed strong focus on political participation, economic position/participation of women, intermediate focus on media, low focus on education and health, and lack of synchronization with Strategy for preventing and combating GBV in the area of VAW. Main achievements were identified mainly in the form of legislation reforms in the area of political participation, employment and labor, protection of women from GBV. Political participation of women has been increased through higher share of women among MPs in the National Assembly, and through establishment of Women's MP networks in National Assembly and Assembly of AP Vojvodina, as well as some local parliaments. Policy platform for gender equality was developed in partnership among civil society and broad range of stakeholders and it provided strategic guidelines for gender equality and development of Serbia that can be integrated in the public policies.
- Data for monitoring of various aspects of women's position and gender equality are significantly improved, including official statistics, public records and increased volume of researches conducted by academic institutions, NGOs and international organizations. One of the areas in which knowledge is significantly improved is the area of economic participation, with improved knowledge on various aspects such as employment, entrepreneurship, promotion, discrimination, mobbing, reconciliation, etc. General awareness is raised in relation to the protection of women's reproductive health, about inadequate media coverage of gender issues, gender and sexual violence in particular.
- Some of the main reasons for limited results in the areas in which NAP was implemented were limited scope of implementation (i.e. defined targets such as 5 municipalities, 10 CSOs, etc.) and insufficient links between different forms of intervention (i.e. research without proper influence on policies or broader awareness raising, changing laws but not bylaws and lower level rules, such as rules of procedures in assemblies, etc.), as well as absence of vertical institutional coordination through legislation, executive and administrative level of power, etc.

Impact and sustainability

- The Objectively Verifiable Indicators at the outcome/ priority areas level were not articulated; therefore, formal evaluation of impact and sustainability was difficult to validate. NAP was targeting different groups, with significant discrepancy in terms of number of direct beneficiaries and missing some of the important target groups.

- Implementation of NAP and achievement of the results is linked with limited sustainability. Some of the few achievements that could be estimated as sustainable with high level of probability are gender sensitive statistics that will probably advance further with processes of synchronization with Eurostat and further developments in gender responsible public data records at all levels. Some of the legislative changes that are in line with legislative synchronization within the EU accession processes. Some legal, institutional and awareness results achieved in the area of combating VAW will persist during time, but the system for prevention and protection of women against GBV is still fragile and sustainability and further advancements depend strongly on future continuous monitoring, capacity building of people engaged in all parts and at all levels of protection, effective implementation of laws, cooperation and implementation of protocols and constant awareness raising in whole society.
- Evaluation of sustainability of NAP achievements raises alert that some of the fragmentary or modest achievements could be unsustainable in the mid-term or long run. Main problem appears in insufficiently developed, stable and resourceful mechanisms for gender equality at the level of Serbia, which can undermine all future actions to maintain or advance legacies of the NAP. Although new CBGE was established replacing GED, the institutional interregnum was present for several years due to the ineffectiveness of the mechanism and political gaps and conflicts. Presently, CBGE is political body, and without proper support by operative infrastructure and adequate funds, there is hard to expect further advancements.
- Stable partnerships were not established during drafting and implementation of NAP, which undermines sustainability of achievements. Fragility of political will and further changes of the electoral system can undermine achievements related to the increased participation of women in the legislative power.
- Based on evaluation finding, the conclusion is that the actual impact of NAP was very modest, limited to increased participation of women in legislative bodies, improved statistics, and increased awareness on certain issues such as VAW, deprived position of rural and Roma women, and similar. Legislative changes that are introduced are limited as by-laws were not adopted and implementation is not progressing.
- In addition, impact at the policy level could be considered as limited as sectorial strategies did not or have limited reflection on gender equality for their respective areas.

1. INTRODUCTION

The findings, based on the evaluation of the Republic of Serbia Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality for the period 2010-2015 (henceforth known as NAP), are presented in this report. The Report has been produced by a team of experts from SeConS –Development Initiative Group – the organization commissioned to conduct the evaluation, which has been reviewed and approved by the Evaluation Management Group, and Evaluation Reference Group.

1.1. Background and purpose of the evaluation

In 2014, UN Women initiated cooperation with the Coordination Body for Gender Equality (henceforth known as CBGE), which holds responsibility for coordinating Government actions in the area of gender equality. In March 2015, UN Women and the CBGE signed the Memorandum of Understanding, which outlines a broad framework of cooperation in the following areas:

- Development of the institutional and operational capacity of the Coordination Body for Gender Equality;
- Supporting key strategic goals in the area of gender equality in the Republic of Serbia;
- Ensuring participatory dialogue with key stakeholders, including civil society organizations and members of Parliament;
- Development and implementation of joint projects in key areas of gender equality.

Under the scope of the second priority area of cooperation between UN Women and CBGE, from this Memorandum of Understanding, and in line with previously mentioned CEDAW Committee Concluding Observations to the Republic of Serbia - UN Women, the CBGE, and the Social Inclusion and Poverty Reduction Unit (SIPRU) have jointly commissioned the evaluation of the NAP.

The main purpose of the evaluation is to **assess the progress** made by the Government of Serbia and its key partners in the framework of the National Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality (for the period 2010-2015). In addition, the purpose of this evaluation is:

- to **assess effectiveness and efficiency of NAP implementation**,
- to **validate the results** in terms of achievements,
- to **assess continued relevance** of NAP priority areas and
- to **generate knowledge** for future NAP.

The aim of the evaluation is to contribute to results-based management through a participatory approach that documents results achieved, challenges progress as well as contributes to the dialogue and consultations on the strategic priorities for the new strategy on gender equality in Serbia. The evaluation followed a participatory approach that includes consultations with key stakeholders, including government, and civil society organizations. The evaluation has to formulate lessons learned (i.e. those deriving from the implementation of the National Strategy) and to provide recommendations for future NAP to ensure synergies of the different national bodies in the following strategic period.

The evaluation results will be used to support the CBGE and other partners in developing and prioritizing actions under the new Strategy for gender equality, above all SIPRU and the Government of Serbia, Republic Secretariat for Public Policies and other relevant actors, such as:

relevant Ministries, national, provincial and local gender mechanisms, public institutions, civil society, including Trade Unions, self-help associations of vulnerable women, advocacy, development-focused and human right-profiled organizations, business associations, academia, UN agencies and UNCT Serbia, as well as international partners whose supporting efforts aim to improve the gender equality in Serbia.

1.2. Objectives and scope of the evaluation

The evaluation is based on the assessment of the progress, and challenges for each of the six strategic areas included in NAP with a measurement of the specific results, achievements and gaps, and a subsequent assessment of the impact of these specific achievements and gaps on the overall progress.

The specific objectives of the evaluation are:

- To **assess effectiveness and efficiency** in progressing towards the achievement of gender equality and women's empowerment objectives, as defined in the National Action Plan for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015 (NAP);
- To **assess the relevance of the six priority areas** defined in the current NAP, and identify emerging issues which should be addressed by the new NAP;
- To **identify areas that were not included in the NAP** where proactive **steps have already been taken** towards gender equality;
- To **assess the potential for sustainability** based on the results provided by NAP;
- To **document lessons learned, best practices and challenges** that can contribute (or be used towards) future work in addressing women's needs in the Republic of Serbia –including recommendations for using the evaluation findings in the development of the new strategic document on gender equality.
- To **provide key recommendations for key stakeholders** involved in the development of the next NAP, including a recommendation to UN Women on the key focus areas for the “development and implementation of joint projects in key areas of gender equality.”

The scope of the evaluation has been stipulated within the Request for proposal RFP SRB/2015-01, the Terms of reference (as its integral part). The evaluation will therefore cover all six priority areas included in NAP:

- Increasing women's participation in decision-making processes and achieving gender equality;
- Improving the economic status of women and achieving gender equality;
- Achieving gender equality in education;
- Improving the health of women and promoting gender equality in health policy;
- Preventing and combating all forms of violence against women and to provide a comprehensive system of protection for women victims of violence;
- Eliminating gender stereotypes in the media and promoting gender equality.

Almost the entire period of NAP implementation has been evaluated (from January 2010 until June 2015) with the exception of the area: “Preventing and combating all forms of violence against

women and to provide a comprehensive system of protection for women victims of violence” which is will be independently evaluated through the parallel process of evaluation of the *National Strategy for Preventing and Combating Violence against Women in Family and in Intimate Partner Relationships*. The evaluation of this area within the NAP will be limited only to the year preceding the adoption National Strategy for Preventing and Combating VAW.

In terms of geographical scope, the evaluation covered entire territory of Serbia. This means that the evaluation will cover activities implemented in the whole region of Serbia; conducted by CSOs and local self-governments both of which have done the activities related to the implementation of NAP. The details about the sample are presented in a separate section, specifically in the chapter on methodology.

2. DESIGN OF NAP AND THE CONTEXT OF ITS IMPLEMENTATION

This chapter covers the logic of change and content of NAP, institutional and policy context how it was designed and implemented as well as the description of main gender inequalities in the priority areas defined by the NAP.

2.1. Design of NAP

In line with the Strategy, NAP contains six overall objectives and ten specific objectives. The main logic of change is rather implicit than explicit³ (see theory of change, which is graphically presented in the annex 1). Basically, the NAP is designed to achieve the main objective: the improvement of the position of women and the promotion of gender equality. This general objective is envisaged to be achieved through 6 specific objectives with six priority areas:

- 1) Exercising the rights of women to participate in decision making on equal terms with men;
- 2) Eradicating economic inequality between men and women, introducing equal opportunities policy and better use of women's development resources;
- 3) Establishing gender equality and integrating a gender perspective in education;
- 4) Preserving and improving women's health and achieving gender equality in healthcare policy;
- 5) Preventing and combating violence against women and improving victim protection;
- 6) Establishing gender equality in the media, eliminating gender stereotypes and hate speech (misogyny). Each of specific objectives includes sets of activities/interventions which should lead to the expected outputs.

The Exercising the rights of women to participate in decision making on equal terms with men was planned to be achieved: through increased participation of women in representative bodies at all levels, including increased participation in executive branch of the power, in leading positions in state administration and public services, through institutionalization of mechanisms for gender equality; through the creation of prerequisites for participation of women from multiple

³ There was no developed comprehensive or explicit theory of change prior to the development of Strategy and therefore, the NAP reproduced the same logic and assumptions of implicit theory of change entailed in the Strategy. Actually, the whole NAP can be considered as Theory of Change (ToC) as it defines activities in line with the perceived problems, desired objectives, goals and impacts all of which rely on basic assumptions.

discriminated groups and through the building of institutional capacities by raising awareness of the importance of gender equality in the political and public realm.

The eradication of economic inequality between men and women, introduction of equal opportunities and better use of women's development resources will be achieved through the creation of systemic prerequisites—therefore stimulating employment (both external and self), women's entrepreneurship, and the development of capacities of economic and social stakeholders in eliminating gender discrimination.

The establishment of gender equality and integration of a gender perspective in education will be achieved by balancing gender representation at all educational levels and profiles, by building the capacities of the educational system through the mainstreaming of the gender perspective in education and eliminating gender inequalities of marginalized groups by promoting media and campaigns that help advance gender equality.

Preserving and improving women's health and achieving gender equality in healthcare policy will be achieved by improving and preserving women's overall health status, by ensuring quality healthcare for women – particularly for those from marginalized groups – by improving reproductive-based health and introducing gender dimension into the health care system through the increased participation of women in health care policy and by increasing participation of women in sport.

Preventing and combating violence against women and improving victim protection will be achieved through modernization of the normative framework for protection of women against violence, through strengthening capacities of the system for protection, by implementing research and improving documentation and statistics, as well as raising awareness on violence against women and labelling it as a social problem.

Establishing gender equality in the media, eliminating gender stereotypes and hate speech will be achieved by affirming gender-sensitive action in the media, removing gender-based stereotypes and eliminating misogyny in the media (particularly with respect to groups discriminated on multiple grounds), increasing women's decision making power within the public media realm and by systematizing research, documentation and statistical data.

These expected results are meant to be achieved by diverse interventions that include a large number of activities: legislative changes, building and strengthening institutional frameworks, empowerment of various stakeholders and women particularly those from marginalized groups conducting research and improving gender-sensitive evidences, etc. Furthermore, the actors recognized as the intervention implementers are quite diverse: i.e. gender equality mechanisms, government and public officials at different levels, civil society and international organizations, etc.

These interventions serve to remove the very barriers that prevent the promotion and achievement of gender equality. These barriers are mostly perceived as inappropriate or weak legal and institutional frameworks, services providers, various obstacles that stand between women and important resources (such as employment, health care and certain forms of education) as well as an existing culture that supports gender inequalities due to the prevailing patriarchal norms.

In the NAP, assumptions for achieving the outcomes were basically positive presuming that stakeholders, identified as implementing agents, and the necessary funds are available. NAP however does not contain any analysis of potential risks and obstacles.

2.2. Context for NAP development and implementation

2.1.1. International framework

Drafting National Strategy for Improvement of the Position of Women and Promotion of Gender Equality (henceforth known as National Strategy for GE) and its Action Plan was strongly guided by the commitments of Serbia to the principles and goals declared in Beijing Declaration and Platform for Action⁴ and CEDAW Convention. Serbia has submitted a combined second and third periodic report to CEDAW Committee in 2013. Group of non-governmental organizations (NGOs) submitted Shadow report for the same session of the CEDAW Committee, providing independent analysis of the situation related to gender equality and position of women in the country⁵, while Roma Women's Network in Serbia prepared Shadow report that specifically describe situation of Roma women as one of the most vulnerable groups of women in Serbia⁶.

Based on the review of reports, CEDAW committee raised some concerns in regard to the National Strategy for the Improvement of the Status of Women and Promotion of Gender Equality for 2009-2015 and the National Plan for Action for implementation of the Strategy for 2010-2015:

- The lack of adequate funding from the State budget for the implementation of these and other strategies and action plans aimed at eliminating all forms of discrimination against women, particularly against those belonging to ethnic minorities (e.g. Roma women, women with disabilities, older women, women living with HIV, women affected by the war, lesbian women, etc.)
- The lack of harmonization among national strategies and their action plans with the strategies at the local level as well as a lack of coordination, monitoring and evaluation mechanisms for the effective implementation of regular and interim reporting;
- The lack of gender-specific measures in national strategies and actions plans in addressing inequality and intersectional discrimination of disadvantaged women, as well as the lack of indicators and benchmarks that would measure the progress being achieved (CEDAW, 2013: 4).

The CEDAW Committee recommended that Serbia:

- Allocate substantial and sustained resources, both human and financial, to all national strategies, mechanisms and action plans aimed at the elimination of discrimination against women, especially disadvantaged women, and ensure their effective implementation;

⁴The year 2015 is year of 20th anniversary of Beijing platform which still represents foundation for global gender equality policies defining 12 key pillars of gender equality. UN Women launched global campaign to use this anniversary as an opportunity to renew commitments to its goals and to generate new energy that should be invested in the promotion of gender equality. During March 2015 the fifty-ninth session of the Commission on the Status of Women was held in New York and the Review Beijing + 20 was prepared. National reviews of achievements in GE during two decades were used as inputs for global review as well as for the self-evaluation of GE policies and achievements. Serbia is not among the countries who prepared national review.

⁵ AWC, ASTRA, Women in Black, Labris, Voice of Difference (2013) *Shadow over Serbia. NGO Report for the 55th CEDAW Committee Session 2013*. Belgrade.

⁶ Roma Women's Network of Serbia (2013) *Roma Women Speak Out – Shadow Report for the CEDAW Committee for 55th Session*, available at <http://www.zenskiprostor.org/images/SHADOW%20REPORT%2055TH%20SESSION%20SERBIA%20ROMA%20NETWORK.pdf>

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- Take measures to harmonize its national strategies and action plans, in particular with the ones at the local level, and enhance coordination between sectorial policymaking and the implementation of, as well as horizontal and vertical coordination between the national and local levels and furthermore, to monitor and regularly evaluate the process of their implementation through progress reports
- Adopt gender-specific measures in current and new national strategies as well as action plans in preventing and eliminating inequality and intersectional discrimination of disadvantaged women;
- Accelerate the development of indicators and benchmarks as an integral part of a monitoring and evaluation system, and ensure their regular use as a way of measuring progress and addressing setbacks that hinder improvement (CEDAW, 2013: 4-5).

In July 2015 Serbia has reported again on the two recommendations delivered by CEDAW⁷.

One of the guiding international frameworks was the Millennium Development Goals (MDGs) which contained gender equality as one of the eight main goals. The Government of the Republic of Serbia has adopted national version of MDGs and monitoring indicators in 2005, and produced two report on the achievements of MDGs

In 2012, Serbia signed and in the subsequent year ratified the Council of Europe Convention on the prevention and combating of violence (including domestic) against women. The so-called Istanbul Convention came into full force in August 2014. The Legal Compliance Analysis was conducted in relation to the implementation of Istanbul Convention, and the Coordination Body for Gender Equality therefore established a working group on violence in order to increase the effectiveness of implementation of the Convention.

The importance of the international gender equality (GE) framework for Serbia is connected to the EU integration processes. The EU Strategy for the implementation of equality between women and men had influenced the political direction for many of the member states from the period 2010-2015. Presently, there are ongoing consultations in the EU for (re)defining new GE policy guidelines for the post-2015 period⁸. The EU progress report for Serbia is an important instrument that guides processes of reforms, including those relevant for the promotion of GE. In the 2014 Report the European Commission (EC) found that 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). The EC highlighted that legislation –with regards to the dismissal of pregnant women and women on maternity leave as well as sexual harassment and inequality in promotion and salaries– still needs to be systematically enforced (EC 2014: 38). is the Report emphasized the following: that the administrative capacity on gender equality issues still remains weak; the labor legislation is 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 (EC, 2014: 47).

⁷ Reporting was related to recommendation 17 presented above, and 23 which relates to action on violence against women, and includes review of Criminal Code, Family Code, encouraging women to report violence, ensuring effective investigations of cases of violence, ensures adequate assistance and protection from violence, increasing awareness of authorities, enhancing system of data collection and ratification of Istanbul Convection (information provided by the Office for human and minority rights of the Government of Republic of Serbia).

⁸ http://ec.europa.eu/justice/newsroom/gender-equality/opinion/150421_en.htm

2.1.2. National framework

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 which cannot be listed here. However, still many are needed to be done in the future as normative framework is not sufficiently aligned with gender equality norms.

Overarching National Strategy for the Improvement of the Status of Women and Promotion of Gender Equality (2009-2015) (Official Gazette of RS, No. 15/09) defines the national policy framework for gender equality. The Strategy is operationalized through the National Action Plan. The National Strategy was aligned with the Beijing Platform for Action⁹ and the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)¹⁰, which was ratified by the Republic of Serbia in 1981 and with other UN and Council of Europe-based documents that refer to gender equality and the disposition of women¹¹. The basic principles of the Strategy were to support the development of policies promoting equal opportunities and the improvement of women's human rights.”

In the preamble of the Action Plan, it claims a certain harmonization among relevant strategic documents adopted by the Government, in particular: Serbia's National Strategy for Accession to the EU, Poverty Reduction Strategy of the Republic of Serbia, National Strategy for the Economic Development of Serbia 2006-2012, Millennium Development Goals (MDGs), National Strategy for Youth, Regional Development Strategy of the Republic of Serbia 2007-2012, Strategy for the Development of Vocational Training in the Republic of Serbia, Strategy for the Development of Adult Education in the Republic of Serbia, National Strategy on the Prevention of and Protection from Child Abuse, Strategy for the Development of Social Protection in the Republic of Serbia and National Strategy of Sustainable Development 2009-2017. The Action Plan has also been harmonized with the action plans that follow the implementation of the strategies adopted, as well as with the Action Plan for the Implementation of the National Strategy on the Prevention of, and Protection from Child Abuse (2010-2012)¹².

A special chapter of the Action Plan is devoted to the system for the monitoring and evaluation of the implementation of proposed activities which contains reporting mechanisms, forms and methodology for all proposed activities of the specific and overall objectives defined in the Strategy.

In addition to these overarching gender equality policies, a specific strategy to combat VAW had been adopted (the National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Relationships 2011-2015), and furthermore, gender aspects were integrated into different sectorial strategies (i.e. National Employment Strategy, Rural Development Strategy, Social Protection Strategy, etc.). However, the Action Plan –for the implementation of National Strategy to combat WAW was never adopted, consequently inhibiting the process of its

⁹ <http://beijing20.unwomen.org/>

¹⁰ <http://www.un.org/womenwatch/daw/cedaw/>

¹¹ National Strategy for Improving the Position of Women and Promoting Gender Equality 2009 – 2015, paragraph 10

¹² Plan of Action for the implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015: 1.

implementation. In general, issues of prevention and combating gender-based violence (GBV) are included in both overarching and specific strategies, yet in this case, the implementation had not been sufficiently coordinated which led to gaps and overlaps in budgeting measures and activities related to the prevention and elimination of GBV.

Over the last several years, important steps have been made towards establishment of institutional framework for gender equality in Serbia. A strong impetus for the development of gender equality policies came from the provincial level after establishment of the Provincial Secretariat for Labor, Employment and Gender Equality in 2002, the enactment of Parliamentary Decision on Gender Equality in AP Vojvodina in 2004¹³ and the establishment of Provincial Gender Equality Institute¹⁴. To help facilitate the development of national-level policies, first mechanism for gender equality at the Central level (Gender Equality Council) was established in 2004. At the same time, two sets of factors helped provoke more decisive action in the promotion of gender equality policies: 1) external - international obligations stemming from commitments to key international GE conventions, integration in the international community and dedication to EU integration which positioned GE standards in front of Serbia, and 2) internal – the power and strength of women’s and feminists’ movements, i.e. those who were active in advocating and lobbying for the GE framework in Serbia.

The Gender Equality Council was established as the expertise and advisory body of the Government of Serbia. The Sector for Gender Equality was established in 2007 and then in 2008 the Gender Equality Directorate (GED) of the Ministry of Labor and Social Policy of the Republic of Serbia replaced it. The obligation of 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 (the National Strategy for Empowerment of Women and the Promotion of Gender Equality, and National Action Plan of the Strategy). In 2014, GED was dismissed and in 2015 the Coordination Body for Gender Equality of the Government of Serbia (CBGE) was established¹⁵. At the head of the CBGE, there is the Deputy Prime Minister and Minister for Construction, Transport and Infrastructure, while the board members include two other Ministers (the Minister for Labor, Employment, Veterans and Social Affairs, and the Minister of Defense), the Secretary General of the Government of Serbia 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 state administration in relation to gender equality. The CBGE submit proposals, opinions and expert explanations to the Government, ministries, special organizations, other authorities and expert organizations that have gender equality within the scope of their competence’*¹⁶.

In addition to the institution of Ombudsman as the general protector of citizens’ rights, in 2010, the institution of Commissioner for the Protection of Equality, as an independent, autonomous and specialized authority, was established. The purpose of this institution is to prevent all forms, types and cases of discrimination, including those based on gender.

¹³ <http://www.spriv.vojvodina.gov.rs/index.php/lat/dokumenti1/ravnopravnost-polova1>

¹⁴ <http://www.ravnopravnost.org.rs/>

¹⁵ <http://www.mgsi.gov.rs/lat/dokumenti/odluka-o-formiranju-koordinacionog-tela-za-rodnu-ravnopravnost> - Official Gazette RS, number 121/2014

¹⁶ <http://www.mgsi.gov.rs/lat/dokumenti/poslovnik-o-radnu-koordinacionog-tela-za-rodnu-ravnopravnost> , article 2

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 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. However, no systematic information exists on exactly how many of them are presently active. 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.

2.1.3. The process of drafting NAP

The beginning of the new millennium had brought changes and intensive reforms to the political regime of Serbia. The new political elite was forced to prioritize reforms in the context of a devastated economy, society and culture. Gender equality (GE) had not been a first priority, which therefore prolonged the period of initiating more systematic policies, and institutional changes that were necessary to the promotion of gender equality and the empowerment of women.

The National Strategy and NAP served as overarching policy instruments used to address severe problems of gender inequalities in Serbia. These inequalities will be briefly presented along with six strategic priority areas in order to better understand the need and relevance of these priorities.

The National Strategy and NAP were drafted under the responsibility of the Gender Equality Directorate (GED) of the Ministry of Labor and Social Policy. According to an interview with a representative of GED, the process of drafting NAP was participatory, relying on wide consultative processes and cooperation between governing bodies, civil sector and local self-governments. The network of partners was established at the national and local levels, including civil society. The process of drafting NAP was supported by the United Nations Development Programme (UNDP) within the frame of its project: *Strengthening the Role of Civil Society in Shaping Poverty-Related Policies and Practices*.

In line with six strategic areas of the National Strategy as well as for the purpose of the development of NAP, six working groups were therefore formed in accordance with the following priority areas: women's participation in decision-making processes, women's economics empowerment, equal participation of women in education, improvement in women's health, fight against sexual and gender-based violence and the presentation and perception of women in the media. Through three Forums all within the framework of open dialogue with civil society, various proposals for the Action Plan were thus developed.

This particular way of forming functional (and productive) groups was viewed as a novelty in comparison to the development of the Strategy. Two coordinators coordinated the process. The members of these groups, i.e. experts in the specific field, activists from civil society and local commissioners for gender equality, facilitated an active discussion on the objectives contained in the Strategy, and the best ways for their implementation, thus contributing fresh perspectives and ideas as well as new and improved ways of boosting work efficiency. Thematic (or simulated) group meetings were held over the period of five full days and were devoted to evaluating the results and indicators, as well as to identifying the activities that helped lead to the achievement of the Strategy. As of January 2010, all remarks and suggestions of the ministries were collected, eliminated and subsequently integrated into the text of the Action Plan.

2.2. Gender inequalities as a context for development and implementation of NAP

Serbia is a country with an asymmetrical gender regime in which power and opportunities are not equally distributed between men and women. Such a gender regime has been shaped within the transitional framework from a very traditional to a more modern society, at the semi-periphery of the global system and with a prominent continuity with patriarchal structures and cultures (Blagojevic, 2002, 2013, Babovic, 2010). In such a regime, social power, roles, opportunities and burdens are unequally distributed between men and women. It is important to note that drafting of the NAP and its implementation unfolded within the relatively turbulent broader socio-economic context. Drafting of NAP occurred in the period that was the end of the stage of economic growth and the implementation started within the period of recession. Whole period of NAP implementation was marked by challenges, including introduction of austerity policies, sharp political changes with lack of political commitment to its objectives as well as weak coordination and monitoring infrastructure for its implementation. The situation is here presented along six priority areas defined by the Strategy and NAP.

2.2.1. Participation of women in decision making processes

Women have less opportunity to participate in the political arena and are therefore less likely to influence policies and development trajectories of Serbian society. Although Electoral Laws do stipulate quotas for women (as the less represented gender) among members of parliaments at local, provincial and national levels¹⁷, and Gender Equality Law does stipulate quotas for women in decision-making positions in ‘all organizational units, management positions and decision-making and supervising bodies’ (including state administration) (article 14), achievements have been very limited. Significant improvements were made only in the National Assembly of the Republic of Serbia where women within and among members of Parliament (MPs) rose from 12% in 2000 (National Strategy for GE: 4) to 34% in 2014¹⁸. The participation of women in the National Government is still however below the quota (21%), as well as is their participation in local self-governments (i.e. less than 5% of mayors are women) (SORS, 2014: 86).

2.2.2. Economic status of women

Economic gender-based inequalities can be seen in many forms such as: lower access of women to important assets (land, real estate, production means/facilities, savings and bank accounts)¹⁹, lower participation in the labor market, lower chances to advance to management positions, higher risks of poverty due to divorce, etc. Basic labor market indicators project a much less favorable position of women than men in the sphere of employment and work: their activity and employment rates are significantly lower than those of men, while their unemployment and inactivity rates are higher.

Basic labor market indicators by gender, working age population (15-64), 2014

Indicator	Men	Women
Activity rate	69.9	53.8

¹⁷ Article 5 of the Law amending the Law on Local Elections (and article 40a of the Law on the Election of the members of National Assembly, article 27 of the Provincial Assembly Decision on the Election of deputies of the Assembly of the Autonomous Province of Vojvodina.

¹⁸ Source: <http://www.parlament.gov.rs/>

¹⁹ Babovic, Marija (2010) Economic gender inequalities in comparative perspective: EU and Serbia; SeConS, ISIFF, Belgrade

Employment rate	56.5	42.8
Unemployment rate	19.2	20.4
Inactivity rate	30.1	46.2

Source: Statistical Office of Serbia, Labor Force Survey Bulletin, 2014: 17-18.

The presence of women among entrepreneurs the actors who generate economic values and create jobs is much lower compared to their male counterparts. Only about 26% of entrepreneurs (owners and main managers simultaneously) are women (Babovic, 2011). Women face numerous obstacles in the business sector and the so called ‘glass ceiling’ effect is evident as only one quarter of women attain managerial positions in companies (Babovic, 2014). The gender pay gap is less apparent in the public sector but more visible in the private sector which reflects the discriminatory practices in companies’ wage policies (Avlijas et al, 2013).

Economic participation of women from marginalized groups is even lower, which means lower probabilities of their being provided decent livelihoods. The lowest economic participation was recorded among women with disabilities and Roma women. Only 4% of women with disabilities are in salaried employment (Markovic, 2014: 84) and Roma women count for only 22% of employed persons in the Roma population (Radovanovic, Knezevic, 2014: 80). Women from the population of forced migrants constituted 43.7% among employed persons from the forced migrant population (Lukic, 2015: 63). Rural women face somewhat different problems in the area of economic participation, due to the fact that their participation is relatively high but their position in the household is marked by intensive work, exclusion from decision making in the farming activities and low access to incomes and assets (Babovic, Vukovic, 2008, Blagojevic, 2010).

2.2.3. Gender equality in education

Over the last 50 years, gender equality has significantly advanced within the area of education. However, there are still some groups of women with lower access or performance rates, particularly when taking into account the older generations and those within a more rural population. Outside of urban areas, 30% of women compared to 17% of men had never attended school (SORS, 2014) and thus, exists a higher percentage of illiterate women than men in all age groups.

There is still prominent gender segregation according to educational profiles. Socialization patterns that stimulate a higher inclination of girls towards social and humanistic education and boys towards technical science and mathematics, is also evident in 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 (SORS, 2014: 36).

The analyses of textbook content at various levels of education have indicated a lack of gender sensitivity. A review of textbooks and curriculums used in primary and secondary schools showed that there is more gender sensitive content in elementary school textbooks than in secondary school textbooks (AWC et al, 2013). The analysis of university textbooks conducted on a sample of 17 books indicated and concluded that ‘representations of gender are stereotypical and unquestionably reliant on patriarchal paradigms’ (Bacevic et al, 2010: 34).

In certain areas gender inequalities have reversed in favour of women i.e. boys are in the majority among those who drop out of secondary school before completing a degree, while at the university level, there are more female students than men. However, in the highest scientific ranks (PhD) and institutions (Academy of science), women still remain the minority.

Gender inequalities in education are prominent in some marginalized groups. Among forced migrants without a completed primary level of education, 84% of them are women (Lukic, 2015: 58). The illiteracy rate is highest among the Roma population and according to the last population census data, it is much higher among Roma women (21.2%) than men (9.2%). Among the Roma population, 66.6% of those aged 10 years or older and without a completed primary level of education are women, while the percentage of women with a completed secondary level of education stands at just 30% (Radovanovic, Knezevic, 2014). Women with disabilities count for 81% of all disabled persons without any education (Markovic, 2014: 51).

2.2.4. Women's health

Health care, as an important aspect of human capital depends on various factors – among the most important, the availability of health services, and the possibility to provide health insurance and also on health literacy²⁰, which could lead to women's regular appearance on medical examinations. Lower health literacy is widespread among elderly, rural and Roma women who should be primary health care patients and it is correlated with level of health achieved. Better health literacy exists among younger, employed women with higher education. Policies and programs are needed to respond to improve health literacy. Education of women is especially important. Also, attention should be directed to the population groups that appear most likely to have low levels of health literacy, such as elderly women.²¹

Chronic mass non-contagious diseases, such as cardio-vascular problems, cancer, metabolism dysfunctions, chronic obstructive lung diseases, dominate the national pathology of women's health. The health of women is additionally endangered by pregnancy, childbirth and motherhood on the one side, and economic dependency along with insufficient protection offered at work, in transportation/commuting or at home, on the other side. Additional factors which have a negative influence are the risky styles of behavior – i.e. smoking, which is present amongst 33.6% of women, imbalanced nutrition and irregular eating habits which lead to obesity and other disorders, and the lack of physical activity, since less than 25% of women engage in recreation or sports. Women are not as mindful (or proactive) in terms of health care and preventive measures, given that only 6.3% of women visit their gynaecologist on an annual basis. Consequently, abortion rates are rather high and the use of contraception, quite low (National Strategy).

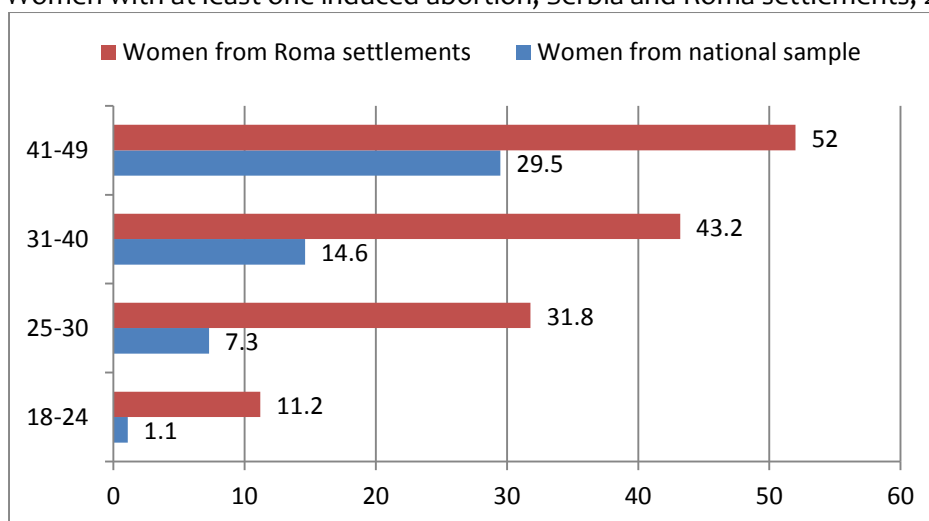
According to the gender barometer in Serbia (Blagojevic, 2013) there are prominent gender inequalities in health and health care. Men are more likely than women to estimate their health situation as good (33% of men vs. 24% of women), and chronic health problems are more often reported among persons with low educational levels, particularly among women (36% of women vs. 17% of men). The gender barometer recorded some positive trends of improvement for the reproductive health care culture among women: the percentage of women who had attended regular gynaecologists' examinations increased over the period of two barometer surveys. However, only 11% of women viewed recreational sports and activities as an important component of a healthy lifestyle (Blagojevic, 2013).

²⁰ Health literacy is "the degree to which individuals have the capacity to obtain, process, and understand basic health information and services needed to make appropriate health decisions" (Lynn Nielsen-Bohlman, Allison M. Panzer, David A. Kindig (eds.) (2004) Health Literacy: A Prescription to End Confusion, Institute of Medicine of the national Academics, Washington D.C.)

²¹ Patient Education and Counselling 89 (2012) 209–212 , 2012 Patient Education and Counselling, journal home page: www.elsevier.com/locate/pated

More detailed data on contraceptive use and induced abortions are available from the Multiple Indicator Cluster Surveys (MICS) which was conducted over several cycles and of two samples –the general population of women and children, and the population of women and children living in Roma settlements (which aforementioned represent one of the most marginalized groups). According to 2014 MICS²² data, the percentage of women with at least one induced abortion during the life time increases with age and is much higher among women from Roma settlements than those in the general population (Babovic, forthcoming). Among young women in Serbia, abortion stands at 1.1%, and it reaches 29.5% for women aged 41-49. In the Roma sample, the rate in the youngest group is 11% and in the oldest group, more than half the women (+50%) had at least one induced abortion during their life course.

Women with at least one induced abortion, Serbia and Roma settlements, 2014



Source: UNICEF, 2014 MICS data from Babovic, forthcoming.

According to the same source, participation in the childbirth preparation program was very low among women who had given birth over the last two years, and rather marginal among Roma women. Access of Roma women to health care was improved during previous period by introducing health Mediators who disseminate information on health care services among Roma women living in informal settlements.

2.2.5. Violence against women

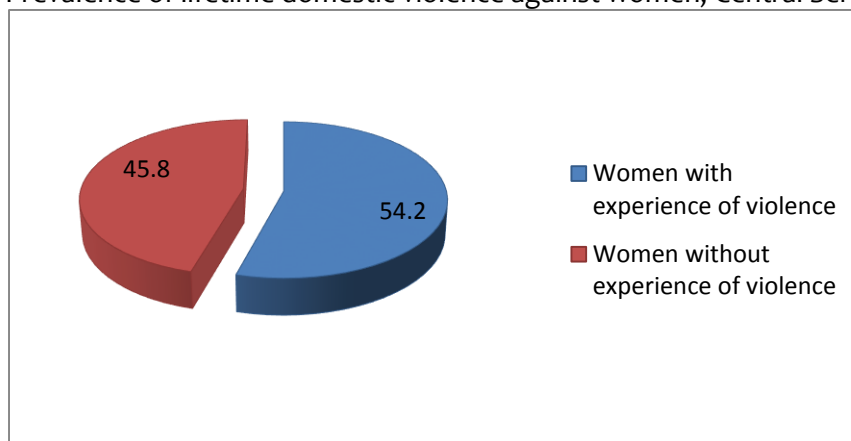
Asymmetric gender regimes, a dominating patriarchal culture, history of recent conflicts in the region and economic hardships contribute to the relatively high prevalence of various forms of gender-based violence in Serbia. According to data provided by the Ministry of Justice on convictions for crimes in 2013, men are not only more often the victims, but are also the majority of perpetrators of murder (SORS, 2014: 53). Women are the majority of victims of sexually-based crimes, such as rape (98% of rape victims are women), sexual abuse of children (100%), sexual abuse of persons with disabilities (89%) and sexual molestation committed by the abuse of a position (at workplace, in the institutions) (100%) (SORS, 2014: 54).

²² Serbia Multiple Indicator Cluster Survey, and Serbia Roma settlements Multiple Indicator Cluster Survey, 2014

The femicide, as the most extreme form of violence against women, is high in Serbia. According to data of Network Women against Violence, 27 women were killed by a male partner or male family member in 2014²³.

In the first review of domestic violence against women in Central Serbia it was found that over 50% of women were exposed to some form of domestic violence since they were 15 years old (Babovic, Ginic, Vukovic, 2010).

Prevalence of lifetime domestic violence against women, Central Serbia, 2010



Source: Babovic, Ginic, Vukovic, 2010.

Domestic violence against women is often manifested as a complex syndrome in which different methods are used for the purpose of control over women and preserving the unequal power relations. Close, intimate relationships are threats to women's integrity, health, self-confidence and physical security. The most frequent form of violence is psychological, followed by physical and economic violence, while sexual violence is still much less reported. 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.

Actual husband/partners are found to be the main perpetrators, as 50.6% of economic, 58% of psychological and 71.7% of physical violence is committed by the husbands and partners. Most severe cases of physical violence against women are almost exclusively committed by a man (96%), and in 80.8% of cases by husbands and partners (Babovic, Ginic, Vukovic, 2010).

According to the same survey, a very small percentage of women (only 10.0%) sought assistance when faced with family violence. Instead of asking for the support or protection of institutions, women more often tried to temporarily leave the household, divorce or separate from the husband/partner or to ask for informal assistance from their family, relatives, friends and neighbors. However, these strategies do not lead to a long-term solution, as most of these women return and develop strategies of adapting to a life of continued violence –at the price of suffering from many long-term physical and psychological health problems.

Similar trends were recorded in the northern part of Serbia (Vojvodina) during a survey on domestic violence, which was conducted by the Victimology Society of Serbia and produced for Provincial Secretariat for Labor, Employment and Gender Equality (PSLEGE) within the United Nations Trust

²³ http://www.zeneprotivnasilja.net/images/pdf/FEMICID-Saopstenje_za_2014_godinu.pdf

Fund to End Violence against Women (UNTF) funded End Violence against Women (EVAW) project (Nikolic-Ristanovic, 2009). Survey findings indicate that domestic violence is a widespread phenomenon in Vojvodina as well: over half of interviewed women have experienced some form of domestic violence. Almost one in two women have experienced some form of psychological violence. About 27% were exposed to threats and almost 34% of them have experienced physical violence, out of which 34% were death threats –while the most frequent form of physical violence is slapping (25.5%). A total of 18.6% of women said they were victims of stalking. Almost 10% have experienced sexual violence in a domestic context. Coerced sex is the most frequent form of sexual violence (59.6% of cases). The research reconfirmed that sexual violence is vastly obscured and underreported.

According to 2010 MICS data, physical violence against women constitutes around 3% of women aged 15-49 and 6% of men aged 15-29 –within the general population of Serbia, and 20% of women aged 15-49 and 31% of men aged 15-29 –from Roma settlements²⁴. Roma women face severe obstacles in getting the support they need when exposed to gender-based violence. Such results are presented in the Shadow report of Roma women’s organizations to the CEDAW committee²⁵.

2.2.6. Gender stereotypes in media

The media cultivates images of gender identities and roles. In their representations of women they tend to utilize various strategies that range from exclusion and stereotypical portrayals, to the ghettoization of women’s experiences and interests. Their most common product is symbolic gender inequality (Milivojevic, 2002). According to a 2010 Global Media Monitoring Project (GMMP) report, 26% of women in Serbia were presented in the press, 27% in radio broadcasting programs, and out of that only 43% received face time on TV.²⁶ Regulatory Authority of Electronic Media (RRA) concluded that visibility of women in the news is further reduced when comparing morning, midday and evening news shows: from 27.28% in the morning, to 22.99% in the midday, to only 17.37% in the evening news bulletin.²⁷

According to the situation analysis in National Strategy, the media in Serbia very rarely emphasizes women’s significant contributions to social and economic developments. Women are often portrayed as objects of desire in commercial media, whose principal guideline is sensationalism. Violent, humiliating or pornographic media products have a very negative influence on women’s images, reputation and their participation in society. The portraits that strengthen the traditional roles of women are also very offensive. The so-called “women’s media” deals either with the problems (and expectations) of the physical appearances of women, or with the stereotypical contents “for housewives.”

Some categories of women are almost completely left out of the media (e.g. older women, women from minority, ethnical or religious groups, women with different sexual orientations, disabled women, rural women, etc.). Moreover, women are often made to feel invisible due to the use of

²⁴ UNICEF, MICS 2010: 190-193.

²⁵ *Roma Women Speak Out – Shadow Report for the CEDAW Committee for 55th Session, 2013*. Available at <http://www.zenskiprostor.org/images/SHADOW%20REPORT%2055TH%20SESSION%20SERBIA%20ROMA%20NETWORK.pdf>

²⁶ <http://www.fpn.bg.ac.rs/2015/03/26/gmmp-2015-%E2%80%93prisustvo-zena-u-medijima-na-globalnom-nivou/>

²⁷ <http://www.rra.org.rs/uploads/useruploads/izvestaji-o-nadzoru/Rodna-ravnopravnost-RTS-1.pdf>

gender insensitive language, which applies to the male grammatical form of the noun used to describe their professions and positions (National Strategy).

The media industry is among the most feminized, in terms of the workforce, as women outnumber men both in journalism fields and entry level media professions. The media industry (e.g. news media as well as entertainment media) is however one of the most unequal working environments for women, with particularly severe inequalities found within the higher echelons of professional development (i.e. editors in chief, governing board members, general managers and ownership structure).

Despite few significant improvements, the media's representation and implementation of gender equality has hardly changed over the past 20 years. According to 2015 GMMP results, women constitute for 22% percent of news content, while only 3% of stories make a direct reference to gender equality. Furthermore, women are much more likely to be news makers (reporters, broadcasters or presenters).²⁸ In conclusion, studies have repeatedly shown that there is a strong connection between 'masculine' media cultures, professional gender inequalities and stereotypical media content.

²⁸ GMMP 2015 Report launch is scheduled for November 25, 2015. Data has been collected and made available by the Serbian research team.

3. EVALUATION METHODOLOGY AND LIMITATIONS

3.1. Evaluation Design

The methodology of evaluation is designed in line with the guidelines and standards of UN Women²⁹, which are in turn, guided by CEDAW, the Beijing Platform for Action and other relevant normative agreements.

The evaluation approach is based on the broader perception of the implementation process which includes activities conducted through **direct implementation mechanisms** (i.e. those implemented by GE mechanisms, state or institutional channels with budgetary or donor direct support to the implementation of NAP), and also through **indirect actions**, where CSOs, public institutions, local governments, provincial or central authorities and institutions have implemented activities independently from the direct mechanisms, but with the intention of contributing, justifying or linking their initiatives to NAP objectives. In this case, even if we cannot say that NAP directly produced some achievements or impacted some area, we can say that it **contributed by guiding the action of other stakeholders**. Therefore, the overall contribution of these direct and indirect forms of implementation should be taken into account when evaluating NAP and in developing recommendations for the next strategic cycle.

During the evaluation, the key principles for gender-responsive evaluation were applied, including: 1) National ownership and leadership; 2) UN system coordination and coherence with regards to gender equality and the empowerment of women; 3) Innovation; 4) Fair power relations and empowerment; 5) Participation and inclusion; 6) Independence and impartiality; 7) Transparency; 8) Quality and credibility; 9) Intentionality and use of evaluation; and 10) Ethics.

The evaluation methodology is based on five key criteria:

- 1) **Relevance**
- 2) **Effectiveness**
- 3) **Efficiency**
- 4) **Impact**
- 5) **Sustainability**

In line with the evaluation criteria, sets of indicators in addition to the internal NAP indicators were developed for the purposes of monitoring and evaluating the implementation of NAP. The development of indicators was based on the following valued criteria: relevance, clarity, reliability, robustness and availability.

I. RELEVANCE

Typically, there are two aspects of Relevance that are pertinent to the final evaluation. The first relates to a review of the design phase (during the programming phase) as a means to assess the

²⁹ The UN Women Evaluation Policy and the UN Women Evaluation Strategic Plan (from 2014-2017) are the main guiding documents that set forth the principles and organizational framework for evaluation planning, conduct and follow-up for UN Women. These principles are aligned with the United Nations Evaluation Group (UNEG) Norms for Evaluation in the UN System, Standards for Evaluation in the UN System and Ethical Guidelines.

intervention logic and the elaboration of the NAP in order to meet the identified demand and need for external aid.

A rather crucial factor is “real time” relevance, which ensures that the often-delayed implementation schedules remain relevant to the needs and priorities of the target beneficiary, which are set against the context of the available contracting and disbursement schedules.

The evaluation of the relevance of NAP was focused for the level of **OUTCOMES**. The core evaluation questions are presented in the following table.

Criterion 1: RELEVANCE	
<p>What is the design phase’s relevance to NAP (was NAP relevant when designed)?</p> <p>What is the present level of relevance of NAP?</p>	1.1. Were the six priority areas of NAP sufficient enough to address the overall objective of the Strategy and the needs of targeted beneficiaries? Are there important areas that have not been recognized or taken into account by NAP?
	1.2. How does NAP reflect and align with other national strategic plans and normative frameworks, as well as Serbia’s international obligations and commitments in the field of women’s rights and gender equality?
	1.3. Is the underlying ToC well designed (the definition of goals, outcomes, outputs and the identification of assumptions and risks) and clearly articulated in order to address root causes of gender inequalities and thus attain gender equality and the empowerment of women in Serbia?
	1.4. At the design phase, were assumptions and limitations well identified in the NAP ToC?
	1.5. What was the design phase’s relevance to the development of NAP? Were beneficiaries, target groups and partners involved in the project design?
	1.6. Are the six priority areas still key to the promotion of overall gender equality? Are they recognized and needed by women —both in Serbia’s general female population and those from marginalized groups?

II. EFFECTIVENESS

Effectiveness is a measure of the contribution made by the results of the intervention to its specific objectives. This is essentially a qualitative measure of immediate and observable change in the target groups/institutions as a direct result of implemented activities and the delivery of outputs.

This includes an assessment of the appropriateness of measurable indicators: whether planned benefits have been delivered and received; the extent of behavioral and organizational change among beneficiary groups and target institutions; whether assumptions at the results-based level were relevant and adequate in explaining the achievement of the project’s purpose; and whether any unplanned results have affected the benefits received.

The evaluation of effectiveness will be conducted at the level of **EXPECTED RESULTS**.

Criterion 2: EFFECTIVENESS	
Has the process of NAP implementation been effective?	2.1. What has been the progress made towards the achievement of the expected general and specific results included in NAP?
To what extent were the objectives, outcomes and outputs achieved?	2.2. To what extent have the results been achieved?
	2.3. What are the key factors contributing to the achievement or non-achievement of the expected results of NAP?
Were the NAP objectives and priorities realistically defined?	2.4. To what extent have capacities of government actors influenced the achievements of the results?
	2.5. To what extent has civil society influenced the achievement of the results?
	2.6. To what extent have other actors, such as academia, experts, community and public institutions, influenced the achievement of the results?
	2.7. Does NAP have effective monitoring mechanisms in place in order to measure the progress being made?

III. EFFICIENCY

Efficiency refers to the extent to which the project outputs (results) have been achieved at a reasonable cost: it concerns the link between results and the activities or inputs that lead to the achievement of each output.

Evaluating the Strategy efficiency was a rather challenging task, as there were no clear reporting responsibilities assigned—in terms of narrative and financial reporting. The financial structure for the implementation of the Strategy was rather complex given the mix of state budget and donors resources. It is important to emphasize that the evaluation of efficiency will be severely constrained due to the lack of a precise and transparent financial reporting system within NAP implementation. However, in order to provide recommendations for the future strategic period, this dimension will be evaluated in its limited form.

Criterion 3: EFFICIENCY	
How available are, and to what extent have the means and inputs been used in order to achieve the NAP outcomes, objectives and outputs?	3.1. Have resources (financial, human, technical support, etc.) been strategically allocated to achieve the NAP results?
Were the management arrangements favorable for swift and timely implementation of the	3.2. Has the formal management mechanism been established to allow efficient NAP implementation? Was a sound steering mechanism established? Did it allow for efficient supervision and NAP implementation?

priorities and activities from NAP?	3.3. Was a sound monitoring system established during NAP implementation? Who was in-charge of monitoring it? Are inputs monitored regularly to encourage cost-effective implementation of activities? How well were activities monitored by management and supervisory structures and if required, have corrective measures been taken to resolve issues?
	3.4. Was there transparent financial reporting? What were the financial reporting mechanisms?
	3.4. Were there any constraints (e.g. political, practical, bureaucratic) identified in the implementation of various actions and what level of effort was made to overcome these challenges?

IV. IMPACT

Impact will be evaluated on the level of **OUTCOMES** of the Strategy. Impact refers to changes induced by the interventions of the action. Induced changes will be evaluated against strategic objectives in six priority areas and in relation to the six expected outcomes.

Criterion 4: IMPACT	
To what extent were gender equality and women’s empowerment advanced as a result of the intervention? What were the unintended effects, if any, of the intervention?	4.1. To what extent were set objectives achieved per outcome? Are there any observable changes within the six areas of gender equality that were targeted by NAP?
	4.2. To what extent can the changes that have occurred—as a result of NAP— be identified and measured?
	4.3. What are the gaps in the expected impact on various targets, and what is the cause of that shortcomings?
	4.4. What are the positive and negative changes that reflect directly or indirectly by NAP on the opportunities of different groups of women, and on the socioeconomic conditions of their localities?
	4.5. What evidence exists that NAP enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?
	4.6. To what extent have efforts been successful in stopping harmful and discriminatory practices against women?

V. SUSTAINABILITY

Sustainability relates to whether the positive outcomes of the project are likely to continue after external funding ends, and also whether the longer-term impact on the wider development process can be sustained at the level of the sector, region or country.

This means that there is a strong correlation between impact and sustainability since the explanatory variables are often the same for explaining both impact and sustainability. In the context of ex-ante evaluations they are often assessed in conjunction.

Impact and sustainability are positively correlated. Therefore, if the overall impact is negative then so is sustainability. Sustainability is evaluated at the level of **OUTPUTS**.

Criterion 5: SUSTAINABILITY	
What was the sustainable level of results achieved through implementation of NAP?	5.1. How effectively has NAP contributed to the establishment of effective partnerships, institutional solutions and the development of national capacities for gender equality?
	5.2. What is the likelihood that the benefits from NAP (including institutional solutions, advancements in the position of women from various groups, etc.) will be maintained for a reasonable length of time after NAP expiration?
	5.3. To what extent were relevant stakeholders included in the planning and implementation of NAP?
	5.4. Was the participation of key stakeholders, as a means to support the achievement of the objectives of NAP, well-articulated?
	5.5. What adaptive or management capacities of national partners —such as learning, leadership, programming, process management, networking etc.— have been supported?
	5.6. Do national/local institutions demonstrate leadership, commitment and the technical capacity to continue working in the area of gender equality?
	5.7. Do key stakeholders/national bodies have the financial capacity to maintain the benefits emanated from the implementation of NAP?

More detailed evaluation questions are presented in the evaluation matrices, which have been separately developed for each strategic priority area/outcome.

The evaluation was a consultative, inclusive and participatory process. The evaluation organization structure included three distinctive groups that worked in close cooperation:

- Evaluation Management Group (EMG)
- Evaluation Reference Group (ERG)
- Evaluation team (ET)

EMG served as the main decision-making body for the evaluation and was composed of designated representatives from the Coordination Body for Gender Equality, the Social Inclusion and Poverty

Reduction Unit and UN Women in Serbia. The EMG was responsible for the overall management of the evaluation. ERG was established in order to ensure that the evaluation approach was relevant to stakeholders, and to ensure that factual errors, errors of omission or interpretation were identified in evaluation products (Terms of Reference are presented in the annex 2).

The evaluation was designed and implemented following the United Nations Evaluation Group (UNEG) Ethical Guidelines³⁰. The evaluators, all independent and chosen among key experts in gender equality within the six NAP priority areas, had an academic background and experience in the evaluation of policies. The evaluation was designed in line with ethical standards of impartiality - i.e. a precedence over a comprehensive and balanced presentation of strengths and weaknesses of the process. Diverse perspectives on the subject as well as the evaluators' efforts to provide objective and non-biased views were taken into consideration. The evaluation was based on data triangulated from various sources in order to provide the highest validity of observations. The selection of evaluators was conducted in line with restrictions related to conflicts of interest. Their working ethics were based on the principles of honesty and integrity and their tasks were performed in line with accountability standards.

All communication and interaction with diverse stakeholders (during the evaluation) were conducted in a manner that upheld the respect dignity, diversity, rights and confidentiality of all participants.

3.2. Sample Design

The sample was designed based on the responsibilities of various stakeholders in the implementation of the action plan which has thus been defined in the strategic document. For each priority area, key informants were identified as either an institution or as an individual. In the case of institutions, such as ministries, the decision as to who would participate in the evaluation was made by the responsible actors. In the case of individuals, the selection was made by the evaluation team, and individuals were then further selected based on their previous roles and participation (when they were occupants of certain responsible positions) in the implementation of NAP activities. The third selection principle was implemented based on the 'fishing net' concept, with the purpose of capturing the broadest circle of actors who implemented certain activities related to the achievements of NAP objectives, but outside the narrower implementation framework. For this purpose, the online survey was launched in order to identify CSOs who participated in the NAP implementation, and to find out when and in which priority areas these activities occurred. The organizations identified as those who implemented activities related to NAP, were later interviewed and invited to focus group discussions (FGDs).

The sampling procedure was also based on cross-cutting selection principles. The evaluators who were responsible for specific strategic areas had selected informants, and then developed interview questionnaires and guidelines based on the overlapping of interests (one informant could be important for several areas). The planned sample that was implemented and the detailed list of stakeholders that participated in the process of evaluation are presented in annex 3.

Interviews were conducted with both present and former representatives of gender mechanisms, including those who were involved in the initial process of drafting the strategy and NAP. In addition to the Gender Equality Directorate and the Gender Equality Council, interviews with representatives of provincial gender mechanisms (Provincial Secretariat for Economy, Employment

³⁰ UNEG (2008) UNEG Ethical Guidelines for Evaluation, available at <http://www.unevaluation.org/document/detail/102>

and Gender Equality), and with representatives of the Gender Equality Institute of AP Vojvodina were conducted.

Many present and former representatives of the relevant ministries participated in the process, including: the Ministry of Labor, Employment, Veterans and Social Affairs, the Ministry of Economy, the Ministry of Agriculture and Environmental Protection, the Ministry of Health, the Ministry of Trade, Tourism and Telecommunications, the Ministry of Education, Science and Technological Development, the Ministry of Culture and Information and the Office for Human and Minority Rights. Public institutions, such as the Statistical Office of Serbia, the Commissioner for Equality, the National Assembly, the Assembly of AP Vojvodina and the Women's Parliamentary Network had also participated in the evaluation. For the purpose of collecting information on the local level, the Standing Conference of Towns and Municipalities were also consulted on several occasions. Several journalists and media associations have been involved in the evaluation and representatives of key international organizations, such as The Swedish International Development Cooperation Agency (SIDA), UNDP and UN Women, have also supported the implementation of NAP. Finally, dozens of NGOs were involved in the process of the evaluation through online surveys or FGDs.

3.3. Data Collection and Stakeholder's Involvement

The evaluation was conducted through a triangulation of data in most of the cases; conclusions on the outputs had been drawn on different sources (reports and other documents) and stakeholder's opinions/perceptions. The sample was designed in line with defined responsibilities within NAP.

The following main methods were applied for the purpose of data collection:

- **Desk review** of relevant documents: official reports from the implementation of activities, regular or special reports of stakeholders, laws and other normative acts (amendments, bylaws, regulations, etc.), studies, research and media reports, etc. Thus far, the list includes over 70 identified, reviewed or analysed documents (the list of documents is presented in annex 4).
- **Quantitative data collection and analysis:** these are data collected from official statistics or other databases used to quantitatively measure several outcomes, such as rates, shares, percentages, trend lines, etc.
- **Individual interviews** with 18 stakeholders in order to reconstruct the implementation process, learn about background, inhibiting or stimulating factors, personal experiences and effects of certain measures, etc.
- **Two focused group discussions** – one in Nis with Roma women's organizations and the other in Belgrade with women's and feminist organizations.
- **Online survey** was conducted for the purpose of identifying the implementation of activities among civil society organizations within all of Serbia. In total, 81 CSOs responded to the survey and 37 reported on the implemented activities in relation to NAP.

3.4. Stakeholders involvement and evaluation management structure

During the inception phase, the evaluation team performed substantive stakeholder assessment. The objective was to identify their characteristics, draw out interests of stakeholders in relation to preparation, implementation and evaluation of the NAP. The stakeholder analysis was organized around six pillars of the NAP and showed to which extent different stakeholder groups were

interested, involved and supported NAP in the respective areas. When stated stakeholder groups the assessment included different governance structures: executive (representatives of the Government of Serbia and the Executive Council of Vojvodina), legislative branch (representatives of the National Assembly and the Assembly of the Autonomous Province of Vojvodina), representatives of local self-governments, politicians, businesses, non-governmental organizations and other interested parties are ready and are capable to support preparation and implementation of the Strategy for improvement of social protection

The results of the stakeholder assessment (e.g. involvement and importance for implementation of the NAP of the respective stakeholders) served as the basis for planning of planning and selection of the sample for individual interviews, focus groups and on-line.

In addition, this result helped to organize Evaluation management and Evaluation Reference groups, comprised of the stakeholders that were involved on operational and expert basis in the implementation of the NAP. They provided substantive information and core documents, and assisted with the data collection process. Out of the many stakeholders, the Deputy Prime Minister (who also presides over CBGE) had provided immense contributions. With the Deputy's support, letters requesting an efficient response to the data collection were distributed to the ministries. Based on the previous sample, it can therefore be stated that the engagement of the variety of stakeholders provided solid evidence sufficient for the evaluation.

3.5. Limitations

The evaluation process faced several types of limitations. These limitations, however, were important because they revealed significant gaps in the processes and mechanisms of implementation, monitoring and evaluation of NAP. The evaluation team designed different mitigation strategies to fill the gaps and provide more solid factual ground for the evaluation; this was not always possible however due to the nature of the gaps.

Program documents. Given that the monitoring process was never established, there were no comprehensive or detailed reports on the implementation. Except several of the monitoring and evaluation reports of SIDA, the main donor who financed the implementation of NAP and the regular annual (very basic) reports of the Gender Equality Directorate, there were no direct or systematic reports on the implementation of activities within, or related to NAP. Therefore, the relevant pool of documents had never been received at the beginning of the evaluation process; instead, it had to be reconstructed throughout the process of the evaluation. It appeared that relevant documents were scattered, insufficiently detailed or lacking in precision, and consequently, the scope of the evaluation had been strongly reliant on the research methods and responsiveness of stakeholders. Within such a context, the research strategy was designed to collect information from all the implementing agencies (ministries, institutions) that were identified by NAP and supported by the Deputy Prime Minister's office. The questionnaire was sent to the institutions and they were asked to first identify the activities they implemented and to then provide relevant documentation.³¹

Responsiveness of stakeholders. Some ministries did not provide answers to the questionnaire until the end of the evaluation process.

Insufficient precision in reporting. In some cases, reports were not sufficiently precise and they did

³¹ Out of 16 institutions/agencies, 11 filled out or completed the questionnaires, 2 sent in their annual reports without filling in the questionnaires and 3 did not respond.

not refer explicitly to the activities in NAP so it was either difficult or impossible to reconstruct if these activities were at all related to NAP implementation and to which particular specific objectives they were attached to.

Lack of awareness and coordination. Stakeholders often do not recognize their mandate or assigned responsibilities by NAP. Even if they implemented certain activities, they would often be unaware of its link to NAP.

Lack of financial reports. There is no clear and systematic track of financial means invested in the implementation of NAP. Within the framework where it is difficult to even accurately identify the activities that were implemented it is hard to expect viable and transparent financial records. Consequently, the evaluation of efficiency is severely constrained.

4. EVALUATION FINDINGS AND CONCLUSIONS

NAP was developed as a relevant strategic document and the objectives and planned outcomes were directly related to the overall goal, to improve the position of women and promote gender equality in Serbia. Priority areas remained relevant (“real time relevance”); however, there is a need to broaden the scope of some interventions and adjust them to rapidly changing environment in Serbia.

Still, during the evaluation some gaps in the NAPs relevance were identified, as NAP failed to include some of the most important areas for achieving gender equality, such as gender mainstreaming, gender and the environment, security, social protection (retirement and pension, old age related issues, poverty and extreme poverty, etc.), access to certain important assets (such as financial markets, property rights), new media and media literacy/education.

The language of NAP was not consistently gender-sensitive and there was a certain terminological confusion about the vulnerable, multiple discriminated and marginalized groups. Some measures were not fully or directly relevant³² while others were too generic, attempting to induce changes that were not possible to achieve within the limited timeframe and limited activities/ inputs.³³ Selection of certain measures was insufficiently justified: for example, in the area of education measures were targeting lower education, while there is apparent need for intervention at all levels of education.

The evaluation team identified gaps in targeting vulnerable groups of women such as Roma, elderly women, single mothers, lesbians and transwomen, women living in rural and remote areas, women with physical and mental disabilities, female forced migrants, and multiple discriminated groups, such as Roma women and elderly women with disabilities, etc. The efforts to address their vulnerabilities and further empower them were scattered across NAP areas in a non- systematic way. This, consequently, impacted and reduced the possibility for change. Despite good intentions, some measures carried a high risk of segregation/ghettoization, such as in the case of separate teaching lessons for girls belonging to the ‘multiple discriminated groups’ category.

One of important findings, which had negative impact on implementation of the NAP and the Strategy was exclusion of men. They were not included in the process of drafting NAP, they were absent among target intervention groups (except in a few cases), and their involvement in the implementation of NAP was insignificant. This certainly had negative influence on implementation of the NAP, as the improvement of the position of the less powerful group depends to a large degree on more powerful group, changes in their attitudes, patterns, behaviours and relations.

The lack of clearly-guided prioritization undermined the effectiveness of NAP in the context of crisis; namely, austerity measures and the lack of government/state commitment resulted in lack of (national) funds to its implementation. The process of implementation was primarily shaped up by international development partners (donor-drive prioritization) rather than with the clearly guided prioritization of interventions.

³² For instance, in the case of gender responsible media, state institutions, CSOs, or other external parties when proposing guidelines, codes of conduct or expected outcomes, there needs to be a level of sensitivity to, and awareness about possible clashes with professional autonomy, media freedoms, or the interference of social protection measures within the economic empowerment area.

³³ Such was the case with the public campaigns aimed at changing patriarchal values in rural areas, or in the case of ‘developing gender-sensitive, anti-discriminatory and secular programming in all levels of education’ without specifying how and through which concrete actions it would be achieved.

Implementation of the NAP was characterized with a lack of coordination —not only in some rare cases but in all situations. This is common for majority of Strategies in Serbia: employment strategy and action plans, the strategy of prevention and protection against discrimination, the strategy for advancing the position of people with disabilities, NAP for the implementation of the 1325 Convention. Each of them are prepared independently of the previously adopted ones, disregarding lessons learned and consequently, waste precious resources. In the third type of instances, there is visible overlapping and duplicating. Moreover, each of them are implemented in parallel processes, independently of ones that might closely resemble the others in the domain of regulation.

The main setback in NAP implementation was the lack of coordinated management of implementation and the lack of a system of regular and precise monitoring. Consequently, it was difficult to measure or evaluate its effectiveness since there were no comprehensive reports available on the implementation of activities.

Generally, implementation of NAP across the six areas was done in an uneven manner: there was a strong focus on political participation and the economic position/participation of women, an intermediate focus on media and a low focus on education and health, as well as a lack of synchronization with the Strategy for preventing and combating GBV in the area of VAW.

The main achievements identified across six strategic areas, which include some important systemic changes, are mainly in the shape of legislation reforms and in the area of: political participation, employment and labor, and the protection of women from GBV. The political participation of women has been increased through a greater presence of women among MPs in the National Assembly, and through the establishment of Women's MP-based networks in the National Assembly and the Assembly of AP Vojvodina, as well as within some local parliaments. The policy platform for gender equality was developed in partnership with civil society and a broad range of stakeholders both of which had provided strategic guidelines that could be integrated in public policies for the purpose of further developing and achieving greater gender equality in Serbia.

The data available for monitoring various aspects of women's positions and gender equality have been significantly improved, particularly in official statistics, public records and an increased volume of research and studies conducted by academic institutions, NGOs and international organizations. One of the areas in which knowledge has significantly improved is economic participation, specifically in the aspects of: employment, entrepreneurship, promotion, discrimination, mobbing, reconciliation, etc. General awareness has been raised in relation to the protection of women's reproductive health and inadequate media coverage of gender issues, particularly in gender and sexual violence. The VAW is generally condemned as a violation of women's human rights, —viewed as something illegitimate and unlawful. Various institutional actors are more prepared than ever before to implement this new knowledge and the protocols on gender-based violence. Cooperation has been established between MI and women's NGOs dealing with the VAW

The main setbacks in effectively delivering results include: insufficient legislative reforms due to the lack of subsidiary laws (i.e. Laws on Political Parties, Laws on Financing Political Parties, Electoral Laws, the Law on Labor, the Law on the prevention of mobbing, Media Laws, etc.); an oversight in, or error of not implementing the revised rule of procedures in the parliaments in line with NAP objectives; the lack of gender mainstreaming of all relevant laws. The effectiveness was low in the areas of employment, entrepreneurship and the economic empowerment of women, particularly among multiple marginalized groups (rural women, Roma women, women with disabilities, etc.).

Basically, the evaluation revealed a very **scattered and fragmented implementation**. In many cases, the activities were fragmented, and limited, which prevented a stronger or broader impact of the intervention.

Two forms of limits/gaps were identified:

- Limited horizontal effectiveness – a small scope of implementation (i.e. defined targets such as 5 municipalities, 10 CSOs, etc.)
- Limited vertical effectiveness —which appears as a lack of connections between different forms of intervention (i.e. research without proper influence on policies or broader awareness raising, changing laws but not bylaws and lower level rules, such as rules of procedures in assemblies, etc.) as well as the absence of vertical institutional coordination through legislation, executive and administrative levels of power, etc.

The following can also be noted: the **absence of good practices sharing/promotion instruments**. In areas such as media, education or culture, with diverse and non-hierarchical actors, there are no efficient ways of producing visibility or sharing achievements and good practices.

In terms of efficiency, the evaluation findings lead to the conclusion that NAP was implemented with low efficiency. The allocated resources were generally insufficient for effective implementation. The implementation depended strongly on donor support. However, the proportion of financial support for implementation from donors and budgetary sources is hard to estimate, as there is no easy way to trace the fully financial means invested in the implementation of activities, by way of ministries and other actors, due to the lack of monitoring mechanisms and transparent financial reporting.

The NAP implementation did not include establishment of a consistent and effective coordination/management mechanisms to guide implementation. Frequent parliamentary elections, changes in political commitments and intra and inter-institutional conflicts postponed, delayed or even stopped already initiated processes (frozen support by SIDA, etc.).

Although the monitoring mechanisms within NAP were basically defined, and the leading role for the monitoring process was assigned to GED of the Ministry of Labor and Social Policy, this system was never established. Therefore, the only available tangibles were annual reports on the activity of GED and the reports of donors. Information on the activities implemented at the ministry level has been insufficiently systematized. Furthermore, the activities carried out at lower levels (regional, city, municipality) or those performed by a smaller number of participants or institutions are not registered and/or recognized at the ministry level.

The impact of NAP, due to highlighted negative influence, was very modest and limited to: the increased participation of women in legislative bodies, improved statistics, increased awareness of certain issues such as VAW, as well as the deprived position of rural and Roma women, etc. In many key aspects, there is no visible impact of NAP. The overall participation of women — particularly in decision making outside of parliaments— is still low. The economic position of women is still at a disadvantage as there are no positive trends in employment or entrepreneurship and various forms of segregation and discrimination are still present on the labor market. Women from multiple discriminated groups remain very vulnerable, especially in the sphere of economy, characterized with by low levels of assets, wealth and wellbeing. The prevalence of VAW is still high and femicide is still a burning issue. Despite many capacity-building activities, the problem remains: the need for more consistency and follow-through by all level managers of institutions mandated to combat VAW. This results in the necessity to repeat the training/education process provided by previous managerial teams to the new ones, in order to re-establish networking practices and nominate new coordinators, etc. Institutional continuity is therefore necessary in order to stimulate reactions and actions against VAW. The content of media has not significantly changed gender-

sensitive language and the promotion of women's visibility in the media is not supported: there is no widespread support within journalistic community for the reform of professional culture of journalism in accommodating more women in the profession; sexism and misogyny are therefore still regular content of media programs.

The evaluation of sustainability of NAP achievements raises the concern that some of the fragmentary or modest achievements could be unsustainable in the mid-term or long run. The main problem appears in insufficiently developed, unstable or un-resourceful mechanisms for gender equality at the level of Serbia, which can undermine all future actions to maintain or advance legacies of NAP. Although the new CBGE was established to replace GED, the institutional interregnum was present for several years due to the ineffectiveness of the mechanism and the existing political gaps and conflicts. Presently, CBGE is a political body, and without proper support by operative infrastructure and adequate funds, it is hard to expect further advancements.

Stable partnerships were not established during the drafting and implementation of NAP, which also undermined the sustainability of achievements. The fragility of political will and further changes to the electoral system can also undermine achievements related to the increased participation of women in legislative power.

Some of the few achievements that could be estimated as sustainable —with a high level of probability are gender-sensitive statistics, which will probably advance even further with processes of synchronization with Eurostat, as well as additional developments in gender responsible public data records at all levels. Some of the legislative changes that are in line with legislative synchronization are within the EU accession processes. Some legal, institutional and awareness-based results, achieved in the area of combating VAW will persist in time, but the system for the prevention and protection of women against GBV is still quite fragile and sustainability, and further advancements depend strongly on future continuous monitoring, capacity-building of people engaged in all parts —and at all levels— of protection, the effective implementation of laws, cooperation and implementation of protocols and the constant awareness raising of the whole society.

In the following paragraphs, the evaluation report provides more detailed account of findings in the six strategic areas of NAP, following the same structure and applying same methodology.

4.1. Increasing Women's Participation in Decision-making Processes and Achieving Gender Equality

The strategic area of increasing women's participation in decision-making processes envisages five specific objectives:

- 1) Increasing participation of women in representative bodies at all levels
- 2) Increasing participation of women in the executive public authorities, in leadership roles in state administration and public services
- 3) Institutionalization of mechanisms for gender equality and active involvement in decision-making processes
- 4) Creating prerequisites for the participation of women discriminated on double or multiple grounds in public and political life.
- 5) Building institutional capacities by raising awareness and knowledge about gender equality in political and public life.

A large number of implementing bodies were defined within this area of NAP: GED, Ministry of Public Administration and Local Self-Government, Ministry of Finance, Gender Equality Committee of the national Parliament, political parties, local assemblies, associations, women's forums in political parties, women's section in trade unions and employers' associations, Provincial Secretariat for Labour, Employment and Gender Equality, parliament of the Autonomous Province of Vojvodina, Statistical office of the Republic of Serbia (SORS), Ministry of Labour and Social Policy (MoLESP), Ministry of Human and Minority rights, Ministry for Kosovo and Metohija, office of the Commissioner for Refugees, Ministry of Justice, Serbian European Integrations Office.

4.1.1. Relevance

The evaluation assessed “design phase” and “real time” relevance of the interventions under the framework of women's participation in decision-making processes.

The evaluation of “design phase” relevance assessed the validity of this specific area of involvement and analysed if the women's participation in decision making as defined in the NAP was elaborated to meet the identified demands and needs for the target beneficiaries. In addition, the evaluation assessed if the activities planned within the NAP and implementation priorities were coherent and realistic. As regards this dimension, the final evaluation (FE) reviewed in detail national context, as enabling environment for achievement of greater level of women's participation in decision making, and assessed design aspects and the context of the intervention logic.

The FE judged that the need to address women participation in decision making processes was based on situation analysis and a detailed participatory approach involving all stakeholders and beneficiaries from the national and sub-national levels, and civil society organizations. Problem identification followed bottom-up process of collaboration and involvement of all stakeholders, identifying that “participation of women in decision making processes is inevitably linked with democratic governance and socio-economic growth; however, their participation in legislative, executive and judicial branches of power in Serbia is limited. Furthermore, adopted sectorial public policies and legal framework did not reflect needs of women neither contributed to enabling environment for greater degree of gender equality”.

The technical basis for defining this component of the Strategy/ NAP was suboptimal, as formal problem tree analysis/ theory of change was not established. Still, number of other researches organized and carried out by the development partners and national authorities provided empirical evidences on the main challenges and problems in women participation in decision making processes. Therefore, the evaluation finds that selection of specific objectives and consequent activities under each of objective were appropriate and relevant to the main objective in this priority area.

The second dimension is related to “real time” relevance: this relates to the assessment if the Strategy, the NAP and this specific component remained relevant at any point during the NAP implementation. In addition, the evaluation assessed if there was a need to adjust this component and if this adjustment was done. The “real time” assessment of relevance of this NAP component confirmed that the intervention remained true throughout its implementation. This is further stipulated in some of the key national documents and plans that are related to establishment of good governance and reform of policy coordination and policy making system in Serbia, promoting enhancement of women in the decision making processes for social inclusion and economic revival of Roma and other vulnerable groups in Serbia. Specifically, the most recent Serbia Progress Report

issued by the European Commission³⁴ highlighted weaknesses in the policy making processes, while at the same time suggesting to ensure broader participation, including participation of women.

4.1.2. Effectiveness

The evaluation of the effectiveness analysed if the results under this component of the NAP were achieved, the quality of these results and if the achieved results are contributing to overall objective of the Strategy and greater degree of gender equality in Serbia.

It is important to highlight that implementation of this component of the NAP was characterized with complex and difficult environment. This primarily relates to frequent political changes resulting in policy reorientation and changes of the decision makers. Still, progress in the area of increasing women's participation in decision-making processes through five specific objectives was recorded; the analysis of the GED reports and other foundations of documents (e.g. reports produced by international development partners, etc.) and interviews with the key stakeholders (representatives of GED, Women's Parliamentary Network, interviewed MPs at National Assembly) showed that the most important results were achieved in empowerment of women for more active participation in political actions and political life.

In the following paragraphs, detailed analysis of this component and five specific objectives is provided.

SPECIFIC OBJECTIVE 1. INCREASING PARTICIPATION OF WOMEN IN REPRESENTATIVE BODIES AT ALL LEVELS

Policy and legal framework

Legal framework was upgraded and formal guarantees for legal quotas and reserved seats in the electoral lists introduced.

Still, the NAP implementation was less effective with reform and re-adjustments of some other laws within this framework.

The NAP was effective in establishment of enabling environment/ favorable legal framework to increase participation of women in representative 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); system of reserved seats in the election list-requirement for 30% of women (Law on local elections). The Law on Civil Servants enforced equal opportunity policy, monitoring and reporting obligation, gender sensitive terminology, data on staff classified by gender.

At the local level, the municipal statutes models introduced special measures, mechanism for equal participation of women.

The NAP was less effective with review and upgrades to some other laws: no changes have been made in the Law on Election of Members of Parliament, as the MP that completed/ terminated the contract will be replaced with the next from the list without considering if this affects representation of women.

However, the NAP was not effective to ensure reform of some of the key laws, such as the Law on political parties and the Law on financing of political parties, Law on Government, Law on Ministries, etc. In addition, functioning of the legislative and executive branch of governments is not guided by the equal representation principles: the parliamentary rules of procedure and regulations related to the

³⁴ http://ec.europa.eu/enlargement/pdf/key_documents/2015/20151110_report_serbia.pdf

Governance structures

The NAP was partially effective in increasing participation of women in representative bodies at all levels.

The National Assembly (Parliament of Serbia) is a positive example of increased women participation. The Assembly of the Autonomous Province of Vojvodina is recording less progress in promoting and ensuring greater participation of women.

executive governance bodies do not contain special measures to re-emphasize representation of women.

The implementation of the NAP was effective at producing results at the National Parliament. In addition to introduced quotas for the electoral lists and for the MPs, progress was achieved with the parliamentary structures and committees. Eight parliamentary committees are chaired by female MPs; in the case of the Security Services Control Committee, Defence and Internal Affairs Committee, Committee on Kosovo*³⁵, the chairs- female MPs were elected although they were not previously involved in work of these committees. Since 2012, number of women in state delegations increased (binding quotas exist for MPs), making their roles more important and visible.

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 in the case of ratification of Istanbul Convention. The WPN capacity is being developed and re-enforced through different technical assistance and learning activities.

Implementation of the NAP was partially effective at the level of the Autonomous Province of Vojvodina (APV). The regulation on elections for the APV assembly is not in full compliance with the regulations for the National Parliament³⁶, and special measures do not exist. The APV assembly adopted two by-laws to further facilitate implementation of the Law on Gender Equality. Still, actual implementation was hindered by the fact that the provincial government did not adopt regulations that will enable implementation of these laws (as this is the APV constitutional entitlement³⁷).

SPECIFIC OBJECTIVE 2. INCREASING PARTICIPATION OF WOMEN IN THE EXECUTIVE PUBLIC AUTHORITIES, IN LEADERSHIP ROLES IN STATE ADMINISTRATION AND PUBLIC SERVICES

The NAP was not effective in ensuring increased participation of women in the executive public authorities, in leadership roles in state administration and public services

The NAP was not effective to ensure increased participation of women in the executive public authorities, in leadership roles in state administration and public services. The legal framework that is pertinent to executive public authorities was not updated- the laws regulating functioning and financing of political parties, the laws regulating elections and functioning of executive bodies, were not revised to promote greater participation of women.

Another challenge related to this objective is lack of baseline data related to women in leadership roles at the state administration and public service, and lack of sound and comprehensive monitoring system to provide accurate information.

SPECIFIC OBJECTIVE 3. INSTITUTIONALIZATION OF MECHANISMS FOR GENDER EQUALITY AND ACTIVE

³⁵ This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

³⁶ Described in the previous paragraphs, on elections of the MPs for the National Assembly.

³⁷ Article 123 para 2 Constitution of the Republic of Serbia.

INVOLVEMENT IN DECISION-MAKING PROCESSES

Policy and legal framework

Work on adopting favorable legal and policy frameworks to institutionalize mechanisms for gender equality is evident

The NAP implementation showed results in creating legal and policy frameworks that facilitate institutionalization of mechanisms for gender equality. This primarily relates to review/ upgrade to the Law on gender equality, while the analysis of local gender equality mechanisms was carried out and recommendations produced.

Limited results and effectiveness was recorded in respect to the implementation of amendments to the Rules of Procedure of the Assembly of the AP of Vojvodina, effective as of 2014. The document provided for the establishment of the Women's Parliamentary Network, which was initiated as an informal structure.

At the local level, the key reference remains European Charter on Gender Equality at the Local Level, which was adopted by majority of municipalities in Serbia. In addition, one fourth of municipalities/ municipal assemblies accepted the Declaration on the respect of gender equality at the local level (Standing Conference of Towns and Municipalities, referred as SCTM)³⁸.

Governance structures

The NAP implementation was effective in strengthening mechanisms for gender equality at the sub-national level. The mechanisms at the national level face challenges, due to changes in political landscape and Governmental policy in this area

The NAP was effective in establishment of gender equality mechanisms at the local level: it is recorded that more than 100 municipalities established institutional structure for gender equality.

In addition, the NAP was highly effective at the level of the Autonomous Province (AP) of Vojvodina, where Women's Parliamentary Network (WPN) sets an example of team work and intersectoral cooperation. The evaluation finding is that members of this Network are in the field with their fellow colleagues from councillor's networks. Their core tasks include direct contact with citizens, cooperation with civil society organizations and other organizations from the local level and identification of policy issues to be addressed through joint actions. The evaluation confirms that members of this Network cooperate with provincial institutions on various issues and they have been working on establishing active intersectoral cooperation (e.g. gender responsive budget – joint work of Secretary for finance, Secretary for gender equality and Network). This is an excellent and tested model that ensured synchronized activities between legislative, executive power, local governments, civil society and broader communities on improving women's rights and promoting gender equality

The NAP was not effective in establishment of cooperation and coordination mechanisms at the national level: the WPN failed to establish operational system with other national legislative or executive institutions. This resulted in lack of coordination, formal communication and joint activities for greater gender equality.

Within the framework of NAP implementation, UN Women was working on strengthening capacities of the Commissioner for protection of equality to strengthen policy making capacities.

³⁸ Declaration adopted by Standing Conference of Towns and Municipalities.

4. CREATING PREREQUISITES FOR THE PARTICIPATION OF WOMEN DISCRIMINATED ON DOUBLE OR MULTIPLE GROUNDS IN PUBLIC AND POLITICAL LIFE

The implementation of NAP and achievement of results was limited in the area of enhancing participation of discriminated and disadvantaged women in public and political life

Implementation of NAP was partially effective in this area: some capacity development support was provided to the representatives of political parties and trade unions as duty bearers. However, the follow up failed, as political parties and trade unions did not adopt documents in line with international standards for gender equality. In addition, political parties and trade unions did not establish formal mechanisms that will ensure equal representation in their governance structures.

In terms of right-holders and enhancing their capacities, number of events organized. Workshops for Roma women were **partly effective** implemented through different project cooperation between Gender Equality Directorate (GED) and non-government organizations (NGO). NAP workshops targeting women refugees and displaced persons, were realized within Peacebuilding and Inclusive Local Development (PBILD) program³⁹ (completed in 2013). Still, these capacity development efforts were not coordinated and donor driven. Assessment of training needs of the right holders was never carried out, nor the analysis of the actual impact of these capacity development efforts.

What was foreseen by the National Action Plan, but not implemented is set of documents: detailed action plan for improvement of position of multiply discriminated women, gender budgeting (this was partially realized on provincial level, however as a separate activity – only preparation phase lasted for three years through training of public servants directly responsible for budget drafting). Also, there are a number of activities that were planned to be carried out through method of training and/or seminar, following already conducted researches, such as: training of women with disabilities and women from minority groups for participation in political life, campaigns on capacities of disabled women that were not implemented.

In this respect, UN Women was supporting the Ombudsman and the Provincial Ombudsman Office, as well as Commissioner for Equality, to support vulnerable and excluded women.

SPECIFIC OBJECTIVE 5. BUILDING INSTITUTIONAL CAPACITIES BY RAISING AWARENESS AND KNOWLEDGE ABOUT GENDER EQUALITY IN POLITICAL AND PUBLIC LIFE

³⁹Program Peace building and Inclusive Local Development (PBILD) is 8 million dollars initiative financed by Governments of Norway, Sweden, Spain and Switzerland aiming to enhance capacity of expert resources in South Serbia for inclusive, peaceful and sustainable development.

Achievements under the development of institutional capacities for ensuring greater degree of gender equality in public and political life could be considered as limited.

There are number of factors that the evaluation team identified as impediments for implementation of NAP. The problem of insufficient coordination among the key governance institutions is evident; this is twinned with lack of mechanisms to monitor progress towards gender equality in public and political life. In addition, political dynamics in Serbia, with frequent elections and changes of the key decision makers and representatives of different institutions involved in gender equality related activities had negative impact on effectiveness under this strategic objective.

The evaluation finding is that institutional and technical capacities of the core institutions remained limited. The overall capacity of the GED – assessed on the basis of number of employees, including their knowledge and skills, logistic support, financing – was limited to provide more effective implementation. After 2012 elections, there was almost no coordination and cooperation between the staff within the GED, nor their respective Ministry.

Capacity development measures were mainly implemented through support from UN Women and other (international) development partners; the evaluation finds that these activities were ad-hoc and not based on the assessment of capacity development needs. Various types of training on gender equality in political life were conducted (workshops⁴⁰, seminars⁴¹), but the actual effectiveness (and consequently, impact) of these capacity development efforts was not analyzed. The monitoring of utilization of acquired knowledge and follow up technical support was absent.

The media in Serbia (electronic, print and on-line editions) showed increased interest in dealing with some of specific subjects related to gender equality- for example, strong campaign for prevention of gender based violence. Still, the role of media remained limited in terms of sensitizing targeted audience on the issue of gender equality. In particular, female MPs have emphasized the lack of media support in raising the visibility of the work of WPN, as well as those on the local level. It is necessary to continue further sensitization of colleagues, as well as advocating for those law changes that were not fulfilled with this NAP (Law on Party Financing, interparty democracy and advancement of gender equality – organizational, programmatic and through interparty elections).

Lastly, it can be concluded on the all above described level of effectiveness, within this specific objective, that most effective action was taken in relation to the increasing women participation on legislation level and establishing their parliamentary networks on all levels of the power. Activities for achieving specific objectives such as increasing participation of women in the executive public authorities, in

⁴⁰ Two workshops for female refugees and internally displaced persons on participation in political life.

⁴¹ Seminars for women from political parties on the implementation of Guidelines for decision-makers and Guidelines for elaboration of an action plan.

leadership roles in state administration and public services are **not implemented**.

In the context of institutional development, the efforts were invested in development of capacities of the CSOs as part of the operational mechanism for gender equality. The main support was provided through technical assistance and support from international development organizations. However, the work of the CSO was not sufficiently coordinated with the GED or with other institutions.

The most disturbing factors were often elections that led to discontinuity, non-sensitive political elite, especially the male politicians, Government and other interested parties, but also representatives of different public institutions, unions and business environment, even the whole society.

4.1.3 Efficiency

Efficiency refers to the extent to which the results within this specific objective have been achieved at rational use of inputs, such as financial resources, expertise, time, etc. In the context of implementation of the NAP and its management, it concerns the link between results with the activities and inputs envisaged for the achievement of these results.

Validation of efficiency was done through analysis of the implementation of this specific objective, management and operational mechanisms and on-the-spot verification. As highlighted in the previous paragraphs, there was severe limitation in access to baseline data and information about financial and other inputs that were utilised for the achievement of this objective. Still, the evaluation team adopted a comprehensive approach (for this and for all other specific objectives under the framework of NAP) and assessed efficiency using all available and collected information.

The findings showed that the main support for implementation of NAP was provided through international development partners (“donors”), while public funds allocated for this were very modest (mainly for salaries). Lack of the institutional support had direct influence on efficiency of its implementation process: frequent political changes, fragile institutional mechanism for gender equality as the consequence of it caused delays in implementation of number of activities, while some were abandoned. Furthermore, this led to a decision of the main donor to stop financial support due to inefficient implementation and lack of implementation mechanisms- e.g. unclear mandate of the partner (Ministry of Labour, employment, social policy and veteran’s affairs). The overall conclusion is that implementation of this specific objective could be considered as inefficient.

Implementation of this specific objective did not have well-established management arrangements. Implementation of different activities was distributed among various institutions (local, provincial and national level in both – legislation and executive power); still, there was not clear coordination, responsibility and vertical and horizontal structure in organization for coordination and monitoring of implementation.

The evaluation was faced with lack of data and specific reports on the allocation of inputs (financial, human and technical resources) for implementation of this NAP objective. Still, limited information collected through available, although very basic and superficial, narrative reports and interviews with different stakeholders showed that most of the resources came from international development partners: the Swedish Agency for International Development, supported

implementation of activities under this objective and limited resources were allocated from the national budget, mainly for salaries

Available financial and technical resources were allocated mostly to the institutional capacity-development, and for three interlinked areas, participation of women in public life, economic life of women and women in media⁴².

Capacity development, with equal focus on individual and institutional levels, remains high priority to achieve systemic changes and introduce new mechanisms and practices (such as monitoring, gender responsible legislation, policy making) in political life. However, delivered capacity development support was not based on comprehensive needs assessment; these activities were often ad-hoc and implemented in isolation, without links with professional needs. Assessment of newly acquired knowledge and skills for improved situation and monitoring of utilization in daily activities was not performed (such as monitor female MP's and their daily progress through concrete parliamentary work or control of civil servants in implementation gender aspects in their work, some follow up activates after education part etc.).

Only few activities that were focused on work with political parties and business sector were actually synchronized and comprehensive. Due to failed communication within donor community no joint initiatives and further support happened that could have achieved larger impact, so consequently, that had a significant impact on sustainability of complementary measures, activities and more efficient budget management. Also, inter-sectoral coordination, cooperation and exchange of experiences between different bodies dealing directly or indirectly with gender issues failed, as well as vertical cooperation in the management system.

4.1.4. Impact

Impact measures the effect of this specific objective in ensuring in meeting the overall goal of increased gender equality. By definition, the latter is beyond the scope of a particular intervention but a positive impact results if the specific results are achieved so that it helps to meet to wider outcome.

Impact can only be assessed after certain period upon the end of the intervention. However, it is increasingly conventional in final evaluations to anticipate or forecast both impact and sustainability. This section focuses on possible impact of the NAP in the area of political participation after its completion.

The evaluation followed general practice to validate impact looking at the NAP's goals and assuming possible impact of the NAP on improved standards in political participation (specifically) and more generally, overall improved equality of women.

Impact at individual, institutional and systemic levels:	
The analysis of impact of this specific objective was three-fold: it was observed and evaluated at levels of individuals and institutions in which these individuals are working (institutional and individual levels) and at the level of the overall political system in Serbia (systemic level)	
Impact analysis-systemic level	The evaluation analysed if and to what degree has this specific objective influenced gender equality overall and political participation of women in

⁴² Cooperation of Gender Equality Directorate, Ministry of Labor, Employment and Social Policy with Swedish Improvement and Development Agency (SIDA) in three phases during 2010-2015, in following areas: participation of women in public life, economic life of women and women in media.

	<p>Serbia and the question is if the implemented activities and results achieved provided basis for policy development in this sector.</p> <p>Possible impact on the policy in the respective sector was analysed through different elements of the policy cycle. The need to address women participation in political life was brought on the policy agenda in Serbia, primarily focusing on elected bodies, with less influence on executive bodies.</p> <p>Under the framework of this specific objective legal changes were adopted with the lasting impact on the overall situation related to gender equality and political participation. As highlighted, legal quotas were introduced with requirement of not less than 30% of women (Law on Election of MPs); system of reserved seats was established for the electoral lists- requirement for 30% of women (Law on local elections). The Law on Civil Servants enforced equal opportunity policy, monitoring and reporting obligation, gender sensitive terminology, data on staff classified by gender. At the local level, the municipal statutes models introduced special measures, mechanism for equal participation of women.</p> <p>In terms of instruments, the NAP developed and tested some instruments. Namely, harmonization of legal solutions on quotas for less represented sex on national, provincial⁴³ and local level (passed Laws /amendments to laws in different timeframe) led to increased women representation in parliaments and assemblies what is the first specific objective of this area.</p> <p>However, in certain areas NAP had potentials to make impact but it was not achieved: some of the planned results that were not achieved are revisions of certain laws, for instance law on political parties and their financing, rules of procedure, regulations on executive power and local self-governments. Negative impact could be observed at the level of decreased or insufficient participation of women for example:</p> <ul style="list-style-type: none"> i) in political party management there are 22% of women; ii) out of six vice presidents of the National Assembly of the Republic of Serbia there in only one woman, iii) four out of 18 Ministries are run by women, 28% of state secretaries are women, and in the Executive Council of Vojvodina 23.7% are women, iv) in municipal councils there are 15,17% women and in the in the councils of sub-municipal offices 13.24%,; v) in public enterprises 34% of women are directors and 37% are presidents of management boards.
<p>Impact analysis- institutional level</p>	<p>At the institutional level, the evaluation of focused on the analysis if the specific objective and implementation of NAP influenced performance of national and sub-national authorities (provincial and local levels) and institutions involved in ensuring political participation of women.</p> <p>The following was identified:</p> <ul style="list-style-type: none"> • Women representation in the National Parliament of the Republic of Serbia increased from 22.4 % in 2008 to 34 % in 2012 (Serbia is in the 26

⁴³ <http://www.skupstinavojvodine.gov.rs/Strana.aspx?s=aktapv9> (article 27.)

	<p>place in the world⁴⁴). Number of women councillors in local assemblies has been increased from 23,9 % in 2008 to 30% after 2012 elections;</p> <ul style="list-style-type: none"> • This impact is less apparent at the level of the AP Vojvodina: after 2012 elections number of women MPs increased from 13.3% to 16,7%, but quota of at least 30% women MPs hasn't been achieved. Amendments that regulate the election of MP, the Parliament of the AP of Vojvodina introduced special measures (quotas and reserved seats)⁴⁵. Number of female committee members increased in the Parliament (from 16.4% to 18,4%), as well as number of women committee chairs (from 15% to 20%). • In addition to formal, political structure, the impact could be observed through the establishment of informal women's groups. From national and provincial to local level (in almost 30 cities and municipalities) these networks have been established with participation of women from all parliamentary political parties. Female MP's and councillors demonstrated high solidarity, thus overcoming party interest at all levels, and to some extent have increased their visibility and influence through plenum debate or committee's work. Added value is that higher participation of MPs opens up to possibilities of integrating gender perspective and international standards of gender equality into the legislative proposals such as: strengthening women's entrepreneurship (a draft Law on entrepreneurship); laws in the area of labour, social and health care protection were changed in some articles applying principles of gender equality. Direct impact of the Women's Parliamentary Network and councillors' networks could be observed through contribution to more active participation of women in decision making in the parliament (e.g. number of amendments in 2013 per one female MP was 32.6 compared to 17.7 by one male MP; number of times female MP spoke in the Parliament is 69.6 while their male colleagues spoke 66,3 times). • Given that NAP was created and adopted before the establishment of the Commissioner for Protection of Equality, activities of this new institution were not included, although they provide system protection from gender based discrimination.⁴⁶ That had lack of impact as well as synchronization of activities after establishing Commissioner for Equality. <p>However, the impact of the NAP implementation in the area of political participation was heavily influenced by political dynamics and developments in Serbia. Lack of political will (change of the ruling coalition) directly influenced the fact that until today quota for less represented sex is not secured on the level of the executive, in political parties, public enterprises or institutions (management boards). In 2012, Decision of the Government of the AP Vojvodina was to adopt the use of gender sensitive language in the work</p>
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⁴⁴ Inter-Parliamentary Union. Women in national parliaments. [Online]. August 2015. Available at: <http://www.ipu.org/wmn-e/classif.htm>

⁴⁵ There are quotas for 1/2 MPs elected by proportional system, not for MPs elected by majority system. New provincial Parliament decision on election of MPs proportional system and special measures are introduced (2014, quotas and reserved seats).

⁴⁶ Review of opinions „Discrimination on the basis of sex and gender identity”, 2013.

	of the Executive Council of Vojvodina; however, this was not implemented since the official language and grammar did not introduce gender sensitivity (new spelling with grammar rules).
Impact analysis - individual level	<p>At the level of individuals, the impact could be observed at the level of the target groups and direct beneficiaries, as their capacities were increased to participate actively in the political life.</p> <p>Women members of the WPN increased their capacities to embark and actively influence political processes in Serbia, at all levels. For example, their capacities were increased for drafting different legislative proposals with gender perspective. In addition, their capacities are increased to bring to the policy agenda advancement of women position; their higher representation in discussions, proposals for concrete legislative solutions under equal terms with men is a direct result of capacity development support and increased participation in legislative bodies.</p> <p>Stakeholders involved with NAP implementation emphasized the following impact: change in political action as a result of higher women representation in the parliament and assemblies (cooperation of women from different political parties, cooperation with CSO's, concern for vulnerable groups and family, solidarity, responsibility, thorough debate preparation); logistic support from the president of the National Parliament, especially CSO's and experts; continuity of Women's Parliamentary Network and councillors network.</p>

Based on this analysis, the conclusion is that NAP in the area of political participation made limited impact.

4.1.5. Sustainability

The fifth criterion, sustainability, relates to whether the positive results of the NAP implementation in the area of political participation are likely to continue after the completion of the planned and implemented activities and also whether its longer-term impact on the wider development process can also be sustained at the level of the sector or country. This means that there is a strong correlation between impact and sustainability since the explanatory variables are often the same for explaining impact and/or sustainability. In the context of ex-post evaluations, sustainability and impact are often assessed in conjunction, hence, the challenges identified under the impact erosion certainly apply in this case.

The final evaluation analysed the (potential) sustainability, assessing whether the beneficiaries can continue to work without external intervention that was present through the NAP and its activities.

According to all achievements for this criterion - sustainability is only possible in a few aspects: legislation, system of monitoring situation and establishing institutional partnership among women MPs and women councillors (as a value for the next generation of women politicians).

Through specific objectives of this area, priorities, dynamics and stakeholders, NAP contributed to the integration of the most important international standards of women's human rights in domestic law and the creation of basic normative and institutional conditions for the promotion of gender equality in public and political life. Solutions that have contributed to the advancement of gender equality in political life are established and regulated by laws and this is sustainable. However, implementation of laws and regulations is often impeded by external factors (such as political will, political changes and often changing priorities), hence, in order to ensure

sustainability, continuous focus should be placed on monitoring, control and accountability of normative solutions. This would avoid shortcomings in the practical application does not become a reason for abandoning well-designed regulatory solutions.

Sustainability of the MPs network and councillor's networks at the local level is indisputable: these partnerships were already formed and worked well long before the work on NAP was initiated and implemented and the NAP provided support to strengthening. This was and still remains cooperation between women in different areas revolving around joint activities beneficial for achieving gender equality. In this context, we underline strategic partnerships of women from different political parties, state institutions, organisations of civil society, media, trade unions and experts established in 2000 (Palić 1), their cooperation on defining platforms and goals on gender aspects for most important social processes and organised action for its achievement (Palić 2 – Women for European Serbia, Palić 3 Women perspective on development of Serbia), work on NAP preparation and implementation; work on the preparation of the Law on Gender Equality; work on the comment of the Law on Gender Equality, which was used to assist in the implementation of the Law; production of the Model Law on Gender Equality, which is basis for the preparation of the new law.

Sustainability at the institutional levels could be affected by (almost chronically) lack of human resources (number of state agents, training, work experience) and limited operational resources to continue with activities in this area. The exceptions from this are institutions that are in charge of gender equality, as its core mandate.

4.2. Improving the Economic Status of Women and Achieving Gender Equality

The strategic area of improving the economic status of women and achieving gender equality is defined to achieve the following general objective (outcome): to eradicate economic inequalities between men and women and introduce equal opportunities and ensure use of women's development resources.

This outcome includes four specific objectives:

- Creating of systemic prerequisites for equal opportunities policy in the economy
- Stimulating employment, women's entrepreneurship and self-employment
- Reducing economic inequalities which are a result of multiple discrimination
- Building the capacities of all economic and social stakeholders for eliminating gender discrimination and improving use of women's resources.

In terms of institutional stakeholders, this area of NAP included number of them: the GED, the former Ministry of Labor and Social Policy, the Ministry of Economy and Regional Development, the Ministry of Human and Minority rights, the Roma Inclusion Offices, the Ministry of Justice, the Ministry of Finance, the Ministry of Public Administration and the Local Self-Government, the Ministry of Agriculture, the Ministry of Youth and Sport, the National Employment Service, the Labor Inspectorate, the Statistical Office of the Republic of Serbia, UN Women (at that time UNIFEM), provincial bodies and local self-governing bodies, trade unions and employers' associations, the Agency for the development of small and medium enterprises, Chambers of Commerce, professional associations and open universities. However, there existed no clearly assigned mechanism of coordination, nor was the main responsibility of the management and monitoring of a large number of activities ever defined within the scope of this NAP area.

4.2.1. Relevance

The evaluation assessed “design phase” and “real time” relevance of the interventions under the framework of improving economic status of women.

The evaluation of “design phase” relevance assessed the validity of this specific area of involvement and analysed if the economic empowerment of women as defined in the NAP was elaborated to meet the identified demands and needs for the target beneficiaries. In addition, the evaluation assessed if the activities planned within the NAP and implementation priorities were coherent and realistic. As regards this dimension, the final evaluation (FE) reviewed in detail national context for economic development and especially for economic empowerment of women, which enabled to assess design aspects and the context of the intervention logic

In relation to “design phase” relevance, improvement of the economic position of women was recognized as one of the keys to the achievement of gender equality. Its relevance has been confirmed by the numerous analyses of gender economic inequalities and by the perception of various stakeholders who participated in the preparation of the National Strategy and NAP. The drafting of this component of the National Strategy and Action Plan was guided by the insights on the status of women on the labor market all of which were provided by the first systematic study based on the Labor Force Survey data.⁴⁷ In addition to this study, some other relevant studies contributed knowledge on the position of women in the area of economic participation and position the Living Standard Measurement Survey contributed basic insights to the gender-based aspects of poverty, including employment, and indicated the specific situation of women with disabilities and other women from vulnerable groups.⁴⁸ Additional studies also helped to expand knowledge on the situation of women from other vulnerable groups (rural, Roma, forced migrants).⁴⁹

According to the testimony of one of the participants who helped draft both the Strategy and NAP, this ‘new’ knowledge had provided an impetus to strongly focus on the economic position and participation of women as one of the key drivers and consequences of gender inequalities.

All four specific objectives within the area of economy were particularly relevant during the preparation of NAP; they were defined along the process of broad consultations in which representatives of various groups of women had participated and influenced the selection of priorities and the design of its measures. The intention of the creators of the Strategy and NAP was to set a relevant plan of action that would suit or accommodate the needs of diverse groups of women. This possibly explains why such an ambitious outcome was so hard to achieve even with a much better institutional framework in place such a framework did not exist in Serbia (on the contrary, it was further weakened).

In terms of real time relevance, economic development and empowerment of women remained high on the agenda, with relevance of all objectives. Despite this, there were several weaknesses related to the relevance of NAP in the area of the economic participation and position of women:

⁴⁷ Babovic, M. (2007) *Position of Women on the Labor Market in Serbia*, UNDP, Belgrade.

⁴⁸ Vukmirovic, D, Smith Govoni, R. (eds.) (2008) *Living Standard Measurement Study*, SORS and World Bank, Belgrade.

⁴⁹ Babovic, M, Vukovic, O. (2008) *Rural women in the role of family helpers: position, roles and welfare rights*, UNDP, Belgrade; Cvejic, S. et al, (2009) *Social Exclusion in Rural Areas in Serbia*, UNDP, Belgrade; Grupa 484 (2006) *Study on Women Refugees and in Displaced Population*, Belgrade; UNICEF (2006) MICS Report for 2005, etc.

- Some measures are **not fully or directly relevant** to the economic empowerment or increased economic participation of women. These includes measures that were related to the application of the model of the responsible exercising of parental rights, which were more relevant to the area of social protection and the estimation of the share of household work and family care in the GDP, without further measures that would enable compensation for the value of that work.
- Some measures remained **too generic**, attempting to induce changes that were impossible to achieve by such limited actions such as public campaigns that aimed to contribute to the change of patriarchal values in rural areas (cultural patterns are very complex, hard and slow to change, so campaigning was not a relevant intervention form if it was not followed by a number of more structural forms of interventions).
- Some relevant issues **are missing**, such as access to financial markets, property rights, opportunities related to the green economy and specific needs for economic empowerment of women from other multiple discriminated groups, in addition to rural and Roma women.

The Strategy and NAP were grounded on a certain legacy provided by the Poverty Reduction Strategy, where some similarities could also be found within parts of the Sustainable Development Strategy. However, the introduction of much more elaborated coordination with other strategies came in the later stages of the implementation cycle particularly with the National Employment Strategy and Action Plan, the Latest Strategy for Rural Development and the Strategy for the Development of SMEs.

4.2.2. Effectiveness

The evaluation of the effectiveness analysed if the results under this component of the NAP were achieved, the quality of these results and if the achieved results are contributing to overall objective of the Strategy and greater degree of gender equality in Serbia.

Due to the fact that the monitoring of the implementation was not very well established, it was hard to reconstruct the effectiveness of the activities within the area of economy. Sources of verification of the implemented activities and their effectiveness were used and regular annual reports of GED, relevant ministries and other institutions, at the national and AP Vojvodina level, were assigned the role of implementation within NAP. Representatives and NGOs of some of the key bodies were interviewed and therefore engaged in the implementation of some of the activities. The assessment of effectiveness is presented along four specific objectives of the economic priority area of NAP.

SPECIFIC OBJECTIVE 1. CREATING OF SYSTEMIC PREREQUISITES FOR EQUAL OPPORTUNITIES POLICY IN THE ECONOMY

Legal framework
NAP was partially effective in establishing legal framework to regulate position of women in economic sphere

The legal framework relevant to regulating the position of women in the economic sphere was partially revised in line with the Law on gender equality and the Law against discrimination; in some cases just a general principles of gender equality were proclaimed. However, the monitoring of the synchronization of laws was never conducted and there is no comprehensive picture on what gaps currently exist or what laws should further be synchronized.

The analysis of the impact of legislation on the position of women on the labor market with a specific focus on women from multiple discriminated groups had not been implemented at all.

Governance and implementation structure

Capacity support to the labour inspectorates was effective- support from UN Women

Gender sensitive statics introduced and the National Office for Statistics strengthened with support of UN Women

The strengthening of systemic prerequisites had been contributed by capacity building of the labor inspectorate whose employees were trained in the area of the discrimination of women on the labor market within four cycles. This set of activities was conducted with the support of UN Women.⁵⁰

The more effective implementation within this specific objective was in the area of monitoring gender equality through gender sensitive statistics. According to the Gender Equality Law, all public institutions are obliged to provide sex disaggregated data, which is not always the case. This fact undermines the effectiveness of major efforts that are invested in the improvement of gender responsible statistics and records to which UN Women also strongly contribute. Therefore, although significant improvements were made in this area, its effectiveness remains partial.

The introduction and improvement of gender-sensitive statistics, in key areas of economic participation and status, enabled much more solid and reliable monitoring of the trends. This includes: a Labor Force Survey, a regular publication reporting on women and men in Serbia both of which provide a systematic overview on gender disparities in various aspects: access to ICT, the Time Use Survey, SILC, statistics from police, the judicial system, etc. Trainings, aimed at capacity building of professionals in SORS for gender-sensitive statistics, contributed to the increased capacities for gender responsible social statistics⁵¹. Many of these trainings were supported by UN Women. Cooperation first between the Statistical Office of Serbia and the Council for Gender Equality and then with the Gender Equality Directorate was evaluated as very important for the introduction of gender responsible statistics. The gender Equality Council has initiated cooperation between SORS and the Statistics of Sweden, which have since then, yielded significant advancements of the gender-sensitive statistics in Serbia (from the interview with the representative of SORS). Cooperation with gender equality mechanisms at the national level has developed mostly around the publication (regular, biannual) *Women and Men in Serbia* (introduced with support of UN Women), but has expanded beyond that particular issue. Today, gender is mainstreamed in all statistical areas and departments for social indicators, judicial and gender statistics have been established. However, the problem is that the quality of gender statistics in other departments is not well-maintained due to the lack of resources and clearly-defined procedures. During the implementation of NAP, some activities aimed at the improvement of the capacities of policymakers to provide and use gender-sensitive data in policymaking were implemented⁵².

⁵⁰ Four trainings were held in 2010 with the main focus on the discrimination of women on the labor market and the possibilities of improving the system of prevention and sanctioning. Labor inspectors were participants in these trainings.

⁵¹ Trainings were conducted with 50 participants from the National Statistical Office (SIDA, Completion Report. The one-year program for the implementation of priority activities in three areas of the Plan of the National Strategy for improving and promoting gender equality: 25-26).

⁵² SIDA, Completion Report. The one-year program for the implementation of priority activities in three areas of the Plan of the National Strategy for improving and promoting gender equality.

Activities for gender sensitive budgeting were defined and implementation initiated- partially effective

The set of activities related to the reconciliation of work and family

Systematic data collection on the harassment, mobbing and discrimination of women in the area of work and employment had not been established, though some baseline research was conducted without establishing any effective measures from the research results

Activities related to gender-sensitive budgeting were implemented to some extent at the national, provincial and local level. Basically, activities were conducted in the form of baseline analysis and capacity building, i.e. increasing knowledge and awareness on the importance of, and skills for gender budgeting.⁵³ However, the effectiveness of these activities is yet to be evaluated as this is the initial year of programmatic budgeting in which gender-sensitive principles should be applied. At the national level, there have been no significant improvements in gender-sensitive budgeting through the previous budgeting system. In AP Vojvodina, more intensive activity was implemented in this area. The interventions were made in order to reallocate public expenditures as a means of improving the position of women and gender equality, and in result, official gender-sensitive evidence of the end users of public expenditures was produced. According to the testimonies of representatives of gender mechanisms in Vojvodina, gender budgeting was among the key priorities in the Province even before the Strategy or NAP were drafted for the national level.⁵⁴ Therefore, the implementation of NAP activities in this area came more as the continuation of their initial efforts than as new objectives. Capacity building for gender budgeting was conducted at the local level as well. According to data provided by the Standing Conference of Cities and Municipalities, in 2013, around 200 officials from local self-governments were trained in gender budgeting.⁵⁵

improvement of local services in family support in the form of daily care for pre-school and lower aged children, care for elderly and chronically ill persons, the stimulation of men in participating in family care activities, the stimulation of the establishment of private services for family support, the promotion of home-based and flexible forms of employment for both men and women. The baseline analysis was produced and promoted among local stakeholders⁵⁶. However, further interventions to improve services were not implemented.

Support for women in exercising their rights had been implemented but with limited effectiveness. This included occasional public campaigns around Women's Day (which were implemented by GED) and the improvement of free legal support in Vojvodina. Capacity building

⁵³ Baseline research of the Budget of Ministry of Finance was conducted for 2013, commissioned by the GED (Lazarevic, G, Mainstreaming Gender Equality Policies in Budgetary Reform. Gender Budgeting, GED, 2012). Results were promoted on several occasions and available to civil servants through the website (SIDA, Completion Report. The one-year program for the implementation of priority activities in three areas of the Plan of the National Strategy for improving and promoting gender equality: 28).

⁵⁴ The publication *Towards Gender Sensitive Budgeting in Vojvodina* was published in 2009.

⁵⁵ Standing Conference of Towns and Municipalities (2015) *Gender Equality through the Action of Standing Conference of Towns and Municipalities*, Belgrade.

⁵⁶ SIDA, Completion Report. The one-year program for the implementation of priority activities in three areas of the Plan of the National Strategy for improving and promoting gender equality: 28.

Support to women-activities and results

NAP was modestly effective in providing direct support to women to achieve economic improvements

Minor results in social dialogue

No progress and results in area of support to economic improvement of single mothers

seminars were held in Vojvodina, with providers of free legal aid on the specific needs of women from vulnerable groups, and moreover, seminars on the availability of legal aid were delivered to Roma women.⁵⁷ However, these activities were not directly implemented through the framework of NAP implementation and can be considered as a broader contribution to NAP.

The improvement of women (and their respective position) in social dialogue was the area with a very modest level of intervention, mostly in the form of capacity building of trade unions.⁵⁸

The evaluation of household work, according to economic conditions and work standards and the assessment of the effects of this work on gross domestic product and the share of housework done by women all of which should serve as a baseline for the revision of tax policies aimed at improving the employment and economic position of women.

The activity related to the improved economic position of one of the most vulnerable groups, -single mothers- and which had been defined as the monitoring of wellbeing and the more effective exercises of their rights to alimony, was not implemented.

Overall conclusion for the Specific objective 1

Overall conclusion is that implementation of NAP, in the area of systemic prerequisites for equal opportunities in the economy, was modestly effective. The most effective implementation was in the area of system improvement for the monitoring situation in official statistics. The implementation in the legislative framework was partial, incomplete, and the remaining activities were mostly implemented in the form of capacity building of various stakeholders (policymakers responsible for budgeting, trade unions, employers).

SPECIFIC OBJECTIVE 2: STIMULATING EMPLOYMENT, WOMEN'S ENTREPRENEURSHIP AND SELF-EMPLOYMENT

Policy framework
Measures in the Strategy for SME defined but

The Strategy on Small and Medium Enterprises was adopted with specific measures in support of women's entrepreneurship. However, its implementation is still to be evaluated. Partnership between Association of Business Women and CBGE was established through Memorandum of Cooperation recently signed between two parties.

⁵⁷ Trainings 'Sensitization of providers of free legal aid services in the area of women's rights' delivered during 2009-2011 in AP Vojvodina (the Gender Equality Institute of AP Vojvodina, Report for 2010).

⁵⁸ GED commissioned NGO 'Equal Opportunities' to produce publication Guidelines, Check lists and Training materials for decision makers with regards to gender equality. One thousand copies were distributed to stakeholders, including trade unions and associations for employers. In addition to this, seminars on the usage of Guidelines were organized (SIDA, Completion Report. The one-year program for the implementation of priority activities in three areas of the Plan of the National Strategy for improving and promoting gender equality: 14).

implementation is slow
However, legislative changes in areas of banking and other regulations that would enable better legal conditions for the creation of saving accounts and loan cooperatives modelled on the EU were not implemented.

Institutional framework and measures

Establishment of centers for women's entrepreneurship, information and communication technologies, business and management was very fragmentary implemented

The establishment of centers for women's entrepreneurship, information and communication technologies, business and management, as well as their availability to all interested female parties, was very fragmentary implemented. For example, while there were no trainings to help set up businesses or cooperatives, some activities in support of women's entrepreneurship, such as the establishment of business incubators, the facilitation of cooperation and the networking of entrepreneurs were conducted. The problem with the implementation of these activities is the fragmented, small scale approach which cannot induce a stronger or broader impact. For example, five women's e-clubs had been organized in rural areas all of which were equipped with three computers per club, and in which training was provided for 25 participants from rural and sub-urban neighbourhoods in the areas of business start-ups and planning; 10 grants were also provided for the development of local action plans.⁵⁹

Support measures for women employment achieved minor results

Enhancing loan programs to encourage women's entrepreneurship and all forms of self-employment had been implemented at various levels at the national level, in AP Vojvodina and at the regional level. The National Agency for Regional Development introduced a specific program in support of women's entrepreneurship in 2014 and 2015, as well as Regional Agencies for Development⁶⁰. The Guarantee Fund of Autonomous Province of Vojvodina introduced measures in support of women's entrepreneurship which in 2014 enabled the creation of 50 new jobs⁶¹.

However, NAP did not develop proposals for setting up a permanent Fund for financing women's entrepreneurship and cooperatives within the Development Fund financed from the budget of the Republic of Serbia.

UN Women supported measures for women economic revival

With the support of UN Women in 2011, thorough research on women's entrepreneurship and the analysis on gender aspects of measures for supporting entrepreneurship were conducted with the aim of improving various measures and programs in support of women's entrepreneurship.

In partnership between UN Women, Association of Business Women and

⁵⁹ SIDA, Completion Report. The one-year program for the implementation of priority activities in three areas of the Plan of the National Strategy for improving and promoting gender equality: 30

⁶⁰ The value of support to women entrepreneurs in 2014 amounted to 6,447,000.00 RSD (around 54,000 Euros), the National Agency for Regional Development, Financial Report for 2014, available at <http://narr.gov.rs/index.php/Dokumenta/Izvestaji-program-rada-i-informator>

⁶¹ Izvestaj o poslovanju Garancijskog fonda AP Vojvodine za period 01. Januar – 31. Decembar 2014. godine, Novi Sad, 2015. (Report on the work of the Guarantee Fund of AP Vojvodina for the period January 1– December 31, 2014)

Business Association, around 400 companies have integrated gender equality standards in their businesses.

Other activities related to economic empowerment were implemented on a small scale, such as the program through which GED delivered 10 grants and local CSOs which intended to economically empower women in line with the local action plans on gender equality⁶², etc.

Overall conclusion:

The effectiveness of the activities within this specific objective can be described as scattered initiatives, which provide, in some regions and in some aspects, financial support to women's entrepreneurship—with modest support in business skills.

SPECIFIC OBJECTIVE 3: REDUCING ECONOMIC INEQUALITIES WHICH ARE A RESULT OF MULTIPLE DISCRIMINATION

Within this specific objective there had been to some extent, effective implementation of activities in regards to two vulnerable groups: rural and Roma women.

Activities **partially** implemented:

Special incentive measures for employment, entrepreneurship and self-employment, targeting women belonging to multiple discriminated groups, were implemented in the form of small grant schemes at National and Provincial levels. Various civil society organizations in Vojvodina had been granted the right to implement programs related to the economic empowerment of women in rural areas, etc. However, these activities were implemented on a small scale at the national level and on a broader scale in Vojvodina. Moreover, the small number of grants were delivered by GED to rural female entrepreneurs with businesses in rural tourism (though on a very small scale: 5 grants). In Vojvodina, many educational activities—in the areas of multifunctional and organic production in agriculture and rural economy— were implemented and grants, for the improvement of economic activities in civil society organizations, were delivered.⁶³ In Vojvodina, programs for the subventions of equipment for agribusiness and the subsequent allotting of grants for rural women's entrepreneurship had been implemented (from 2013-2014).

Encouraging rural women to join cooperatives and associations, and to register them as owners or co-owners of farming households in the registration phase; these initiatives were implemented at National and Provincial levels. At the National level, the activity was focused partly on the removal of systemic obstacles, which appear in the form of low ownership of land and other real estate assets among women. In cooperation with the World Bank, GED engaged in the administrative reform of land records; this issue was the focus point of various campaigns during rural women's day.⁶⁴

⁶² GED, Annual report for 2012, available at: <http://gendernet.rs/rpage.php?chapter=65>

⁶³ <http://www.ravnopravnost.org.rs/>

⁶⁴ The protocol of cooperation was signed between the GED, the Ministry of Labor, Employment and Social policy, the Ministry for Natural Resources, Mining and Urban Planning, the Republic Geodetic Authority within the joint program 'Equality for all' aimed at the improvement of the ownership status of women in Serbia. The analysis of ownership over real estate was conducted, and various awareness raising and advocacy activities

GED conducted activities related to the improved status of Roma women. A public campaign against stereotypes on Roma women was implemented and various civil society organizations were supported in their efforts to make the problems of Roma women in their local communities more visible and relevant in society. Yet once again, the number of representing organizations was small (5).⁶⁵

It is important to emphasize that activities related to rural women were more effectively implemented in AP Vojvodina than at the national level. However, they remain in the category of partial effectiveness due to the fact that women from other multiple discriminated groups were not equally—or at least to some extent covered—by similar programs.

Activities **not implemented**:

- Trainings for entrepreneurship in the areas of social services, social service cooperatives;
- Retraining of skills for women from multiple discriminated groups;
- Public campaigns aimed at changing patriarchal cultural patterns in rural areas

SPECIFIC OBJECTIVE 4: BUILDING THE CAPACITIES OF ALL ECONOMIC AND SOCIAL STAKEHOLDERS FOR ELIMINATING GENDER DISCRIMINATION AND IMPROVING USE OF WOMEN’S RESOURCES.

the most effective action was taken in relation to the monitoring of the gender equality situation in the area of economic participation of women

The most effectively implemented activities are related to the gender sensitive data and statistics, as well as those related to the research and explanation of the diversity of problems pertaining to the economic participation and position of women—such as their position on the labor market, the economic position of rural women, discrimination in employment, women entrepreneurship, women in business, etc. Recently efforts have been invested in the development of the gender equality index which will be aligned with EU statistics and enable comparisons between Serbia and other European countries.

Activities **partially** implemented:

In an effort to keep gender-disaggregated data in the field of labor and employment, there were some partially-effective trends. According to the annual reports of GED and interviews with GED representatives, up until 2013, there were almost 600 reports submitted by enterprises and institutions—all related to the implementation of gender equality initiatives.

Activities not implemented: i) Ensuring the principles of gender equality in the process of making and

The Time Use Survey was successfully completed for the first time in 2012, but it was never established as regular statistical research and therefore it could not provide grounds for the continuous monitoring of gender inequalities in time, use or the division of responsibilities.

The integration of entrepreneurial knowledge into educational programs at all levels and the promotion of entrepreneurial spirit was implemented with modest effectiveness. While some activities were implemented

were held in order to expose the issue of gender gaps in assets (from the interview with the GED representative).

⁶⁵ GED, Annual Report for 2013, available at <http://gendernet.rs/rrpage.php?chapter=65>

implementing economic and development policies; ii) An increase of share of women in management boards;

outside the walls of formal education and mostly related to the seminars and promotion of women's entrepreneurship (such as Girl's day which is used as an opportunity to promote entrepreneurship through career fairs, open houses, workshops in Vojvodina, etc.), there were no recorded activities of the introduction of entrepreneurship in the regular curricula within the formal education system.

The activities related to the training in modern technologies and ICT were sporadic and on a small scale (i.e. through the GED program there were 20 women trained in ICT in 2012, etc.).

4.2.3. Efficiency

The main problem with the implementation of NAP in the economic priority area is the lack of efficient management and monitoring mechanisms. The responsibilities for the implementation of various activities were scattered among various institutions (listed at the beginning of this section), and there was no authority in charge to help coordinate activities related to the four specific objectives.

The precise analysis of efficiency within this priority area is impossible to achieve due to the lack of precise reports on the allocation of financial, human and technical resources. The main impression (based on available narrative reports and interviews with different stakeholders) is that the resources were mainly allocated to the two types of activities: capacity building and research. Capacity building of actors within each of the specific objective areas was undoubtedly necessary. Furthermore, it was impossible to achieve systemic changes, i.e. to implement new mechanisms, apply practices (such as monitoring, gender responsible legislation, policy-making), apply entrepreneurial changes or to realize the broader economic potential of women, without raising their various capacities. However, these activities were often implemented in isolation, without the proper monitoring or understanding of how to implement the newly acquired skills (if implemented at all). Additional mechanisms were implemented to support new practices based on these skills (such as control of inspectorate activities, the follow-up of women's businesses established through programs, etc.).

According to available information, the main lines of implementation were donor-driven and the lack of public funds—that were supposed to go towards the implementation of the strategy—had actually proved to undermine the efficiency of its implementation. In addition, institutional shifts, political changes and consequent cleavages slowed down the process of implementation, delayed some activities and cancelled others (i.e. the decision of the main donor to cease financial support due to the inefficient implementation).

Finally, some activities were financed with very small funds in comparison to the impact desired which consequently, limited their effectiveness and undermined its efficiency (i.e. stimulating employment, women's entrepreneurship and self-employment was supported with 65,000 EUR; the economic empowerment of rural women was supported with 55,000 EUR from donors funds). As it was indicated in the evaluation report (made by a major donor, SIDA), the initial (projected) costs of the Program were over-budgeted and the actual costs, lower than expected.

4.2.4 Impact

The impact of NAP in the area of the economic participation and status of women had been low. If we compare achievements against four specific objectives, we can conclude that the impact is however visible in several aspects:

<p>Impact at individual, institutional and systemic levels:</p> <p>The analysis of impact of this specific objective was three-fold: it was observed and evaluated at levels of individuals and institutions in which these individuals are working (institutional and individual levels) and at the level of the overall political system in Serbia (systemic level)</p>	
<p>Impact analysis-systemic level</p>	<p>At the systemic level, the evaluation finds improved evidence base for monitoring trends and policymaking; this is mainly due to introduction of gender disaggregated data in public data collection systems and official statistics at the national level. Within the implementation of NAP, many of the produced studies contributed significantly to this evidence base. Today we know much more about the numerous aspects of the position of women in the economy and their economic activity and potential than we did before, including their labor market position and engagement in the reproductive economy, the forms of segregation, and the mechanisms of discrimination as well as its drivers and consequences. Therefore, a much better evidence base for gender equality policies, in the area of economy, has been provided, although only on the level of the general population, while the regular monitoring of women from multiple discriminated groups is still not yet a part of the regular monitoring system.</p> <p>Legislative reforms, in line with gender equality principles, represent the contribution of NAP implementation with a moderate impact. For the purpose of this analysis, several laws of key relevance have been reviewed in order to identify if and to what extent they align with the Law on gender equality and the Law against discrimination or if they have otherwise been revised in accordance with improvements in the position of women and the promotion of gender equality.⁶⁶ Laws, in the area of labor, social and health care protection, had been changed in some articles, and other principles of gender equality were applied as a way of increasing the protection of women. On the other hand, regulations stipulated by the Law on gender equality were not adequately implemented in bylaws, so the protection was not sufficiently improved. For example, the Law on labor, even if it submitted to the changes in line with GE, did not introduce the obligation of the preparation of a plan for promotion of gender equality among employers, as stipulated by article 13 of Law on gender equality. Also, the definition of reasons for firing an employee did not account for the regulation from the Law on gender equality, according to which sexual harassment can be a legitimate reason to terminate</p>

⁶⁶ Reviewed laws: the Law on health care protection, the Law on social protection, Family Law, the Law on pension and disability insurance, the Law on compulsory social insurance, the Law on employment and unemployment insurance, the Law on public administration, the Law on ministries, the Law on labor, the Law against mobbing, the Law on security and health protection at work, the Law on financial support to families with children, the Law on inspection, the Law on property taxes, the General collective agreement of the Republic of Serbia, the Law on budget of the Republic of Serbia for 2015.

	a labor contract (article 18 of the Law on gender equality). Despite the fact that some proposals have been made on how to improve the Law on labor keeping in line with gender equality principles entailed in national and EU legislation (i.e. the proposal of the amendments made by SIPRU) revisions were only weighed and valued on a very small scale. Similarly, the Law against harassment in the workplace was not aligned with the Law on GE as it stipulates sanctions in the cases of sexual harassment warnings, temporary suspension or a change of working environment but not an actual termination of contract.
Impact analysis- institutional level	In regards to the economic empowerment of women and the closing of gender gaps in the economy, there have, unfortunately, been no visible impacts. Although there is much more attention paid to women’s participation in the economy and to some other categories of women (i.e. rural women) the impact on their position is still quite invisible. As presented in the contextual chapter, employment and activity rates of women are much lower than of men, women are still the minority of entrepreneurs and managers, professional segregation is still prominent and women are still overburdened by double responsibilities to their career and family. The position of rural women and Roma women have not been improved, while other vulnerable categories of women are still out of focus in the lenses of economic empowerment.
Impact analysis - individual level	The trainings and capacity development assistance provided through the project were at rudimentary level, not well coordinated. No major impact is recorded.

4.2.5. Sustainability

Keeping in mind the low impact of NAP in the area of the economic participation and position of women, it can be expected that several achievements would also appear as sustainable outcomes: the system of monitoring the economic situation of women, legislation in the area of employment and labor, and some programs in support of the economic participation of women.

It can also be expected that with a high probability level of gender disaggregated data, gender sensitive evidences would endure as a permanent achievement. Furthermore, it can be expected that future synchronization with EU statistics could only further contribute to the gender-sensitive statistics and serve as a precondition to gender-sensitive public evidences on the national, provincial and local levels. . Unfortunately, some of the statistical surveys would not be regularly conducted (such as the Time Use Survey), but better integration of our statistics in international statistical networks can enable a higher volume of survey cycles in this, and other cases. However, the system of data exchange has not yet been fully established. Even if there is a fee for ordering custom-made data, it is still unclear as to which data can be ordered complimentary vs. for a fee, which can also make the data less accessible.

Much less sustainability can be predicted in relation to all the other aspects. Legislative reforms depend strongly on political will and the strength of stakeholders advocating for the improvement of the legal framework that is relevant to gender equality in the sphere of economy. It can be expected that the revisions required within the process of the EU accession will have precedence — they can choose to leave many of the necessary legal reforms, including the revision of existing

laws and the adoption of appropriate bylaws, out of the agenda.. Gender-sensitive budgeting will be a contested area, particularly in the period of budget restrictions, where gender issues can be undermined by other social issues related to cuts and austerity measures. The same destiny can be expected with the financial programs that aim to support women’s entrepreneurship, employment and self-employment, while at the same time, aggravate the situation as the percentage of female public administration employees are reduced. This can lead to the deterioration of the overall position of women on the labor market and set forth much more challenging tasks to the next strategic cycle.

4.3. Achieving Gender Equality in Education

Within the overall objective of *The Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality* (hereinafter: *Action Plan*) pertaining to introducing gender equality in education, contains three specific objectives which should ensure the achievement of gender equality and integration of the gender perspective in education. In that sense Action Plan planning to achieve the following objectives:

- equal access to education, balancing gender representation at all levels and profiles of education;
- build the capacities of the educational system by mainstreaming the gender perspective into education;
- eradicate gender inequalities in education of groups discriminated on multiple grounds.

The Action Plan has been developed to show the achievement of results for this overall objective and three specific objectives with total of 49 indicators. However, less than 1/3 of the planned activities within the Action Plan has been performed and/or completed. It is important to emphasize that in this specific area the lowest progress has been made.

The responsibility for the establishment of a comprehensive and all-inclusive monitoring system has been entrusted to the Ministry of Labour and Social Policy – Gender Equality Directorate, in partnership with numerous stakeholders: Ministry of Education, Ministry of Telecommunications and Information Society, Ministry of Youth and Sport, Ministry of Health, Universities in the Republic of Serbia, Institute for the Improvement of Education (IIE), Institute for the Evaluation of Quality of Education (IEQE), National Educational Council, Educational Councils of national Minorities, Statistical Office of the Republic of Serbia, Provincial bodies, Centres for women’s (gender) studies from Belgrade and Novi Sad, Matica Srpska, Serbian Academy of Sciences and Arts – Department of Language and Literature, Ministry of Science and Technological Development, school management bodies, Science Centre Petnica, Regional Chambers of Commerce, Ombudsman, Roma associations, associations of persons with disabilities, women’s cooperatives, professional and other associations, media companies, RTS Public Service, local and regional media, private media, local self-government and companies ready to invest in corporate social responsibility.

4.3.1. Relevance

The evaluation assessed “design phase” and “real time” relevance of the interventions under the framework of achieving gender equality in education.

The evaluation of “design phase” relevance assessed the validity of this specific area of involvement and analysed if the equality in education, as defined in the NAP was elaborated to

meet the identified demands and needs for the target beneficiaries. In addition, the evaluation assessed if the activities planned within the NAP and implementation priorities were coherent and realistic. As regards this dimension, the final evaluation (FE) reviewed in detail national context for education development and especially for gender equality in education, which enabled to assess design aspects and the context of the intervention.

The design phase relevance of the intervention in the area of gender equality in education was high: this is one of the areas of key importance for achieving long term gender equality. This is confirmed by numerous analyses in different areas of educational sector, highlighting importance for promotion of values and norms of gender equality. These analyses range from those that are based on the so-called "hard" data, that are dealing with a number of structural indicators such as the gender imbalance in the professional group of teachers (Lahelma, 2000; Skelton, 2002, Addi-Racah 2002; UNESCO, 2005), changes within the academic profession caused by the entry of women in the field of higher education (Turner Lomperis, 1990; Cleve, 1959), the prospects for progress in the teaching profession that are gender-determined (Thornton and Brich, 2000).

In addition, there were number of analysis dealing with the so-called "soft" data and rely on various types of qualitative research techniques of collection of empirical data related to various phenomena that refracts attitude towards gender equality such as: analyzing different teaching approaches practiced by male and female teachers (Turnbull and William), or different ways in which students evaluate teachers in relation to their gender (Basow and Silberg, 1987), analysis of the role of gender and its interactions within the teaching situation (Canada and Pringle, 1995; Arnesen, 2000) and etc.

However, formulation of this NAP component did not follow comprehensive approach: a systematic study of the entire primary, secondary or higher education curricula from the standpoint of gender representation of different genders and/or their equality was never carried out. Without such a systemic approach, it is impossible to produce the desirable social change. The evaluation finds that the priorities under this area planned activities under the broader framework, are fragmented and often disjoint. The analysis of gender equalities and inequalities was done through analysis of problems within individual disciplines (such as history⁶⁷, psychology, sociology⁶⁸, etc.) or through policy oriented researches on the situation of women from vulnerable groups (rural, Roma, ethnic minorities)⁶⁹ that are taking into consideration the educational level, as one of the indicators of its social status. However, even on the basis of these fragmentary insights it was possible to identify core challenges and needs, but prioritization and planned activities were disjoint.

All four specific objectives within the area of education were particularly relevant during the preparation of NAP; they were defined along the process of broad consultations in which

⁶⁷ For example Proceedings (Perović, L. ed., 2006, *Žene i deca. Srbija u modernizacijskim procesima XIX i XX veka*. Helsinški odbor za ljudska prava u Srbiji, Beograd).

⁶⁸ Through the treatment, for example, the position of university educated women (Blagojević, M., 1991, *Žene izvan kruga. Profesija i porodica*. Institut za sociološka istraživanja Filozofskog fakulteta u Beogradu, Beograd.), the problem of representation of male and female characters within the primary school textbooks (Jaric I., 1994, *"Začarani krug predstava o muškom i ženskom"*, Pešić V. And Rosandić R., *Ratništvo, patriotizam, patrijarhalnost*, Centar za antiratnu akciju, Beograd), the representation of male and female gender roles in textbooks for primary schools (Jaric I., *"Škola"*, Blagojević M. (2000) *Mapiranje mizoginije u Srbiji*, AŽIN, Beograd, 2000), gender structure in education within the different levels/sectors of education (Blagojevic M., 2012), the gender (dis)balance within the student's population (EQUIED, 2012), etc.

⁶⁹ Republički zavod za statistiku i UNICEF (2014): *Istraživanja višestrukih pokazatelja položaja žena i dece u Srbiji 2014. godine i Istraživanja višestrukih pokazatelja položaja žena i dece u romskim naseljima u Srbiji*, Republički zavod za statistiku i UNICEF, Beograd

representatives of various groups of women had participated and influenced the selection of priorities and the design of its measures. The intention of the creators of the Strategy and NAP was to set a relevant plan of action that would suit or accommodate the needs of diverse groups of women. This possibly explains why such an ambitious outcome was so hard to achieve even with a much better institutional framework in place such a framework did not exist in Serbia (on the contrary, it was further weakened).

Despite this, there were several weaknesses related to the relevance of the Action Plan in the area of equal access to education, building the capacities and eradicate gender inequalities within multiply discriminated social groups in this social field:

- Some measures were not fully, or directly relevant to the improving social status of women through increasing some specific educational competences and the position of women within educational system. These include measures related to the increasing IT literacy among women from multiply discriminated groups for example.
- Some measures were too generic, attempting to induce changes that were not possible to be achieved by such limited actions, such as sanctioning sexism, misogyny, and violence against women in education through the implementation of standards and codes, for example.
- Some relevant issues were missing, such as activities related to sensitization of the male population for example.

The *Action Plan* was supposed to be written in **gender sensitive language**, which was not the case. For example, activity described as: "The inclusion of knowledge about gender sensitive education into the content of the program for the introduction of trainees in business and professional exams (exams for license) for teachers in primary and secondary schools and pre-school teachers planning and training for mentors and trainees in...". All of these trainees, teachers, and mentors are mentioned in male gender⁷⁰.

4.3.2. Effectiveness

The evaluation of the effectiveness analysed if the results under this component of the NAP were achieved, the quality of these results and if the achieved results are contributing to overall objective of the Strategy and greater degree of gender equality in Serbia.

Due to the lack of clear monitoring system twinned with unrealistic targets and poor benchmarks, it was hard to reconstruct the effectiveness of the activities within the area of education. Sources of verification of the implemented activities and their effectiveness were used and regular annual reports of GED, relevant ministries and other institutions, at the national and AP Vojvodina level, were assigned the role of implementation within NAP. Representatives and NGOs of some of the key bodies were interviewed and therefore engaged in the implementation of some of the activities.

The results in the area of ensuring gender equality in the education were rather limited, sporadically performed and it was difficult to separate them; however, for the purposes of this evaluation it was done to a degree possible and assessment of effectiveness is presented along three specific objectives:

⁷⁰ Unfortunately this is visible only in Serbian version of the text: "Uključivanje znanja o rodno osetljivom obrazovanju u sadržaj Programa za uvođenje pripravnika u posao i stručnih ispita (ispita za licencu) za nastavnike u osnovnim i srednjim školama i vaspitače predškolskim ustanovama Planiranje i obuka za mentore i pripravnike u..."

SPECIFIC OBJECTIVE 1: EQUAL ACCESS TO EDUCATION, BALANCING GENDER REPRESENTATION AT ALL LEVELS AND PROFILES OF EDUCATION;

Conclusions	Findings
NAP did not produce results on the systemic level	Progress measured through achieved results under this specific objective could be considered as limited, although this could be considered as a specific objective in the area of education under which the most significant results were achieved. There was no progress at the level of reform of policy and legal frameworks reported. Still, the evaluation team analysed other documents and apart from general principles of non-discriminatory education, there were results and/ or changes introduced. Some results were achieved in the area of increasing knowledge and awareness among the teaching and non-teaching staff in the schools, and working on overall improved perception of gender equality. Most significant examples in this respect could be:
Minor results achieved in the area of capacity development of teaching and non-teaching staff	i) training programs for the for teachers and expert associates in schools on gender equality: this includes various programs of vocational orientation provided by the Ministry of Education; ii) professional development programs for teachers such as training program "Gender Equality" for primary school teachers and professional associates in primary schools. The program was implemented during 2011 in some municipalities in Vojvodina (municipalities Ruma, Backa Palanka) ⁷¹ , or gender equality seminars for teachers and professional associates who were part of the catalogue of programs of continuous training, which is supported by the Gender Equality Directorate iii) preparation and distribution of promotional material for schools relating to the basic the principles of gender equality
IT trainings in Vojvodina for rural women	In addition, there were different IT training courses for women in Vojvodina ⁷² primarily focusing on rural women. The program is implemented through the competitive system for grants to local governments on the territory of Autonomous Province of Vojvodina (APV) for financing projects in the field of IT training courses for women in rural areas. Under this specific objective, modest results were achieved in the area of promotion of women in science ⁷³ . Within the publishing activities of the Institute for Gender Equality is established "Rosa Luxemburg" edition dedicated to doctoral and master papers on gender equality with the aim to introduce and affirm male experts and female experts who are professionally dealing with gender policies; Despite this during 2014 is realized the program "The Future of Gender Studies", in which it is held 5 panels in Sombor, Sremska Mitrovica, Pancevo, Zrenjanin and Subotica. The program is implemented by the

⁷¹ Training was prepared and delivered by the Institute for Gender Equality and the MOST group from Belgrade - Source: Annual Report of the Institute for 2011, available at: www.ravnopravnost.org.rs

⁷² source: Annual Report of the Institute for Gender Equality for 2013 and 2014, available at: www.ravnopravnost.org.rs).

⁷³ Source: Annual Report of the Institute for 2014, available at: www.ravnopravnost.org.rs)

Institute for Gender Equality and the Centre for Gender Studies, University of Novi Sad. It is important to note that it is planned by the financial plan and program of the Institute for Gender Equality to continue with the implementation of this program, with the emphasis on involvement of primary and secondary schools in Vojvodina.

SPECIFIC OBJECTIVE 2: BUILD THE CAPACITIES OF THE EDUCATIONAL SYSTEM BY MAINSTREAMING THE GENDER PERSPECTIVE INTO EDUCATION

Progress towards the achievement of this specific objective was limited and fragmented, reflected in some of the areas.

At the level of creating enabling environment through legislative changes, adoption of some of the legislative changes was recorded. Some examples in this respect are from the AP Vojvodina, specifically decisions of the AP Vojvodina Assembly on gender equality⁷⁴, The book rules on quality standards of educational books and guidelines for implementation⁷⁵, decisions of the Provincial Assembly about public administration at provincial level⁷⁶.

In terms of analysis of existing curricula and textbooks results are fragmented and often just initiated without broader agenda in sight⁷⁷. For example, research from 2010 conducted by the Centre for Gender Studies and Gender Policies of the Faculty of Political Sciences in Belgrade, Mena group and the Committee for Civic Initiative. This research was funded by the UNDP, which a few years ago in the region supported the project in cooperation with the United Nations Development: Strengthening the Capacity of Civil Society in Shaping Poverty Related Policies and Practices within which it was planned to do this kind of system analysis. The project was cancelled without finalizing activities and producing planned results: after the first round of the competition, which was looking for projects that would systematically address the issue of gender equality in university and other textbooks, the project was closed down. Still, within the framework of this activities, two researches were implemented (in partnership with the Gender Equality Directorate and Ministry of Labour and Social Policy). First research was about university textbooks, with a title "Analysis of the gender dimension in higher education material"⁷⁸. Still, this reports is rather superficial and brief, without any substantive and critical insight in the university textbooks; recommendations based on findings are completely missing. The researchers of the Mena Group analyzed the textbooks and materials used for teaching in primary and secondary schools, but there was no follow up on this analysis.

In addition to this, there were some other projects with the objective to influence creation of educational environment at all levels (pre-school, primary,

⁷⁴ Pokrajinske skupštinske odluke o ravnopravnosti polova, "Sl. list AP Vojvodine", No. 14/2004 and 18/2009

⁷⁵ Pravilnika o standardima kvaliteta udžbenika i uputstva o njihovoj upotrebi

⁷⁶ Pokrajinske skupštinske odluke o pokrajinskoj upravi, "Sl. list AP Vojvodine", No. 37/2014

⁷⁸ signed by the authors: Dr Jana Baćević, Dr. Jelisaveta Blagojevic, PhD lecture, delivered (project coordinator), Dr Tamara Džamonja-Ignjatović, Mr. Martina Vukasović, Dr Dragana Popovic and Mr. Adriana Zaharijević

secondary and university education) in which the young people and children could be encouraged to develop mutual relations on the basis of genuine partnership and mutual respect, equality and accountability through workshops and extra-curricular activities⁷⁹.

In this area, some results were achieved through an open call for proposals, launched by the Directorate for Gender Equality. The objective of the call was to provide support to the citizens' associations. The priorities were, among other, support for achievement of gender equality and gender mainstreaming in education and /or the elimination of gender stereotypes in education. The call clearly established links with the objectives of the National Strategy for Improving the Position of Women and Promote Gender Equality, Action Plan for its implementation and Law on Gender Equality. Some of the approved projects were in the area of ensuring gender equality in education.

SPECIFIC OBJECTIVE 3: ERADICATE GENDER INEQUALITIES IN EDUCATION OF GROUPS DISCRIMINATED ON MULTIPLE GROUNDS.

The main results under the framework for implementation of the third specific objective are several internet points at local level that are more available to women from multiple discriminated groups (from rural areas, from the lower social strata and from minority ethnic groups). This is done in 5 municipalities (Paracin, Ljubovija, Kušići, a village near Pirot, Kraljevo, Indjija) in cooperation with the Ministry of Youth and Sports⁸⁰.

4.3.3. Efficiency

Although the *Action Plan* is methodologically well developed, multi-layered and thematically comprehensive, it was rather difficult to implement: some parts are vague and unclear, while other parts remained general. One of the weak points of this document was lack of activity schedule and clear structure of activities.

The *Action Plan* does not provide for implementation and coordination mechanisms: it is not clear how this will be organized between the relevant institutions and/or sectors. For example, in case of activity “Developing gender-sensitive, anti-discriminatory and secular programming and gender-sensitive language in all levels of education, including gender studies”- as two competent institutions for the implementation were named Statistical Office of the Republic of Serbia and the Regional Chamber of Commerce. Still, these activities are entrusted to the Ministry of Education as the core institution in charge of education development. However, this is not planned in the **Strategy for the Development of Education, developed by the respective Ministry of Education.**

In addition, for activities that are collectively enumerated, there are fifteen competent and accountable institutions responsible for their implementation, however, it is not explained which particular institution is responsible for which part of the activity and how every of these activities will be carried out in relation to planned exchanges and cooperation among these institutions in order to achieve the completion of the entire activity.

⁸⁰ Source: *Godišnj izveštaj URR*, 2013

On the other hand, the Activity 3.2.1.6 states the following “A critical discourse analysis of gender perspectives in textbook literature for preschool, elementary and secondary education”, the only responsible institution for the implementation was GED, but not the Ministry of Education. No one is labelled as participant in this activity.

Assessment of the specific objectives under the education for gender equality of the NAP brings to the conclusion that the *Action Plan* was written in such a manner that corresponds more to the genre of the Strategy than to the genre of *Action Plan*, because it is not sufficiently specified and elaborated, which was one of the main risks in its implementation.

This all affected efficiency in implementation of the NAP; therefore, the conclusion from evaluation of education for gender equality is that the NAP was inefficient in this area.

In addition to organizational mechanisms, there are number of other reasons that have affected implementation of the *Action Plan* in the area of gender equality in education:

- stated objectives are not synchronized with the key strategic documents related to education (for example with the Strategy for the Development of Education adopted 2012, and the Action Plan for the Strategy of Development of Education adopted 2015);
- lack of results and activities at the national level, caused by frequent political changes, turnover of staff and lack of focus. The pilot projects were implemented locally and fragmentary, within particular local municipalities or the geographical area of AP Vojvodina;
- within the Directorate of Gender Equality, which was formally and legally responsible for the monitoring, coordination and implementation of the Action Plan, it has not been developed administrative and expert infrastructure that would be able to perform this task.

4.4.4. Impact

The impact of NAP in the area of the gender mainstreaming in education could be considered as low and limited: there is significant discrepancy between planned and implemented activities, while majority of these, implemented activities, targeted small local communities.

Still, the evaluation looked and assessed impact at the systemic, institutional and individual levels.

Impact at individual, institutional and systemic levels: The analysis of impact of this specific objective was three-fold: it was observed and evaluated at levels of individuals, responsible institutions and at the level of the overall (educational) system in Serbia (systemic level)	
Impact analysis-systemic level	The NAP implementation in the area of gender mainstreaming in education produced limited results; consequently, the impact on the policy level is rather insignificant. Implementation of NAP in the area of education had some positive results and impact at the level of the Autonomous Province of Vojvodina. This primarily relates to the AP Vojvodina Assembly on gender equality, The book rules on quality standards of educational books and guidelines for implementation, decisions of the Provincial Assembly about public administration at provincial level, etc. At the national level, progress in improvement of legal and policy frameworks that concerns education (and achievement of gender equality in education) is

	insignificant. Therefore, the evaluation finds that this area of NAP did not have any impact at the policy level.
Impact analysis- institutional level	<p>Implementation of NAP in the area of gender equality in education was disjoint and fragmented, with more significant results in Vojvodina than in other parts of the country. Still, impact at the institutional level is more apparent than at the policy/ systemic level. Namely, impact at the institutional level could be observed at increased capacities of educational institutions to work on gender equality.</p> <p>Practically, institutions with improved capacities could be divided into few groups: i) institutions from the public management system (Executive Council and the Assembly of the Autonomous Province of Vojvodina; Gender Equality Directorate and Ministry of Labour and Social Policy; municipalities Sombor, Sremska Mitrovica, Pancevo, Zrenjanin and Subotica; institutional capacities of the Ministry of Health as the ministry in charge were not positively affected by these activities); ii) educational institutions- Centre for Gender Studies and Gender Policies of the Faculty of Political Sciences in Belgrade, schools from participating municipalities, etc. and iii) civil society organizations (Mena group and the Committee for Civic Initiative).</p>
Impact analysis - individual level	The trainings and capacity development assistance provided through the project were at rudimentary level, not well coordinated. No major impact is recorded.

4.4.5. Sustainability

The results in the area of gender equality in education, as presented in the part on effectiveness, are minor and insignificant. In addition, the key problem of Action Plan is the fact that it is not harmonized with the Strategy for the Development of Education (enacted in 2012). Three specific objectives referred to in the Action Plan, are not recognized as objectives of the Action Plan for the Strategy of Development of Education (2015), nor are they part of it.

Therefore, sustainability of rather modest results in the area of gender equality in education could be eroded during the time, especially with lack of further support, enabling environment at the national level and follow up activities.

4.5. Improving the Health of Women and Promoting Gender Equality in Health Policy

The strategic area of improving women’s health and advancing gender equality in healthcare policy includes six specific objectives:

- 1) Preserving and improving women’s overall health
- 2) Ensuring the availability of quality healthcare for women, in particular for women exposed to multiple discrimination
- 3) Improving women’s reproductive health
- 4) Strengthening health care capacities by introducing a gender dimension into the system

- 5) Increasing participation of women in health care policy decision making
- 6) Increasing participation of women in sport activities, popularisation of female sport organizations and attributing equal importance to women in sport

A large number of implementing bodies were defined within this area of NAP: GED, Ministry of Health, Occupational Safety and Health Directorate, Ministry of Youth and Sport, Ministry of Labour and Social Policy, Ministry of Environment and Spatial Planning, Ministry of Culture, media, Healthcare institutions, Institute of Public health of Serbia Dr Milan Jovanovic-Batut, JAZAS, UNICEF, professional and other associations, publishing companies, National track and field association, local self-governments, Olympic Committee of Serbia, Coaches Association of Serbia, Ministry of Justice, Universities.

4.5.1. Relevance

The evaluation assessed “design phase” and “real time” relevance of the interventions under the framework of improving the health of women and promoting gender equality in health policy.

The evaluation of “design phase” relevance assessed the validity of this specific area of involvement and analysed if the improvement of health of women and gender equality in health policy as defined in the NAP was elaborated to meet the identified demands and needs for the target beneficiaries. In addition, the evaluation assessed if the activities planned within the NAP and implementation priorities were coherent and realistic. As regards this dimension, the final evaluation (FE) reviewed in detail national context, as enabling environment for advancement of health for women and gender equality in health policy and assessed design aspects and the context of the intervention logic.

Design phase relevance of this component of the NAP was high: preserving and improving women’s health and achieving gender equality in healthcare policy was one of the declared development priorities of the Government of Serbia. This was recognized in the national Sustainable Development Strategy and highlighted in the MDG reports for Serbia. In addition, the Health Strategy reflected on the priority to improve health situation of different groups of women as one of its objectives

When stated, “identified needs”, this included different assessment, analysis and consultations with the stakeholders during formulation process: situation analysis as part of the NAP and the Strategy formulation included analysis of data from the research of the general state of health in the Serbia⁸¹ ; although gender-sensitivity and gender focused approach was missing, it showed deterioration of women’s health.

Still, some of the weaknesses from the formulation phase were identified. Certain groups of women have been largely or completely ignored in the national action plan, such as women with disabilities, prisoners, lesbians, older women (especially elderly women in rural areas), uneducated and computer illiterate. A large part of the recommendations was related to the educational programs and health promotion through media and educational campaigns which many women (even from targeted groups) do not have access to or do not have chances to participate in.

Although expected results were/are relevant, activities and indicators were not adequate and defined as specific and measurable; indicators are mainly qualitative in measuring results providing rather general insight of the situation. Weak indicators resulted in a weak monitoring system, with

⁸¹ Istraživanje zdravlja stanovnika Republike Srbije 2013.godine
<http://www.zdravlje.gov.rs/downloads/2014/jul2014/Jul2014IzvestajPreliminarni.pdf>

unclear implementation patterns. The lack of gender sensitive data on health create evidence was a gap during preparation of NAP as well as in the phase of monitoring. There are no researches targeting exclusively to the woman's health in Serbia.

Target groups in the health system were not defined in a gender-sensitive manner, and consequently make the proposed outcome unrealistic and vague. IN addition, some of the activities were defined towards general population A large number of health educations was not directed or delivered to women but the general population, with no idea of gender-based approach, so it diminishes the relevance for targeting women and their specific needs.

In terms of real time relevance, this component is still highly relevant for development agenda of Serbia. Still, there is a need to adjust intervention logic in terms of planned results and activities; in addition, more robust indicators should be introduced, as part of the overall monitoring system for the Strategy.

4.5.2. Effectiveness

The evaluation of the effectiveness analysed if the results under this component of the NAP were achieved, the quality of these results and if the achieved results are contributing to overall objective of the Strategy and greater degree of gender equality in Serbia.

Implementation of the NAP including this component was characterized with a lack of clear and sound monitoring system. In addition, the NAP had unrealistic targets and poor benchmarks established during the design phase. All these created rather difficult and unfavourable conditions to reconstruct and assess effectiveness in the area of women health and influence on gender sensitive health policies. In the absence of specific reports on progress in the area of gender mainstreaming in the health, the evaluation team measured and evaluated progress through collection of primary data (interviews with the key partners and stakeholders from the public health system, civil society organizations, etc.) and analysis of different reports that were reflecting on the health sector in general.

The NAP was partially effective in obtaining results in the area of health and gender sensitive policies in health. The evaluation identified number of obstacles that impeded progress in this area, specifically:

- Lack of information sharing system to provide continues and timely information on progress to the key partners and stakeholders, causing overlaps and uncoordinated efforts in the implementation of activities;
- Implementation structure was not established and the NAP did not ensure clear responsibility and delegation of authority for implementation of certain activities and achievement of specific results ;
- Data collection system for particular activities and for the overall health component of the NAP was on an ad hoc basis and non-systematic (this is even the case for the activities implemented in partnership with the Ministry of Health) ;
- Reporting system was not established, which resulted that the activities implemented and results achieved within the context of NAP implementation were not registered and reported; in addition, available reports are not substantiated by facts and figures but rather narrative and extensive in describing process- this created even more difficulties to evaluate actual progress and results;
- Multi-sector approach has been underrepresented in the implementation of activities;

- Activities were performed mostly occasionally- with particular vulnerable groups of women or worked sporadically on improving women's health;
- The Ministry of Health have been working on the protection of human rights in the area of healthcare. Activities organized with the network of Roma mediators contributed to an improved health of Roma women: early detection of the diseases, with evidence of childbirth assisting and supporting in obtaining personal documents. Positive changes reflect in the population of Roma women, which are increasingly included in campaigns and educations for better quality of lifestyle, working with Roma mediators from 2009 on.

Considering all these limitations, the assessment of effectiveness is presented in the following part, with detailed description under reach specific objective

SPECIFIC OBJECTIVE 1: PRESERVING AND IMPROVING WOMEN'S OVERALL HEALTH

NAP was relatively effective in addressing reproductive health; still gender sensitive approach was insufficiently present

This specific objective has been pretty visible and activities were *relatively effectively* implemented. 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 specific objectives and targets in this component of NAP correspond to the National program for early detection of cervical cancer (2013), the only national program that was focused on the health of women incorporated in the NAP goals. Reproductive health program for youth is incorporated in the national Youth strategy, presented before this evaluation period, as well as the national Program for the healthcare of women, children and youth.

Partial implementation can be spotted in the fact that they were rarely gender-based, but generally presented as projects for the general population and have been an integral part of more comprehensive education and campaigns. Also, partially implemented is improved patients' familiarity with the operation of the system of healthcare institutions. Also, there is increased participation of female patients in deciding on their treatment.

Activities *not implemented* at all, within this specific objective, include involvement of students of medical faculties in the promotion of public health and active participation of the patients in healthcare policy creation. The idea of stimulation of an active role of the patients in deciding on their treatment and the self-help in treating minor diseases was incorporated in national strategy, in a gender neutral way⁸². Unfortunately, there has been little progress in creating activities to promote this strategic goal.

SPECIFIC OBJECTIVE 2: ENSURING THE AVAILABILITY OF QUALITY HEALTHCARE FOR WOMEN, IN PARTICULAR FOR WOMEN EXPOSED TO MULTIPLE DISCRIMINATION

The NAP showed different level of

Effectively implemented activities include: the introduction of a uniform procedure for breast surgery and the provision of information about postoperative rehabilitation possibilities and mastectomy, as a procedural

⁸² Strategija za stalno unapređenje kvaliteta zdravstvene zaštite i bezbednosti pacijenata, Službeni glasnik 15/2009 Strategy for permanent improvement of quality of health care and patients safety. Official Gazette 15/2009

effectiveness under this specific objective.

Still, there are number of priorities that must be implemented to ensure full and quality health protection to women

standard modelled on global practices; specialized gynaecological services for disabled women available in many healthcare institutions in Serbia.

Partially implemented activities include: Enhanced access to information in formats adapted to persons with impaired vision, speech or hearing, illiterate persons and language minorities., improved access to healthcare institutions; establishment of mobile teams for early detection of diseases among Roma women, refugees and internally displaced women, women in rural and remote areas; Health mediators and public health nurses of health centres, in addition to health activities in 60 cities in Serbia recorded 1.150 Roma settlements inhabited by 37.502 families. The role of health mediators is to keep records of the health status of residents of informal settlements, to work with them on raising awareness about the necessity of vaccination of children, as well as the importance of proper diet and hygiene habits. They provide better insight into the state of health facilities in these settlements, and residents show the importance of timely reporting to the doctor. Until 31.08.2014. the following results were obtained:

- During the first visit of 140,408 people: women 46.453 covered and recorded
- 37,502 first visits to families done
- A health education implemented through work in small groups, lectures and posters for 31,808 adults and about 6,265 lectures for the workshop for about 25,313 posters for 230
- A total of 460,125 visits to family, family members who need help and visits in order to implement health education through a planned conversation, lectures, workshop
- 4,500 screening for pregnant women and new mothers done.
- A systematic review was carried out by 12,617 women.
- 11,177 women chose their gynaecologist.
- 1,144 mammography was done.⁸³

Activities **not implemented** at all: creating programs which promote the right of female patients to privacy and the liberty to decide the course of their treatment, although it is incorporated in the text of the Law on Protection of Patients' Rights ⁸⁴.

SPECIFIC OBJECTIVE 3: IMPROVING WOMEN'S REPRODUCTIVE HEALTH

In implementing the NAP, these activities have been most visible and transparent in relation to this specific objective.

Effectively implemented activities: support to programs for early detection of breast cancer by increasing the area covered by the animated video about breast self- examination; education of women about the necessity of using

83 Socijalno ukljućivanje Roma I Romkinja u Republici Srbiji,

http://www.ljudskaprava.gov.rs/images/pdf/drugi_izvestaj_o_implementaciji_operativnih_zakljucaka_final_pdf.pdf

84 Zakon o pravima pacijenata, Sluzbeni glasnik 45/2013

http://www.paragraf.rs/propisi/zakon_o_pravima_pacijenata.html

contraception and the types of contraceptive methods; increasing of the knowledge of young people in the field of reproductive health; promotion of a more humane approach to childbirth through ensuring early skin-to-skin contact of mother and baby; ensuring safe motherhood through regular health check-ups and training courses in counselling services; creation of promotional material for learning about the alleviation of menopausal symptoms.

Partially implemented activities: engaging famous sportswomen to promote the fight against breast cancer; providing free condoms for Roma women; active prevention of unwanted pregnancy through training on family planning, as a necessary element of the general education;

Activities **not implemented** at all: encouraging gynaecologists in primary health centers to establish counselling services, by providing incentives for local self-government bodies; related to the procedure for subsidizing the induced abortion, there were no results in the proposal to review the social status and life circumstances of women (women with the lowest income not to be charged).

SPECIFIC OBJECTIVE 4: STRENGTHENING HEALTH CARE CAPACITIES BY INTRODUCING A GENDER DIMENSION INTO THE SYSTEM

The NAP was not efficient under this specific objective

Partially implemented activities: maintains of gender disaggregated records and collection of data, from health care institutions; encouraging research, assessment and evaluation, recognizing different experiences and specific needs of women.

Activities **not implemented** at all: incorporating the gender aspect into the creation of an integrated information system in healthcare; training for health care workers to introduce gender dimension has been included in the training plan.

SPECIFIC OBJECTIVE 5: INCREASING PARTICIPATION OF WOMEN IN HEALTH CARE POLICY DECISION MAKING

Under this objective NAP was ineffective- no changes and results recorded

The relationship of sport and health can be viewed from two angles. On the one hand there is the question of improving health through sport, and on the other hand, the problem of protecting the health of persons involved in sporting activities. The first issue is much broader than the other and is part of the wider problem of the relationship between society and sport. The second issue deals with various aspects of the impact of sports and physical activity on the health of persons who practice them. Assumptions show that even relatively small changes in the frequency of physical activity or movement (e.g. reduction of the inactive population by 10-15%) can reduce the number of deaths in the population of 1.5-2%.⁸⁵

The activities related to this specific objective were the least implemented. Some of the expected results have been achieved very sporadically and partially, such as gender-sensitive registration of patients, the patients' right to directing the healing process, campaigns and health education by organizing

⁸⁵ Felix Gutzwiller, Sport und Bewegung – Grundlage fuer die gesundheit, www.svl.ch/svlimmat_sporthealth.html

mobile teams, etc. When it comes to multiple discriminated women, Roma women were mostly included in the activities related to the education and reproductive health, while other multiply discriminated women were covered in a negligible share.

Partially implemented: to link health and education sectors through joint activities on public health promotion; increasing the percentage of women in management positions in educational and scientific institutions of the health care system.

Activities **not implemented** at all: one of the expected results in NAP was encouraging multi-sector approach and include associations, professional organizations and healthcare institutions in healthcare policy making (education, social insurance, culture, science, legal system and finance) – there had not been real cooperation with all relevant factors dealing with women's health care, and they were not exchanging information about their activities; also, women's health as a significant resource for development of the community and population policy, as one of the proposed activity targets, was not recognized enough - regulations, policies and programs relating to health and improving general well-being, rarely are gender sensitive.

SPECIFIC OBJECTIVE 6: INCREASING PARTICIPATION OF WOMEN IN SPORT ACTIVITIES, POPULARIZATION OF FEMALE SPORT ORGANIZATIONS AND ATTRIBUTING EQUAL IMPORTANCE TO WOMEN IN SPORT

NAP was partially effective in some areas, but failed to implemented number of planned activities

Partially implemented: NAP was partially effective to promote recreational and sport activities as a desirable model for a healthy life; Implementation of special measures – legislative, executive and administrative - for encouraging women to participate in decision- making with respect to development of women's sports.

Activities **not implemented** at all: promoting recreational/sport activities beneficial for women's health through the project: Regular monthly competitions in race walking by age categories (which was proposed in NAP); Campaign "Women and Sport", promotion of walking as a basic cardio exercise accessible to all; participation of members of the less represented gender in sports associations, committees and management boards; increased representation of women in all decision-making positions in sports and sports organizations, strengthening women's capacities for program and business management strengthened.

Activities were rarely gender-based, but were generally presented as projects for the general population and have been an integral part of more comprehensive education and campaigns. 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 were performed prevalently with smaller samples of users, primarily supported by local government in cooperation with governmental and non-governmental sector. Activities were unevenly distributed across the territory of the Republic of Serbia. They were not equally implemented - some municipalities (Pozarevac, Vranje) were more active, thanks to the initiatives of local governments and the local NGO sector. Some Ministries and Directorates (Gender Equality

Directorate, Institutes of Public Health, Ministry of Youth and Sports of the Republic of Serbia, Ministry of Youth and Sports of the Republic of Serbia, Ministry of Health of the Republic of Serbia, local Health institutions, Faculty of Pharmacy of the University in Belgrade) participated as partners or participated in financing some of those projects. They were mostly financed by international NGO organizations.

From the interviews and surveys with the stakeholders, we have no proof that there is the infrastructure, money and human resources which have been delegated for these activities or which could support them. Budgeting activities envisaged by the NAP were not planned and in the previous five years period most of the implemented activities were financed by international NGO donors.

Basic constrains to the implementation of planned NAP activities in the area of health were: lack of multi-sector cooperation in coordination of activities of the NAP and lack of a single national coordinating body for the support and implementation of the NAP. In addition, the NAP implementation was not linked with the national budget, hence, sustainable financing of this component of NAP was absent.

On the other hand, systematic implementation of activities in some smaller samples proved successful, as examples of good practice. In the creation, implementation and participation in the financing of the activities realized, the most significant was the initiative of local municipalities. The Ministries mentioned above have had the largest share in the governmental sector. Unfortunately, there was no sufficient communication between them, and not even awareness of the projects realized. The participation of the University in this area is small, even negligible. Participation of individual experts in the field (doctors) is the most recognizable. During our evaluation of participation of NGOs in the field of health we contacted 20 NGO and received a response that they deal with other areas and not the area of health- despite that, the available data gives an insight of considerable NGO participation, but they might perhaps not classify their activities exclusively in health area.

4.5.3. Efficiency

Considerable problem and long lasting challenge with the implementation of the NAP in the health priority area is the lack of efficient management and monitoring mechanisms. The responsibilities for the implementation of various activities were scattered among various institutions, and there was not clear single authority in charge to coordinate activities related to the four specific objectives.

The precise analysis of efficiency within this priority area is not possible to achieve due to the lack of precise reports on the allocation of financial, human and technical resources. Impression based on available narrative reports and interviews with different stakeholders is that resources were allocated mostly to the topics of reproductive health and cancer prevention. These activities were, unfortunately often implemented in isolation, without proper monitoring how newly acquired knowledge and skills are implemented (if implemented at all), and further mechanisms to support new practices based on these knowledge and skills.

The financial resources have not been allocated strategically wide enough to achieve results in the area of health, proposed by the NAP. There is also a problem in the area of technical support, equipment and also human resources to cover the activities targeted. There was no coordination body or person/s delegated to take care of NAP implementation, even of the activities registered.

There is insufficient gender-based data in health area. Also, when presented, the reports do not stand out key themes. Coordination should be firmer and stronger.

Based on the questionnaires addressed to the stakeholders, we can see that the data they have in their possession contain not many of the activities performed. When performing activities, most often there was no awareness that it is part of NAP, nor was there any targeted action to these objectives systematically put into practice.

In Preserving and improving women’s health and achieving gender equality in healthcare policy there was not enough coordination, as well as systematic or continuous follow up.

4.5.4. Impact

Available official data that we have received from the relevant Ministry and the Gender Equality indicators show not enough compliance with the NAP expected results. There is no enough numerical indicators of how much of implemented activities contribute improving position of women in the field of health care.

According to the perception of impact of certain activities envisaged by NAP, expressed by stakeholders, there is impression that many actions have contributed to improvement of women’s health – prevention of substance abuse, advocacy and increasing a number of woman managers in health institutions, mental health promotions, workshops with Roma women and rural women, women dealing with medical waste in their households, women's health at an early place in the health system, legal changes that pregnant woman cannot be released regardless of the type of contract under which it is engaged. There are no comprehensive quantitative data about it.

Impact of NAP in the area of women’s health was low. Comparing achievements against six specific objectives, the evaluation finds some visible impact in the following areas:	
Improving women’s reproductive health	<p>Data that shows significantly increased number of Roma women who give birth in a hospitals and that negligible number of Roma women who give birth at home, is related to some of the planned activities planned in the NAP. We have information on a number of non-systematically conducted trainings in the field of reproductive health, as well as the large scope of women who undergo screening for the prevention of breast cancer and cancer of the uterus.</p> <p>As NAP had given not enough firm indicators and clear guidelines expressed through quantitative indicators, we have no clear evidence as to whether there has been a shift in health conditions. What is possible to see is the change in number of breast and uterus cancer cases both in the prevalence of morbidity and mortality (based on data from the Cancer Registry)⁸⁶, as well as mortality from cervical cancer in the Republic of Serbia. The highest incidence rates of cervical cancer were recorded in Counties of Pčinjski (39.4 per 100 000), Sumadija (30 per 100 000) and Morava (28.7 per 100 000). On the other hand, the mortality rates from cervical cancer vary significantly between counties in Serbia, so that the highest mortality rates were recorded in Pirot (14.3 per 100 000), Pomoravski (12.8 per 100 000) and Srem (10.4 per 100 000). Risk Factors/Prevention of the Republic of Serbia national screening program</p>

⁸⁶ Cancer incidence and mortality in Central Serbia

<http://www.batut.org.rs/download/publikacije/2012IncidencijaIMortalitetOdRaka1.pdf>

	<p>for cervical cancer was launched in late December 2012. Organized screening program has so far included 12 health centres, targeting the group of women age 25-64. So far, at around 90,000 women have attended screening test. We do not have clear rate for decreased mortality, as one of the NAP indicators.</p>
<p>Strengthening health care capacities by introducing a gender dimension into the system</p>	<p>Amendments to legislation that would strengthen gender mainstreaming in this period were not made. Additional funds, devoted to implementing women’s health protection, were selectively directed mostly to the cancer prevention.</p> <p>There is no stable and clearly defined infrastructure to collect and use knowledge gathered from required data. We do not have official statistics to make a quantitative assessment on the effects of implemented activities. We do not even have the information on the number of workshops and educations performed or the number of women participating, and even less on how their knowledge of health and attitude towards health has changed thanks to the participation in training.</p>

4.5.5. Sustainability

From data evaluated, it cannot be told much about the contribution of NAP in effective partnerships – on the contrary, the data suggest that involved stakeholders are not sufficiently linked, that among them, there is no flow of information or multi-sector approach.

In the creation of the NAP, relevant stakeholders were involved and consulted. From the established guidelines for the NAP there have not been derived indicators that would make a NAP impact quantitatively measurable.

National/local institutions do not demonstrate leadership, but commitment and technical capacity to continue working in the area of gender equality on many topics in health area exist. The governmental financial capacity is not demonstrated at significant extent for maintaining the implemented activities at the time being, without the participation of NGO sector.

In the area of preserving and improving women’s overall health there is general governmental support of educative programs, but they are not continuous and systematically monitored. Participation of key stakeholders - Ministry of health - was not well-articulated and conducted to follow and support the achievement of the objectives of the NAP.

Ensuring the availability of quality healthcare for women (in particular for those exposed to multiple discrimination) is not achieved to the satisfactory level and therefore it is not appropriate to estimate sustainability. It seems that presently there are no sustainable financial, technical and human resources to ensure the whole process from the diagnostic procedure by the end of treatment for multiple discriminated women.

4.6. Preventing and Combating all Forms of Violence against Women and Providing a Comprehensive System of Protection for Women Victims of Violence

The strategic area of preventing and combating violence against women and improving victim protection envisaged achievements within four specific objectives:

- 1) Modernisation of the normative framework for protection of women against violence
- 2) Strengthening capacities of the system for protection of women against violence
- 3) Implementing research and improvement of documentation and statistics
- 4) Raising awareness on violence against women as a social problem and eradicating inappropriate portrayal of women victims of violence in the media

A large number of implementing bodies were defined within this area of NAP: GED, Ministry of Human and Minority Rights, Ministry of Labour and Social Policy, European Integration Office, Ministry of Interior, Ministry of Justice, Judiciary, Gender Equality Committee of the national Assembly, Local self-governments, Ministry of Health, Ministry for State Administration and Local Self-government, Public Prosecution office, Ministry of Finance, Provincial bodies, Statistical office of the Republic of Serbia, Ministry of Culture, Ministry of Youth and Sport, National Broadcasting Agency.

This area is evaluated mostly during initial stage of implementation, before the separate strategy was adopted. However, some aspects of the evaluation is not possible to lock within such a narrow time frame, due to the fact that some activities were initiated at the beginning but unfolded during longer period, or when it is needed to estimate impact and sustainability which cannot be limited to the initial phase. Detailed description of context and implementation is presented in the annex 5.

4.6.1. Relevance

The evaluation assessed “design phase” and “real time” relevance of the interventions under the framework of preventing and combating all forms of violence against women and providing a comprehensive system of protection for women victims of violence.

The evaluation of “design phase” relevance assessed the validity of this specific area of involvement and analysed if the preventing and combating all forms of violence against women and providing a comprehensive system of protection for women victims of violence, as defined in the NAP was elaborated to meet the identified demands and needs for the target beneficiaries. In addition, the evaluation assessed if the activities planned within the NAP and implementation priorities were coherent and realistic. As regards this dimension, the final evaluation (FE) reviewed in detail national context, as enabling environment for advancement of health for women and gender equality in health policy and assessed design aspects and the context of the intervention logic.

The evaluation finds that the design phase relevance of this component of NAP was high. Violence against women is one of permanent and most dangerous obstacles to gender equality, particularly in situations when lives, dignity and body integrity of women are not adequately protected.⁸⁷ The

⁸⁷ ZAKLJUČCI SA NACIONALNE KONFERENCIJE O BORBI PROTIV NASILJA NAD ŽENAMA održane 25.oktobra 2007.god. Beogradu, u okviru kampanje Saveta Evrope za borbu protiv nasilja nad ženama. Conclusions from the

VAW is also the way of permanent discrimination against women, putting them in social position of second range citizens. Violence against women in all forms (of physical, sexual, mental, family, etc.), took place in Serbia in constantly high rate. Lack of personal accountability for perpetrated violent acts is maintained by patriarchal cultural values and attitudes. Therefore sanctions and other measures of public policies were rarely and not adequately, exceeding adequate time by the mandated institutions. Impunity of perpetrators for committed acts of violence remains one of the main tasks in process of improving institutional response to violence against women. It must become also the issue of accountability of the institutions and the entire state.⁸⁸

The rate of femicide, the murder of women by men is permanently high and it as averages is: one woman per week is killed. Femicide belongs to the most predictable murder; because they are preceded by decades of violence committed a close male, as well as immediate threats and announcements murder. Although, there are public policy measures on combating violence against women stipulating duty of joint actions and cooperation between institutions, it is clear that all mainly exist “on paper”, while little is applied in practice.⁸⁹

This priority area of NAP was very relevant at the time of drafting NAP, as it is today. It was relevant for achieving improvement of the position of women and promotion of gender equality as it is, whenever legal and public policies regarding violence against women, took place. Therefore, all four specific objectives within the area of violence against women were relevant during the preparation of the NAP, and are still relevant today.⁹⁰

4.6.2. Effectiveness

Monitoring of the implementation of the NAP was not well established, but the effectiveness of activities within the area of violence against women may be reconstruct based on sources such as reports of independent institutions, regular annual reports of GED, reports of relevant ministries and institutions at national and level of AP Vojvodina. Rare results were achieved completely, although to most of them formed the basis for future achievements. Therefore, the effectiveness by all means should be estimated during longer period, having on mind e.g. that the Protocols on institutional networking is probably the best product of the NAP, but adopted later, in 2011.

SPECIFIC OBJECTIVE 1: MODERNISATION OF THE NORMATIVE FRAMEWORK FOR PROTECTION OF WOMEN AGAINST VIOLENCE

NAP was effective with legislative reform- Criminal Law, the Law on

The **effective** implementation within this specific objective was in the area of legislative reforms, as the most significant achievements regarding area of violence against women.

By adopted reforms of the Criminal Law sanctions for domestic violence were made more severe, international standards and supportive policy documents

National Conference on Combating Violence Against Women, hold 25th October 2007 in Belgrade, within the EU Campaign on combating violence against women.

⁸⁸ Cvetković Ljudmila, 2009, Ne obraćamo dovoljno pažnje na nasilje nad ženama, Slobodna Evropa, 25.11.2009 http://www.slobodnaevropa.org/content/nasilje_nad_zenama_srbija/1887671.html

⁸⁹ Concluding statements on activities of Citizens ‘Protector in 2009. http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebni-izvestaji/2106-2012-01-12-13-43-33

⁹⁰ <http://hocudaznas.org/hocudaznas/wp-content/uploads/2014/08/strategija-za-zastitu-od-nasilja-u-porodici-i-drugih-oblika-rodno-zasnovanog-nasilja-u-ap-vojvodini-za-period-od-2008-do-2012.pdf>

Prevention of Mobbing

were adopted. Protector of Citizens' prepared a range of recommendations aiming to improve legal regulation regarding domestic violence in 2009⁹¹: amendments to Criminal Law particularly in domain of definition of family members, cross sectors cooperation, improvements of policing, improvements of work of centres for social work, improvements of work of health services, etc.⁹² The Law on the Prevention of Mobbing was drafted in 2009 and adopted in 2010. Resulting from wide social dialogue and experts 'discussions, the citizens 'Association against mobbing was established in 2008, "No mobbing" which functioned in 2009 as well.

The Law on Prevention of Domestic Violence was not adopted

UN Women provided technical assistance for preparation of the Laws and supported organizational development of the key institutions for the consequent implementation of laws.

Activities not implemented:

Draft the Law on Prevention of Domestic Violence perfecting the instruments of the system for protection against domestic violence has never been nor drafted, neither adopted in Serbia, although several discussions were led indicating necessity of having such a law. Favourable experience of the existence and application of such a special law that exists in the Republic of Srpska, obviously was not sufficiently inspiring to be applied in Serbia, although discussions on the possibility were led.

SPECIFIC OBJECTIVE 2: STRENGTHENING CAPACITIES OF THE SYSTEM FOR PROTECTION OF WOMEN AGAINST VIOLENCE

Some results were achieved at the local level

The evaluation finds that the NAP achieved limited results under this specific objective. Sporadic cases of institutional cooperation and coordination dealing with cases of violence against women were noticed in some Serbian cities and municipalities. Among them, most significant was so-called Zrenjanin model of institutional cooperation and networking among basic prosecution office, police, station and other stakeholders. The implementation of that model of cooperation had reached its peak in period from 2008 to 2012.

This vital and efficient cooperation inspired policy and practice changes, which happened in period later, particularly drafting and adoption of General protocol for police. In the Special report⁹³ Protector of citizens particularly pointed these practices in its Annex 1, titled as "Some examples of good local practices models in suppression of domestic violence"⁹⁴: examples of Center for social work in

⁹¹ Special report on situation of domestic violence against women in Serbia, 2011, Concluding statements on activities of Citizens' Protector in 2009. pp. 17.

http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

⁹² All these recommendations are mentioned in Special report on situation of domestic violence against women in Serbia and Concluding statements on activities of Citizens' Protector in 2009. Special report on situation of domestic violence against women in Serbia, 2011. Concluding statements on activities of Citizens' Protector in 2009. pp. 33.

http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

⁹³ Special report on situation of domestic violence against women in Serbia, 2011.

⁹⁴ Aneks 1:

http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

Lazarevac, basic prosecution office Zrenjanin, SOS hotline Pozarevac, Observatory for monitoring the VAW situation. The processes of drafting and advocating for the protocols 'adoption in period later, have been conducted by the GED since 2009.⁹⁵

There were number of planned activities that were not implemented. Horizontal and vertical coordination of institutions providing assistance to victims of violence at the provincial and national level, based on multi-disciplinary and multi-sectoral cooperation was not established nationwide.

In addition, cooperation among relevant government bodies and associations was not established, although development of cross sectoral cooperation and raising capacity level of institutions and agencies dealing with the VAW was stipulated by the NAP and has been proposed by many experts for VAW.⁹⁶

Necessary changes of practices of public prosecution offices when prosecuting the criminal deeds of violence against women, particularly continuation of proceeding without testimonies of victims, did not happen.

Under this specific objective, UN Women was active in providing trainings and organizational development support to the key national institutions to implement measures for prevention of violence against women.

There was lack of coordination among various ministries preparing sectorial strategies, e.g. regarding Employment strategy and action plans Strategy of prevention and protection against discrimination, Strategy for advancing position of people with disabilities, NAP for the implementation of 1325 Convention. Each of them was prepared independently of the previously adopted ones, disregarding lessons learnt and use of resources. Moreover, each of them was implemented in parallel processes, independently of other ones which might be very similar in domain of regulation.

SPECIFIC OBJECTIVE 3: RAISING AWARENESS ON VIOLENCE AGAINST WOMEN AS A SOCIAL PROBLEM AND ERADICATING INAPPROPRIATE PORTRAYAL OF WOMEN VICTIMS OF VIOLENCE IN THE MEDIA

NAP was partially effective in provision of educational support

Activities **partially** implemented:

Activities of gender equality bodies in Vojvodina, influencing Vojvodina's Provincial government (e.g. presentation of the National Strategy standpoints were part of the campaign against violence against women titled as „I want you to know“) were presented in Vojvodina's Executive committee in Novi Sad.⁹⁷ Provincial secretariat for economy, employment and gender equality organized

⁹⁵ General and Special protocols for police dealing with violence against women Government of Republic of Serbia were prepared in process began in 2008 and 2009 but finalized in 2011.

⁹⁶ Among them, the most explicit was the book written by Mirjana Tejic, 2007, Legal regulation of domestic violence in Serbia and international standards, Belgrade.

⁹⁷ Predstavljena kampanja protiv nasilja nad ženama "Hoću da znaš" u Izvršnom veću AP Vojvodine, Novi Sad , 26. novembar 2009.

www.hocudaznas.org. <http://www.vojvodina.gov.rs/sr/node/27864>

in Provincial assembly the annual meeting of the network “Life without violence”.⁹⁸

Both activities stressed the necessity of organizing various forms of education on violence problems, as a way of combating lack of understanding. These educations should be conducted on local institutions and among school students and should be focused on the most vulnerable societal groups exposed to violence more than others. Some aspects of the GED activities (initiated and published various research data on violence too) as well might be mentioned as among the best. Several publications published comprising facts regarding women in the wider social context of Serbia who are still discriminated, marginalized and subjected to gender-based violence and gender-based poverty, stereotypical media representation (mentioned below).

SPECIFIC OBJECTIVE 3: IMPLEMENTING RESEARCH AND IMPROVEMENT OF DOCUMENTATION AND STATISTICS

NAP was based on number of publications released in 2010

The examples of effective implementation were scientific research on violence against women and on the system for protection of women against violence. Dedicated individuals from civil sector, academia and institutions were the most important supportive factors supporting researches and the public use of the research findings.⁹⁹ Various good manuals and textbooks were issued or prepared. It should be also stressed that in 2010 many significant publications on the violence against women comprising all the main standpoints of the NAP were released, such as: Domestic violence, Manual for police officers conduct in cases of domestic violence¹⁰⁰, Comprised study of domestic violence cases and typical police interventions, Domestic violence in Vojvodina.¹⁰¹; Domestic violence and legal mechanisms of protection, Judiciary academy Belgrade,¹⁰² research data on monitoring of implementation the Criminal law reform regarding domestic violence in Serbia prepared by Vesna Nikolic Ristanovic,¹⁰³ Feminist consultancy with women who survived sexual violence,¹⁰⁴ Rape is crime,¹⁰⁵ Sexual violence, understanding experiences of trauma¹⁰⁶, Autonomous

⁹⁸ Pokrajinski sekretarijat za privredu, zapošljavanje i ravnopravnost polova Održan godišnji sastanak mreže "Život bez nasilja" u Skupštini Vojvodine

<http://www.vojvodina.gov.rs/sr/node/27874>

⁹⁹ e.g. the National Assembly Chair, and the coordinator of the Counselling place.

¹⁰⁰ Pantelic Nebojsa. Kriminalisticko policijska akademija, Beograd.

¹⁰¹ Nikolic Ristanovic V, editor, Porodicno nasilje u Vojvodini, <http://hocudaznas.org/hocudaznas/wp-content/uploads/2014/08/nasilje-u-porodici-u-vojvodini.pdf>

¹⁰² Mršević Z., Porodično nasilje i pravni mehanizmi zaštite, 38 – 104 Ed. Dušan Spasić, *Seksualno i rodno zasnovano nasilje*, Pravosudna akademija, Beograd

¹⁰³ NALAZI PILOT ISTRAŽIVANJA - VESNA NIKOLIĆ-RISTANOVIĆ
<http://rs.one.un.org/organizations/18/Pracenje%20primene%20zakonskih%20resenja%20o%20nasilju%20u%20porodici%20u%20Srbiji.pdf>

¹⁰⁴ Feminističke konsultacije sa ženama koje su preživele seksualno nasilje - Protokoli rada, 2009.

http://www.womenngo.org.rs/images/publikacije-dp/Konsultacije_sa_zenama_koje_su_prezivele_seksualno_nasilje-Protokoli_rada.pdf

¹⁰⁵ Silovanje je zločin, 2009.

http://www.womenngo.org.rs/publikacije-azc/silovanje_je_zlocin.pdf

¹⁰⁶ Seksualno nasilje - Razumevanje iskustva traume, 2009.

UN Women was supporting development of GBV related statistics

women's centre, annual report,¹⁰⁷ Victimology Association of Serbia and OSCE Mission to Serbia, 2009 For security at home: combating violence against women in the region, the collection of the best practices.¹⁰⁸ Analysis of media reporting on the violence against women¹⁰⁹ challenged cultural acceptance of the VAW.¹¹⁰ Due to various political programs and efforts conducted by some institutions, academia and civil society including drafting and adoption of the Strategy, the public awareness and institution performance regarding the causes and consequences of the violence against women became in 2009 much higher.

WN Women in Serbia contributed to this specific objective through support for development of data-base and a system for registration of victims of violence and the data base. In addition, comprehensive capacity development support was provided to national institutions and to the civil society organizations.

Trends and dynamics in violence against women cases are not officially documented. On increasing rate of the violence against women indicate only non-governmental organizations and not official structures and institutions in charge. In Serbia there is no official data of femicide. The number can be reached by counting media reports on femicide, and these figures differed from organization to organization.

4.6.3. Efficiency

Financial resources for the activities regarding the area of violence against women, almost always came from international programs and projects. These projects and programs were implemented by various local stakeholders, including governmental bodies, institutions, academia, media and civil society. For example, the most significant project in Serbia, “Combating sexual and gender based violence”, conducted by the GED (within the Ministry of labour and social politics) from 2009 to the end of 2011¹¹¹ was completely financed by the Norway Government.¹¹² Significant human resources were engaged in implementation of the activities of that NAP area, including civil society, some ministries, e.g. Ministry of interior, some institutions, e.g. Citizen's Protector. Within the project, the activity “Modernization of the normative framework for protection of women against violence” was better supported than other three activities. But when initial international finances were exhausted, the domestic ones didn't come. Safe homes for women who survived violence

http://www.womenngo.org.rs/images/publikacije-dp/Seksualno_nasilje-Razumevanje_iskustva_traume.pdf

¹⁰⁷ http://www.womenngo.org.rs/images/izvestaji-o-radu/pdf/Godisnji_izvestaj_2009.pdf

¹⁰⁸ Za bezbednost kod kuće: Suzbijanje nasilja nad ženama u regionu OEBS Zbornik dobrih praksi. <http://www.osce.org/sr/gender/37440?download=true>

¹⁰⁹ Milivojević Snježana, Javnost i ideološki efekti medija, Istraživanje medijskih efekata: potraga za paradigmom, 31/08/2009

¹¹⁰ ŽINDOK Centar, Priručnik za medije, Beograd, 2009. Rosa Luxemburg Stiftung.

ŽINDOK Centar, Rodna ravnopravnost u medijima i kroz medije Izveštaj monitoringa lokalnih elektronskih i štampanih medija u sedam gradova u Srbiji, Ženski informaciono dokumentacioni centar, Beograd, 2008. UNIFEM

¹¹¹ In 2012 the project expanded under the new title: „Integrated response to violence against women in Serbia“

¹¹² JARIĆ VESNA, 2009, Femicid (17), Danas, 3.12.

http://www.danas.rs/vesti/drustvo/femicid_17.55.html?news_id=178221

and SOS Hotlines were among the best examples that finances rarely and sporadically were provided by domestic institutions.

Formal management mechanisms, as well as the steering mechanism, were not established, as witnessed by the people who used to work in the GED.¹¹³ Therefore, the efficient supervision of the implementation practically didn't exist. The GED as national mechanism or gender equality was expected to monitor implementation of the Strategy, but it didn't work in accordance, probably being short with human and financial resources for this purpose.

The GED use of financial resources were from time to time under scrutiny of some NGOs, mostly Autonomous women's centre, who criticized lack of financial transparency and allegedly not fair distribution of money. It was noticed that the GED did not always use all dedicated budget sources, while the use of the budget was not transparent and not properly organised.¹¹⁴ There were noticed not bureaucratic but rather political constraints (always lack of political will, at the first place) as identified in the implementation of the different actions and what level of effort was made to overcome these challenges.

4.6.4. Impact

There are visible positive policy and practices changes in the field of violence against women, but impact should be estimated rather as process which is long lasting, than one year achievement, when would be possible several improvements to be evidenced.

Impact at individual, institutional and systemic levels: The analysis of impact of this specific objective was three-fold: it was observed and evaluated at levels of individuals, responsible institutions and at the level of the overall (educational) system in Serbia (systemic level)	
Impact analysis-systemic level	The NAP implementation in the area of preventing and combating all forms of violence against women and providing a comprehensive system of protection for women victims of violence produced key results in the area of reforming policy and legal frameworks. Namely, the legal framework was updated for preventing and combating all forms of violence against women and providing a comprehensive system of protection for women victims of violence. Law and policy documents were indeed adopted, but still, violence against women, including intimate partner-violence continue to be social evil that is still hard to remedy
Impact analysis-institutional level	Regarding noticed changes in the area of violence against women, the main and the most significant impact in 2009 was opening the processes which led towards better and more adequate organization of the relevant institution and their synergic networked cooperation. Among four specific objects, the first two were the best met, Violence against women was less and less understood as private matter by institutions

¹¹⁴ Autonomni ženski centar, *Izvršenje budžeta - ka transparentnoj i odgovornoj potrošnji*, available at: http://www.womenngo.org.rs/images/pdf/uprava_za_rodnu_ravnopravnost-analiza_izvršenja_budžeta_2009.pdf

	<p>mandated to combat against it, and perception of violence against women as public matter was much predominant.</p> <p>More professional women and men employed in institutions mandated to combat violence against women were sensitized to causes and consequences of gender base violence, as well as mechanism of its functioning. This is the precondition of success in stopping the violence against women as harmful and discriminatory practice against women</p> <p>Ministry of interior affairs, continuously was ready to attend educations and to implement acquired new knowledge, established cooperation of Ministry of interior with women’s NGOs dealing with the violence against women leading to adoption of Protocols regulating and standardizing institutional procedures regarding violence against women. This provides the evidence that this duty-holder performs their duties more efficiently, while the rights-holders are enabled to claim their rights more successfully.</p>
<p>Impact analysis - individual level</p>	<p>The trainings and capacity development assistance provided through the project were at rudimentary level.</p> <p>So called “dark number” that defines the unreported acts of violent crime (not evidenced violent cases) perpetrated against women remains a problem. There is a large gap between the actual incidents of violence and the number that is reported to the police. The real number is much higher. Even if we are astonished by the quantity of victims of such violence reported at last in the media, the fact still remains concealed.</p> <p>The existence of parallel realities: on one hand side, there is reported a numerous education, media campaigns, and various joint activities of NGOs and institutions aiming to strengthen institutional capacities and to raise public awareness on VAW. But, on the other hand, all this has not led to visible improvement of institutional practices. Allegedly, large number of educated and responsible persons appointed by the police, judiciary, social welfare centres and the like do exist, but currently is difficult to even identify them, let alone to observe the effects of their actions in accordance with the received training. The question is whether entered into practice anything of what they have learned.</p>

4.6.5. Sustainability

Together with legal reform of Criminal Law in 2009 when sanctions for domestic violence were made more severe, the basis for future regulation and institutional solutions of the field of violence against women was made.¹¹⁵ Autonomous women's centre, Women's research centre and Victimology Association, delivered in 31st March 2009 to Minister of justice recommendations for changes of Criminal Law and comments to changes proposed by working group of Ministry of

¹¹⁵ Changes of the Criminal Law from 2009. the sanctios for domestic violence were made more swvere.article

¹⁹⁴ Criminal Law from 2005:

http://www.ns.vi.it.rs/images/dokumenti/dokumenti_pdf_lat/kz_lat.pdf

Criminal law 2009: http://www.tuzilastvorz.org.rs/html_trz/PROPISI/krivicni_zakonik_cir.pdf

justice.¹¹⁶ Active participation of civil sector continued and Autonomous women's centre in front of 50 civil society organizations delivered letter of support to amendments of Citizen's protector in regard of domestic violence. That letter was forwarded to heads of parliamentary caucuses and the parliamentary Committee for equality.¹¹⁷ The important stakeholder from the National Assembly stated in 2009: „The National Assembly will target its activities to lead towards common aim - Serbia without violence.”¹¹⁸ Although not all proposed amendments were accepted and adopted, this Law was in use many years after its adoption.

The factor of sustainability was the inclusiveness of the preparation process of the NAP area Violence against women. There were very inclusive and practically all significant and relevant civil society actors and individual experts who were involved and actively participated. The main common intention was not to have, at the end of the process, a list of nice wishes, but rather realistic aims and proper ways to reach them. Therefore the process was very transparent: the open call for participation was announced and about thirty organizations were chosen to participate.¹¹⁹ The participation of key stakeholders significantly supported the achievement of the objectives as the NAP was mainly properly and well-articulated. Women's organizations prepared also comments on the NAP: twenty women's organizations wrote comments while forty six supported these comments in 2009.¹²⁰

There are lots of critics¹²¹ directed toward lack of the GED - as the only national institution for gender equality leadership, commitment and technical capacity, to continue working in the area of gender based violence.¹²²

4.7. Eliminating Gender Stereotypes in Media and the Promotion of Gender Equality

The strategic area of elimination of gender stereotypes in media and promotion of gender equality includes four specific objectives:

- Affirming gender sensitive action in media
- Removing gender based stereotypes and eliminating misogyny in public media, particularly with respect to groups discriminated on multiple grounds
- Increasing participation of women in decision making in the public media
- Systematising research, documentation and statistical data on gender equality in public media

¹¹⁶ PREDMET: Predlozi za izmene članova Krivičnog zakonika koji se odnose na nasilje u porodici
http://www.womenngo.org.rs/images/Vesti_09/komentari_i_predlozi_clanova_kz.pdf

¹¹⁷ http://www.womenngo.org.rs/images/Vesti_09/pismo_podrske_izmene_kz.pdf

¹¹⁸ Izvor Slobodna Evropa, 25.11.2009. Nijedna žena manje, nijedna mrtva više
http://www.slobodnaevropa.org/content/nasilje_zene_un/1887122.html

¹¹⁹ Stressed by most participants of the focus group held in Belgrade, in 29 September 2015.

¹²⁰ http://www.womenngo.org.rs/images/Vesti_09/NAP_Komentari.pdf

¹²¹ Izveštaj Autonomni ženski centar IZVRŠENJE BUDŽETA - KA TRANSPARENTNOJ I ODGOVORNOJ POTROŠNJI
http://www.womenngo.org.rs/images/pdf/Uprava_za_rodnu_ravnopravnost-analiza_izvršenja_budzeta_2009.pdf

¹²² Expressed also on the focus group on the National strategy held in Belgrade on 9 September.

Numerous implementing actors were defined within this area of NAP: GED, Ministry of Culture and Information, Ministry of Human and Minority Rights, Local self-governments, Ministry of Labor and Social Policy, Ministry of Education, Ministry of Youth and Sport, Regulatory Authority for Electronic Media, Radio Television of Serbia (RTS), Press Council, Independent Journalists' Association of Serbia, Independent Association of Vojvodina Journalists, Gender Equality Committee of the National Parliament.

4.7.1. Relevance

This outcome is highly relevant but also difficult to operationalize and achieve due to its comprehensive nature, particularly objectives concerning.

Media images of women reflect both patriarchal culture and production practices of media industry. It is a very unevenly 'gendered' industry where male-female inequality extends all the way from junior positions to top level executives and professionals. Only one out of 11 daily newspapers in Serbia has a female editor-in-chief while none of the four national terrestrial broadcasters have female owner or director. Delayed media transition and transformation of news media into commercial organisations is creating tremendous economic pressures. Competition for advertising revenue is leading to strong commodification of women. Also, information society and rapid technological changes are creating new media habits and practices which are increasingly difficult to regulate. Combined effect of all those processes requires active media policy and constant updating in both media and gender equality issues, which is not reflected in the existing regulative media framework in Serbia.

As stated in the Strategy, the outcome basically has two relevant dimensions. The first is equal participation of women in decision making processes and governing or managing bodies of the media. According to recent research 73% of leading positions in the world's media are occupied by men while women make almost 60% of junior professionals.¹²³ Glass ceiling and gender prejudice prevent more equality within workforce and the trend is even more negative as the industry gets more commercialized. International Women's Media Foundation (IWMF) research shows that less than half consulted media companies had adopted gender equality policies (16% in Eastern Europe, 69% in Western Europe) and those women tend to have more insecure jobs with less protection than those of men.¹²⁴

In focus groups interviews respondents indicated that women journalists, also, are more dedicated to coverage of social inequality and human rights issues even when it involves high risk (9 out of 10 journalists who covered Gay Pride in 2010 were women). That often leaves them unprotected and it seems that this 'vulnerability' extends into the on-line media. OSCE Freedom of the Media Representative recently launched an initiative against digital threats targeting female journalists. Female journalists experience roughly three times as many abusive comments as their male counterparts on Twitter.¹²⁵

The second dimension concerns media content and broadly, generation of knowledge regarding gender equality. Media portrayals define gender identities, roles and future career expectations for society at large. Stereotypical media images prevent changes and fortify inequalities and the status

¹²³ Global Report on the Status of Women in the News Media (2011) available at: <http://www.iwmf.org/wp-content/uploads/2013/09/IWMF-Global-Report-Summary.pdf>

¹²⁴ Global Report on the Status of Women in the News Media (2011). available at: <http://www.iwmf.org/wp-content/uploads/2013/09/IWMF-Global-Report-Summary.pdf>

¹²⁵ Communique on the growing safety threat to female journalists online. OSCE Freedom of the Media Communique 02/2015. available at: <http://www.osce.org/fom/139186?download=true>

quo. Gender insensitive language and images are the visible aspects of inequality and the first indicator of resistance to changes. During the current NS/NAP period, even state administration and high female public officials were reluctant in using gender sensitive language sending a message of its unimportance to general public. Language and visual representation in traditional/mass media are not losing importance with the emergence of new media platforms. Regulatory regimes for the offline and online environments should be converging which is now not the case.

The real time relevance of this area remains high; however, the evaluation finds that it remained somewhat narrow, without any focus on new (social) media and the created environment; efforts to enhance capacities for gender mainstreaming in the “digital world”/ digital media sphere was missing.

Identified challenges and issues served as the basis for international development partners to intensify and expand activities in media domain globally. For example, the activities of the Council of Europe, in this field resulted in the 16 measures within the broader set of Recommendations (2013/1); this is a binding document for Serbia with certain impact on the new NS cycle.¹²⁶

4.7.2. Effectiveness

Effectiveness, as the measure of the degree to which planned results within the Strategy were achieved, is unevenly distributed across different sectors. In terms of key stakeholders, state institutions and organisations, it showed significant discrepancies in addressing assigned tasks. In the area of legal environment, legislative changes did not include gender equality in a comprehensive manner in media legislation, remaining at the level of general constitutional proclamation about prevention of all forms of discrimination; while there was no real effort to further development of legal documents or those which should ensure that gender equality, incorporated as a specific media policy priority.

Political institutions and ministries are not using gender sensitive language; important female politicians publicly declare that they prefer to be addressed in their professional roles using ‘neutral’ nouns without even acknowledging their masculine normativity. The same applies to many prominent journalists, both male and female, who consider the sign of ‘emancipation’ and equality using gender ‘neutral’ naming. During the field phase, some of the interviewed female journalist expressed opinion that insisting on gender sensitive language is just a fashionable discourse that will not change things.

Use of gender sensitive language or respective Code of practice, therefore is not widely accepted as means of changing misrepresentation of women. In fact, elimination of stereotypical coverage is primarily observed as a media industry task but not a policy goal. Furthermore, it only applies to public service media, while the commercial media remain outside of the scope and are generally considered as commercial companies with no gender equality requirements.¹²⁷

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[https://www.coe.int/t/dghl/standardsetting/equality/03themes/women_media/Handbook%20on%20the%20implementation%20of%20Recommendation%20\(2013\)1%20of%20the%20Committee%20of%20Ministers%20n%20gender%20equality%20and%20media.pdf](https://www.coe.int/t/dghl/standardsetting/equality/03themes/women_media/Handbook%20on%20the%20implementation%20of%20Recommendation%20(2013)1%20of%20the%20Committee%20of%20Ministers%20n%20gender%20equality%20and%20media.pdf)

127 In the Review by Regulatory Authority for Electronic Media, Commercial broadcasters - Legal and Programme Obligations, not a single reference was made to gender equality or any other diversity obligation of commercial broadcasters, available at:

http://www.rra.org.rs/uploads/useruploads/izvestaji-o-nadzoru/Komercijalni_emiteri_2013_final.pdf

Individual initiatives by CSOs (and there were many, including awards for gender sensitive reporting in various fields such as security, military etc.) are sporadic and donor driven or dependent. Hence, they are not producing a permanent effect nor contributing to a systemic change. Also CSOs or donor initiatives are not always welcomed by the media community who sees them as a sign of 'interference' and these are always more effective when exercised together with media associations.

No reliable data base or professional resource centres with documents, good practices, experiences or any kind of information exchange has been established during the five year period. Even the newly formed regulatory or self-regulatory bodies consider and report on gender and diversity issues sporadically and incidentally, but not as part of their core activities (Regulatory Authority for Electronic Media (REM), Press Council, Programme Council or Governing Board of public service broadcasters)

No long-term initiative has been taken to document, analyse or publicly discuss gender inequality within the profession. Section of female journalists were only formed within one professional association- Independent Journalists' Association of Serbia (NUNS), but is hardly active and mostly depend on personal initiative of several motivated journalists. Legal, regulatory, self-regulatory and professional activities require simultaneous conduct in order to produce changes effectively. The NS/NAP activities were not successfully coordinated and many legal and policy changes were introduced without supporting bylaws, mechanisms or instruments in place.

Actual situation in the commercial media is even more complex: the overall environment pushes into direction of less gender equality despite more women in the profession or maximization of female audiences. Dependent on growing advertising- based revenue, and advertising is even more prone to stereotypes than news industry, commercial media tend to objectify women and promote traditional gender roles.

4.7.3. Efficiency

Efficiency of activities in the area of media is difficult to assess objectively in all major areas of the output due to their complex nature. For instance, elimination of stereotypes is a long term goal which is not easily achieved nor measured even in cases of individual improvements. Also, affirming gender sensitive action does not immediately follow from more positive coverage or promotion of women's achievements in society.

In terms of media content, there was more efficiency in regard to criticizing or reacting to unacceptable stereotypical coverage than in affirming gender sensitive action in the media. The approach has generally been rather to react to extreme cases of stereotypical, discriminative or misogynous coverage than to develop affirmative approach for building more gender sensitive reporting. The most prominent cases were publishing of pornographic photos, allegedly of Ms. Kolinda Grabar Kitarovic, president of the Republic of Croatia, on the front page of a tabloid paper in Serbia, immediately upon her being elected for office. This triggered a reaction from the Ministry of Culture and Information and caused the papers' editor-in-chief to publicly apologize. Also, the most popular TV channel RTV PINK's reality show about a couple with emotional problems, followed by a murder of the woman by her partner few days later, initiated a complaint by several human rights CSOs to the Regulatory Authority, which was later dismissed, but had a public impact.

In the case of objectives (1) affirming gender sensitive action in the media, and (2) removing gender based stereotypes and eliminating misogyny, efficiency can be judged as modest and partial because it was achieved through public criticism rather than it was a consequence of existing gender equality measures.

Increasing participation of women in decision making processes is not addressed in a coherent or coordinated manner: there was no regular monitoring, no guidelines or recommendations of equal employment or participation of women in regulatory, policy, governing or any media institution were produced or reported.

There were many occasions for intervention in the past five years: new director – general and entire governing and management structure of both public service broadcasters was appointed, new Press council and REM members were elected and in any of those cases gender equality was not even considered. For instance, self-regulatory Press Council Governing Board has two women out of eight members, and Press Complaints Commission has four women out of eleven members. There is no public recognition that the same issue could even be raised in the case of governing or management structure in the commercial media.

Therefore, in case of remaining two objectives (3) increasing participation of women in decision making in the public media and (4) systematizing research, documentation and statistical data on gender equality in public media, findings indicate overall low efficiency of activities.

4.7.4. Impact

Impact measures the effect of this particular outcome in achieving the overall objective of the Strategy. By definition, this is beyond the scope of a particular outcome but a positive impact could be ensured if the outcomes are achieved, so that it helps to meet the wider objective of the Strategy. Sustainability on the other hand is a measure of the degree to which the outcome has a lasting effect or durability after the completion of the activities life of the project. Both these measures should ideally be premised at a time-period between two to five years after the life of the project.

Impact can only be assessed after certain period upon the end of activities under the specific outcome area. However, the evaluation approach was to anticipate possible impact after the completion of the intervention in the outcome area.

Impact at individual, institutional and systemic levels: The analysis of impact of this specific objective was three-fold: it was observed and evaluated at levels of individuals, responsible institutions and at the level of the media and information system in Serbia (systemic level)	
Impact analysis-systemic level	At the systemic level, this outcome made partial impact on improvement of the policy and legal framework. The legal framework related to media includes general non-discrimination norms, but gender is not considered in any specific media bylaws. This is further affected as the quality of media reporting is not evaluated or regularly assessed through a comprehensive gender equality indexes. The actual impact at this level is further affected as the media regulation and media policy is lagging behind and not responding to challenges posed by new media platforms and communication habits, leaving online forms of sexism and misogyny particularly widespread. Possible consequences of technological changes on gender equality are almost equally neglected by media institutions, which are not yet acknowledging changes in journalistic culture and media-audiences relations. Improved impact of policy, regulatory and professional initiatives in affirming

	<p>gender equality need to be connected to comprehensive media literacy programs within the next Strategy cycle.</p>
<p>Impact analysis- institutional level</p>	<p>Combining trainings and capacity development of journalists with monitoring and improvement of media activities related to the topic (media coverage, quality of reporting, variety of sources etc.) implemented under this outcome, could have direct attribution to building the effective protection mechanisms that eventually serve to prevent the most fatal consequence of VAW in family and intimate partner relationships – femicide. It also brought political actions and legal enforcement under more public scrutiny as means of improving general gender equality instruments and conditions. In addition, more frequent presence of the gender related issues in the media contributed directly to better visibility and understanding of this topic among the population at large.</p> <p>Impact at the organizational level, could be observed and analysed at levels of public administration, specialized CSOs and media organizations. At the level of public administration, there is increased awareness of the gender topic, although none financial resources were allocated to strengthening regulatory, self-regulatory and professional bodies in monitoring, analyzing or documenting gender inequality in the media and even major state institutions - in this respect are donor dependent and driven. In addition, there is a gap in substantive understanding of the role of public administration in the number of areas related to achievement of gender equality and the role of the media in this process.</p> <p>At the level of CSOs, capacities are more apparent, but lack of available funds affects continuity, hence, gender media related projects are mainly single initiatives. They are also limited to particular CSOs area of activism or interest without potential to exchange experiences and networking impact.</p> <p>The impact of this outcome could be observed only at the level of traditional media - electronic and printed press. The coverage of gender equality in general has not improved significantly, although some issues, such as previously mentioned gender based violence, are presented in a more competent manner and more frequently. However, the impact could be jeopardized as there is still resistance to more substantive changes such as gender sensitive language, promotion of women’s visibility in the media, non-stereotypical depiction of women’s roles and identities, acceptance of working conditions and schedules for women journalists, etc.</p>
<p>Impact analysis - individual level</p>	<p>At the individual level, expected impact is at the level of improved reporting on gender related issues, problems and results by capacitated journalists. The actual approach was to analyse correlation between the numbers of media reports on gender related issues over the period of Strategy implementation. There is a positive trend recorded, with increased presence of the topic in media (increased number of articles). Good example in this respect could be gender based violence topic, that was increasingly present in the media and immediate impact was more insightful and better-argued media reporting on the issue along with higher public awareness about it.</p>

4.7.5. Sustainability

Majority of activities connected to this outcome suffered from low visibility, isolated circle of stakeholders and beneficiaries. Many of the activities were not even reported properly and cannot be reconstructed retrospectively. This seriously prevents knowledge generation and further improvements, even when the activity was rewarding for the immediate participants or beneficiaries.

Major impediment to sustainability is low political, financial and human resources allocated to majority of outputs. Major state institutions were not supported financially to further strengthen, support or coordinate partnerships, inter-sectorial and inter-organizational alliances around gender equality goals.

Even where possible to mobilize existing intellectual or institutional resources, (such as university curricula, teaching material, data bases) lack of coordination and political support did not produce visible improvements.

Exclusive and non-coordinated NGO activities also did not contribute significantly to general advancements and were mostly focused on a very specific priority areas (gender based violence, LGBT rights) or very general in scope ('women and the media').

In order to produce long-lasting and systemic improvements some focal points for accumulation or resources (knowledge, previous projects, best practices, common initiative etc.) and knowledge generation is needed.

Gender relevant statistics needs to be available to media organizations on continuous basis. Both academic and policy media research on gender relevant issues should be publicly presented, discussed and available. Regulatory and policy institutions, whose mission is to oversee media quality, need to include gender monitoring and equality data in their regular monitoring. Their purpose is to promote debates which aspire to raise standards and not to justify unsatisfying results with quasi common sense argument that the "media cannot make reality prettier than it already is."¹²⁸

¹²⁸ <http://www.rra.org.rs/uploads/useruploads/izvestaji-o-nadzoru/Rodna-ravnopravnost-RTS-1.pdf>

5. LESSONS LEARNED

The experiences from the implementation of NAP indicate that well-established partnerships yield synergies and produce better results. This can be seen from the establishment of the Women's Parliamentary Network, the Women's Platform, the partnership between SORS and gender equality mechanisms, and the business sector and gender equality mechanisms. These types of inter-stakeholders and inter-sectoral partnerships bring new insights, perspectives and modes for cooperation. They also bring higher involvement, participation, new impetus for a proactive approach and focused efforts —such as in the case of WPN and the effective ratification of Istanbul Convention. Furthermore, they bring new and improved modes of utilized resources, such as in the case of SORS and profiling data publication that can be easily used for monitoring situations and trends of key stakeholders. They also bring new practices, such as in the case of implementation of gender equality standards in the business sector. These practices can be transferred to other sectors. In a similar manner, gender audits can be implemented in universities and public enterprises, as evidence base for organizational changes in line with gender equality standards.

In a similar manner, positive effects are achieved in vertical cooperation between national or provincial-level institutions and local stakeholders. PBILD was the program which fostered this kind of cooperation and it produced positive outcomes in different areas of gender equality in local communities of South Serbia.

As a few examples, future strategic processes can be fed with lessons that teach us what should be avoided: a lack of effective and efficient coordination and monitoring should be avoided at any cost. Without proper coordination and good management of the processes of implementation and monitoring, the effects of good achievements will be wasted. The low involvement of civil society in implementation should also be avoided at any cost as the overall process lacks two key things: on one hand, measures and actions implemented by state agencies omit responses/answers to the real, dynamic needs of various groups of women, while on the other hand, they fail to mobilize civil society in a synchronized manner and with a broader scope.

NAP was prepared as a comprehensive and multi-layered strategic document, but missed to include some areas, mostly due to the development of a parallel strategic framework. One of these areas, in which significant changes have been initiated, is the area of gender and security. The Action Plan for the Implementation of UN Resolution 1325 was adopted to cover the same period as NAP¹²⁹. In this area, the entrance to military ranks for women were opened through the education system (Military High School and Military Academy), and the share/presence of women increased in the lowest ranks of the Armed Forces. There are still however many gaps and limits to the achievements (e.g. lack of women on top ranks, in some army units, etc.), but this is a positive initial change. There have also been positive trends in the police forces as well.

Another area not included (except indirectly and marginally) in NAP i.e. property ownership is beginning to undergo changes. A lack of assets and ownership among women, particularly land, property-based and other real estate assets, is a significant obstacle to the access of financial markets and various support programs, particularly in agriculture. The national gender equality mechanism has started cooperation with the World Bank and the Republic Geodetic Authority and are working towards improving records on property ownership with sex disaggregated data. The

¹²⁹ Ministarstvo odbrane RS, Izvestaj o realizaciji zadataka iz nadležnosti Analitičke grupe Ministarstva odbrane i Vojske Srbije za analizu sprovođenja Nacionalnog akcionog plana za primenu Rezolucije 1325 Saveta bezbednosti UN – Zene, Mir i bezbednost u Republici Srbiji (2010-2015) od januara do juna 2015. godine, available at http://www.mod.gov.rs/sadrzaj.php?id_sadrzaja=4352

effectiveness of this action has yet to be evaluated but this is however an important step forward that can positively affect various aspects of the economic empowerment of women¹³⁰.

Other areas not included in NAP, such as the environment, pensions and wider social protection, are the areas in which new advancements could not be recorded to any significant extent.

6. RECOMMENDATIONS

Recommendations presented in this section are based on the analysis of findings, conclusions and lessons learned; in order to ensure high degree of national ownership and to set the basis for the follow up, preparation of these recommendations included broad and intensive consultations with various stakeholders that were involved in the implementation of NAP.

The evaluation team organized consultations when initial findings were identified and recommendations formulated. The stakeholders, including representatives of the national and sub-national (provincial and local) authorities, civil society organizations and international development partners, participated in these discussions and provided valuable inputs and comments on findings and recommendations. All the inputs and comments were collected and presented in the revised recommendations; this was followed by another consultation event with the key representatives of gender mechanisms at national and provincial levels, by representatives of ministries and other public institutions responsible for the implementation of activities, and by representatives of civil society and media. During this event, all the recommendations were presented and endorsed by the national stakeholders.

The evaluation provided recommendations that reflect on the need for the future planning purposes and on priorities related to six strategic areas in NAP. In addition, recommendations are provided for the possible engagement of UN Women in the next strategic cycle.

6.1. Recommendations for the national stakeholders

Recommendations are focused on the key aspects of future strategic orientation of the Government of the Republic of Serbia and governance structure at all levels in the processes of planning, implementation, monitoring and evaluation of the gender equality policies.

- It is recommended that Serbia establish **comprehensive strategic framework** for empowerment of women and promotion of gender equality for the next five years period. This wide ranging strategic framework should include clearly identified priority objectives, and sets of interventions that will lead to the achievement of these objectives.

New strategic objectives should take into account interests and needs of various groups of women, particularly vulnerable, and men should be also included, as important actors in designing and implementing strategic interventions. Gender equality objectives should be reflecting on interaction between men and women.

It is recommended that future strategic framework include priorities for gender mainstreaming in institutions, policies, measures and programs that will ensure higher effectiveness and impact. Building up mechanisms for mainstreaming gender in key

¹³⁰ Information obtained from the representative of the expert group of CBGE.

developmental, economic, social, environmental and security policies should be the main way to further advance gender equality. Key priorities should be again economic, political participation, gender based violence, education and media that should bring changes in gender relations within patriarchy, which is deeply rooted in culture and structures. Holistic support to women from vulnerable groups should be one of the strategic priorities of the future strategic framework, as these women have to be targeted by multiple forms of support in order to urgently elevate them from the vulnerable situation. This should include rural, Roma women, single mothers, poor women, women with disabilities, LGBT, former prisoners, and other discriminated women.

- It is recommended that the Strategy includes sound Action Plan that should be gender responsive but also gender transformative. The new Strategy should be followed by the two-year action plan, which will be monitored, evaluated and then revised in line with changes in the context and lessons learned from the first phase of implementation. The monitoring mechanisms should be precisely defined and reporting process should be designed and conducted separately from regular reporting of stakeholders to the government.
- It is recommended that the Government establish cooperation and collaboration among the key stakeholders on preparation and implementation of activities related to gender equality. The collaboration that emerged as a result of the exchanges among a number of different social and institutional actors from different state institutions, NGO organizations, senior policy-makers to academics could be a generator of the future reforms. This collaboration should be more formalized, even to the extent of utilizing each other's data items for greater synergies.

In addition, it is recommended much to ensure well-established and solid institutional infrastructure and political commitments for implementation of the Strategy. In addition to the Coordination Body for Gender Equality, which is important political body, it is recommended to establish designated operational body that will manage, coordinate, and monitor the process of implementation. Best practices from implementation of strategies suggest that the process of management, coordination and monitoring should be centralized, but partnerships should be broad across the sectors (various ministries), levels (national, provincial and local) and between state, private sector and civil society.

- Development of a strategic framework should be supported with the reform of the legal framework. Further legal reform should continue with gender mainstreaming, including revision of relevant laws which for now are not enough or not at all gender sensitive (Law on safety at work, Law on Health Care, Law on Health Records, Law on Patients' Rights, Law on Scientific Research). Law on prevention of violence against women should be adopted. Criminal Law should be amended in accordance with expressed needs, particularly in expanding the term of family members. In addition, it is recommended that the National Assembly adopt Declaration against violence against women, including domestic violence, to demonstrate a clear political will and commitment to combat the VAW.

In term of the content, the following core recommendations are provided:

- In the future process of drafting new Constitution of Republic of Serbia, it should guarantee participation of women on equal terms as men and gender equality principles stipulated by this highest legal document.

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- Electoral reform in Serbia should be monitored carefully and all possible losses in representation of women in legislative bodies should be prevented, and further increase of participation guaranteed.
- The activities not implemented within the previous strategic cycle (gender responsible revision of laws and bylaws on political parties, financing of political parties, laws and regulations related to the executive power, gender sensitive statistics in the area of political participation) should be implemented in the next cycle.
- Focus on political participation and representation of women from multiple discriminated groups should be enhanced.
- Women's Parliamentary network should be further supported and its cooperation with women's organizations increased.
- The role of new strategy and NAP in the area of economy should shift more from the direct support measures to the gender mainstreaming in relevant economic and social policies (employment, labour, education, social protection, taxation, fiscal policies, rural development) and programmes (support to entrepreneurship, employment, farming, etc.). The role of implementation body should be bridging between various groups of women, their associations, NGOs and legislative, executive and judiciary institutions in order to ensure that needs of diverse groups of women, and particularly those who are exposed to the discrimination and disadvantages in the economic participation and position, are properly addressed in relevant policies and measures.
- Important part of gender mainstreaming is further legal reform which should include revision of relevant laws that regulate participation of women in the economy, access to assets, property rights and access to other resources important for wellbeing.
- New strategic framework should focus more on the monitoring mechanisms, particularly in the aspects that are covert, hard to reveal, tackle and sanction, such is discrimination not only during employment or at the work place, but broader in the all forms of economic participation (farming, reproductive household work, caring activities), and to address these issues by simultaneous forms of intervention – monitoring, mainstreaming in relevant laws and policies, campaigning.
- Direct measures of support that are very needed in diverse areas (business literacy, labour skills, awareness on labour and property rights, etc.) could be also implemented directly by the main implementing body but only in strong partnership with main sectorial institutions (i.e. Ministry of Economy, Ministry of Trade, Tourism, and Telecommunications, Ministry of Agriculture and Environmental Protection, Ministry of Labour, Employment, Veterans and Social Affairs, Ministry of Education, etc.).
- The attention should be paid more to the scope of implementation of measures, targeting larger groups of women in order to provide more effective impact.
- It is recommended for the new strategy has to take more holistic approach. The research and practice in relation to gender equality should focus on education from early childhood through to adult education. Measures within the Strategy and the Action Plan should be systematically implemented at all levels of education in order to provide adequate impact.
- It will be much better to use the phrase 'psychosexual maturation' instead of 'reproductive health' within curriculum, because it is not obligatory that everyone has to want to reproduce, and what should the preschool children learn about reproductive

health?¹³¹ In that sense, the Action Plan should be reformulated especially in those measures that are targeting certain age groups of younger children.

- It should be considered with caution in designing measures, as some measures carry a high risk of segregation/ghettoization, and could be in practice contrasted with programs of social inclusion!¹³²
- Gender mainstreaming in relevant health policy should take place and be realized by state coordination body – it should be a link between various groups of women, their associations, NGOs and legislative, in order to ensure that needs of diverse groups of women, and particularly those who are exposed to the multiple discrimination.
- Direct support measures for diverse areas are needed: incorporating the gender aspect into the creation of an integrated information system in healthcare; training for health care workers to introduce gender dimension has been included in the training plan, stimulation of an active role of the patients in deciding on their treatment, establishing decentralized health counselling services which would be available to women who live in remote places and also adapted to their specific needs. They could be implemented in cooperation with relevant ministries and institutions, in real cooperation with all relevant factors dealing with women's health care, and exchanging information about their activities, but supervised by coordination body.
- Violence against vulnerable groups of women, including intersectionality¹³³, (groups of women exposed to more than one type of discrimination) should be sanctioned by laws and recognized by policy documents.
- In relation to prevention of violence against women, implementation of General and special protocols is recommended to be mandatory in practice. Institutional recognition of specialized services in providing support to women who survived violence is recommended. This should be followed with improved organization and enhanced capacities of the institutions mandated to deal with the violence against women cases and their synergic networked cooperation is necessary.
- The process of decreasing the SOS help lines and safe homes should be stopped and such services should be supported, increased, and established all over country.
- It is recommended that the national statistics include official statistic evidencing of femicide mandatory and establish data points with gender specific statistics, professional resources and good practices and initiate academic-policy-professional exchange of ideas and institutions in this field.
- Both governmental bodies and National Assembly should be mandated to deal with violence against women by the way of providing forum, space and public attention to the problem of violence against women. Many examples already happened during 2009 and in other years, but sporadically, not as a part of systematic implementation of any strategic document, but even as such, they might provide model of good practice.
- Introducing mandatory education on the inadmissibility of violence, and education on non-violent communication in the formal education system, and it should include: i) girls

¹³¹ For example: activity 3.2.1.8. "Developing the curriculum for the subject 'Health' involving knowledge about reproductive health in preschool, primary and secondary education"

¹³² For example, the activity 3.3.2.3. "Organizing supplementary and additional teaching lessons for girls - from multiple discriminated groups".

¹³³ Multiple discrimination

and boys from pre-school education until completion of university studies, in order to build a new model of behaviour; ii) the teachers and staff who will implement training to enable the training to be adequate, permanent and systematically implemented;

- Annual global campaign “16 days of activism against violence against women” should be supported by all means as one of the most effective way of introducing facts of violence against women in public discourse. These happenings emerged as a combination of art and activism aimed at changing social consciousness and social relations.¹³⁴
- It is recommended to broaden the scope of gender equality requirements to encompass the whole media environment. Include diversity and gender equality obligations for commercial media, taking up the example of public service media as structural regulators, .i.e. standard improving institutions. Include on-line communication (digital media) into consideration following the principle that human rights and values should be equally guaranteed off-line and on-line.
- It is recommended to stimulate regular public debates about women miss and underrepresentation in the media, within public sessions of relevant political bodies (Women’s Parliamentary Network, Committee for Culture and Information of the National Parliament) regulatory bodies (Regulatory Authority for Electronic Media) or self-regulatory bodies (Press Council) devoted to these issues.
- Develop gender sensitive teaching curricula in journalism education. Include students of journalism in production and promotion of public campaigns bridging traditional-new media divided in respect to sexism and misogyny.
- Initiate public campaigns about importance of media images, tabloid and commercial objectification of women and ways to change it and as a part of general media literacy campaigns.
- Promote equality and women’s participation in the composition of regulatory and self-regulatory bodies and governing and managerial boards of the media.
- Develop comprehensive professional practice toolkits for gender sensitive reporting (language, sourcing, women expert data bases, critical literacy etc.) and popularise and promote it within journalistic community and media industry.

6.2. Recommendations for UN Women’s engagement

The role of UN Women in the implementation of NAP was significant. The support was mostly focused on area related to economic empowerment of women, but forms of support were diverse, from improvement of evidences, monitoring system, through capacity building of various stakeholders, improvement of evidence base for specific areas in economy, to coordination between stakeholders, exchange of experience and cooperation. UN Women supported development of gender disaggregated data and statistics. It contributed development of partnership between Statistics Office of the Republic of Serbia (SORS) and other stakeholders, for exchange of data. One of the main products was the first publication ‘Women and Men in Serbia’, the first systematic gender based overview of situation and trends in key aspects of social life (political participation, economy, education, health, social protection). UN Women supported capacity building of stakeholders responsible for the implementation of laws and prevention and sanctioning of discrimination on the labour market, and in broader aspects of social participation.

¹³⁴ Rekonstrukcija Ženski fond, 2009, 16 dana aktivizma protiv nasilja nad ženama 2009, 14/12/09
<http://www.rwfund.org/2009/12/14/16-dana-aktivizma-protiv-nasilja-nad-zenama-2009/>

Capacity building was provided for SORS employees (gender sensitive statistics), labor inspection (discrimination on the labour market), Commissioner for the Protection of Equality (classification of cases with gender dimension, outreach in rural areas), Social and Economic Council of the Republic of Serbia (gender analysis of legislation), Judicial Academy (social and economic rights of women), Ombudsman in AP Vojvodina (outreach in rural areas, informing rural women how to use Ombudsman support).

UN Women supported various initiatives aiming at strengthening women's business and economic participation. It commissioned baseline study on women's entrepreneurship and introduction of support programme for women entrepreneurs. In partnership with Association of Business women and Union of Employers, around 400 companies have integrated gender equality standards in their businesses. In addition to the strong engagement in economic area, UN Women has supported to some extent the initiatives related to the gender and security issues, including the implementation of UN Resolution 1325 and supported initiatives aiming at establishment of monitoring system and registries of victims of violence. Many efforts were invested in support to build institutional gender equality mechanisms at national, provincial and local levels.

UN Women should take a lead in further supporting development of gender equality policies and strengthening gender equality mechanisms in Serbia. As middle income country, Serbia has provided certain level of wellbeing to women, but as country with still prevailing gender inequalities and patriarchal regimes, Serbia needs to invest much more efforts in empowering women and improving gender equality. UN Women has signed Memorandum of Understanding with Coordination Body for Gender Equality of the Government of the Republic of Serbia. In line with the Memorandum and strategic objectives of UN Women and based on findings and recommendations from the evaluation of previous strategic cycle, the role of UN Women in the next strategic period is recommended mostly as support to gender mechanisms to systematically mainstream gender in governance structures, development and sectoral policies and budgeting processes and outcomes. The support should be focused in large part to the national GE mechanisms, presently CBGE and its operational body, but also to gender equality mechanisms of the AP Vojvodina and to some extent to local GE mechanisms. At the same time, support to civil society should complement the actions of CBGE and therefore, UN Women should continue to support CSOs in their efforts to improve position of women and to promote gender equality in areas defined as priority.

It is recommended that UN Women provides a comprehensive support for gender mainstreaming in Serbia, by working with the gender equality mechanisms at all levels. On more operational level, it is recommended that UN Women provide support to Coordination Body for Gender Equality and its operational body for effective implementation of its mandate in selected areas. Support should include capacity development on gender-mainstreaming across all sectors. More specifically, UNW should provide capacity development support for gender sensitive policy making within respective institutions; this should include assistance within the entire policy development cycle (e.g. baseline research and gender sensitive situation assessment; policy decision; policy drafting; decision on instruments, policy implementation; policy evaluation). At the systemic level, UNW is recommended to work on further accountability, through the establishment of monitoring system, including regular monitoring of system-wide progress.

UN Women can play a big role in supporting gender equality mechanism in selected areas. In case of support to Gender Equality Mechanism of AP Vojvodina, support should focus on selected priority areas: gender responsive budgeting and gender based violence and violence against women. The support should also take form of providing technical support to the experts analyses (evidence base for policies, impact analyses) and by providing support to development of mechanisms for implementation, monitoring and reporting within the overall strategic national framework.

At the level of local GE mechanisms, UN Women should provide support in two forms mainly: horizontal exchange of knowledge and experience among local mechanisms and vertical coordination with national strategic framework and their responsibilities in implementation and reporting to national GE mechanism.

It is recommended that UN Women engages in capacity development of the key ministries, secretariats, local governments and parliaments to understand significance of mainstreaming gender into policies, mechanisms, programmes. More specifically, UN Women should further support the Ministry of Finance and selected line ministries in introducing gender responsive budgeting in their programme budgets. Some of the subjects that are recommended to be addressed are: gender sensitive policy making/ policy development, policy implementation and coordination; monitoring and evaluation of progress in implementation of gender sensitive policies and strategies (this should include practical tools, such as monitoring matrixes, evaluation templates, reporting models including appropriate indicators selection, etc.). In terms of target groups, the focus should be on key decision makers at the national (such as ministers, state secretaries, assistant ministries, etc.), provincial (the Executive Council of Vojvodina and the Parliament) and local level. Focus should be on strengthening coordination and cooperation capacities; the links between national and sub-national levels should be further enhanced. The role of the UNW could be to provide best practices and tested models on coordination, to make their intervention more effective.

It is recommended that UN Women support should not be limited to institutional mechanisms, but should also be delivered to civil society. In order to achieve more effective impact, CSOs should be supported in complementary manner. UN Women can provide competent evidence base for policies, by conducting research, impact analysis, reporting on their experience from the field, to raise debates around important issues, participate in consultations and to create stronger influence on policies in priority areas (political participation, economic empowerment, gender mainstreaming and GBV) and to conduct campaigns around important issues, increasing awareness of citizens in priority areas and contributing to the change of perception, practices and relations among citizens.

Although the area of media is not among strategic areas of UN Women in Serbia, it would be of great importance to support civil society organizations in monitoring and advocating for more gender responsible media, as well as to use new media in promoting gender equality. As state mechanisms cannot engage in this area easily, nor directly, it would be of key importance to support increased action of civil society in order to induce changes in media which are important agent of reproduction of gender stereotypes, justifying gender inequalities and often spreading misogyny.

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ANNEX 1: THEORY OF CHANGE

IM
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IMPROVED POSITION OF WOMEN AND PROMOTED GENDER EQUALITY IN SERBIA



OUTCOMES

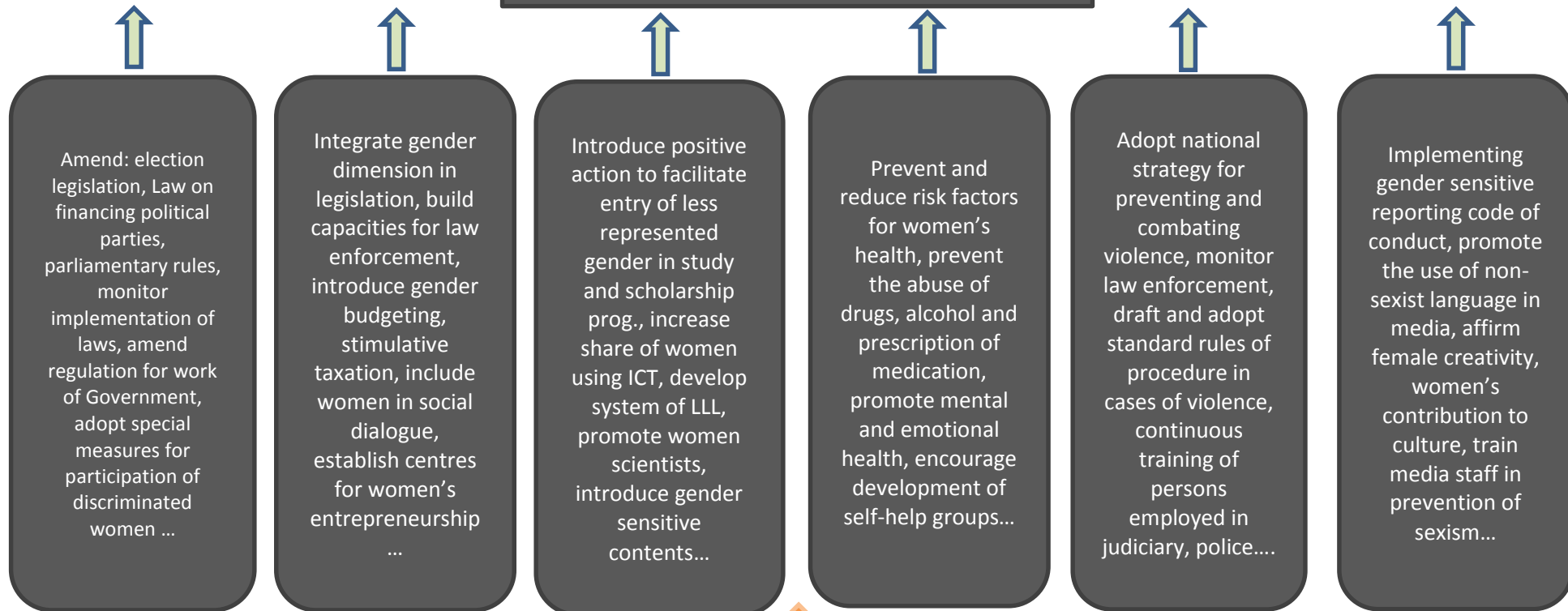


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OUTPUTS

1.1 Increasing participation of women in representative bodies at all levels	2.1. Creating systemic prerequisites for equal opportunities in economy	3.1. Equal access to education, balancing gender representation at all educational levels and profiles	4.1 Preserving and improving women’s overall health	5.1 Modernisation of the normative framework for protection of women against violence	6.1. Affirming gender sensitive action in the media
1.2 Increasing participation of women in the executive public authorities, in leadership roles in state administration and public services	2.2. Stimulating employment, women's entrepreneurship and self-employment	3.2. Building the capacities of the educational system by mainstreaming the gender perspective into education	4.2 Ensuring the availability of quality healthcare for women, in particular for women exposed to multiple discrimination	5.2 Strengthening capacities of the system for protection of women against violence administration and public services	6.2. Removing gender based stereotypes and eliminating misogyny in public media, particularly with respect to groups discriminated on multiple grounds
1.3 Institutionalising mechanisms for gender equality and active involvement in decision-making processes	2.3. Reducing economic inequalities which are a result of multiple discrimination	3.3. Eliminating gender inequalities in the education of groups discriminated on multiple grounds	4.3 Improving women’s reproductive health	5.3 Implementing research and improvement of documentation and statistics	6.3. Increasing participation of women in decision making in the public media
1.4 Creating prerequisites for the participation of women discriminated on double or multiple grounds in public and political life	2.4. Building capacities of economic and social stakeholders for eliminating gender discrimination, improving use of women’s resources	3.4. Media promotion and campaigns for advancing gender equality	4.4. Strengthening health care capacities by introducing a gender dimension into the system	5.4 Raising awareness on VAW as social problem, eradicating inappropriate portrayal of women victims of violence in media	6.4. Systematising research, documentation and statistical data on gender equality in public media
1.5 Build institutional capacities by raising awareness on GE in political and public life			4.5 Increasing participation of women in health care policy decision making		
			4.6. Increasing participation of women in sport, popularisation of female sport		

INTERVENTIONS



BARRIERS: Inadequate legal framework, weak institutions, patriarchal norms supporting inequalities, lack of data, lack of resources

PROBLEM: Prominent gender inequalities and weak position of women in the society

ANNEX 2: TERMS OF REFERENCE

I. Background and Context

In 2014 UN Women initiated in Serbia cooperation with the Coordination Body for Gender Equality, a body established by the Government Decision¹³⁵ in October 2014, which is mandated to coordinate Government` actions in the area of gender equality with the view of promoting women`s rights and gender equality. The Coordination Body for Gender Equality is presided by the Deputy Prime Minister and Minister for Construction, Transport and Infrastructure, while the other members are Government Secretary, Minister for Labour, Employment, Social and Veteran Affairs, Ministry of Defence` State Secretary, Ministry of Interior` State Secretary and the Director of the Republic of Serbia Chamber of Commerce. The Coordination Body, according to the Rules and Procedures for Governing Functioning of the Coordination Body for Gender Equality¹³⁶ “consider all issues and coordinate work of authorities of state administration related to gender equality with the aim of advancement of gender equality in the Republic of Serbia. The Coordination Body submit its proposals, opinions and expert explanations to the Government, ministries, special organisations, other authorities and expert organisations that have gender equality within the scope of their competence.” The Coordination Body for Gender Equality is the lead institution initiating, leading, coordinating and supporting the processes of development of the national level strategic framework on gender equality and the empowerment of women.

In March 2015, UN Women and the Coordination Body for Gender Equality signed the Memorandum of Understanding outlining a broad framework of cooperation in the following areas:

- a. Development of the institutional and operational capacity of the Coordination Body for Gender Equality;
- b. Supporting key strategic goals in the area of gender equality in the Republic of Serbia;
- c. Ensuring participatory dialogue with key stakeholders, including civil society organizations and members of Parliament;
- d. Development and implementation of joint projects in key areas of gender equality.

Serbia national strategic framework and international commitments on gender equality and the empowerment of women

The Government of the Republic of Serbia adopted the National Strategy for Improving the Position of Women and Promoting Gender Equality for the period 2009 - 2015¹³⁷, which set the basis for the establishment of systematic measures to ensure women`s human rights are “an inseparable part of the universal human rights and, as such, guaranteed, respected and protected”¹³⁸. Although equality between women and men is an integral part of the legislation system of the Republic of Serbia, existing data show that women in Serbia have a weaker position than men in different areas of socio-economic life, such as labour market participation and employment, earnings, participation in public and political life, experience of discrimination and gender-based violence, etc.

¹³⁵ <http://www.mgsi.gov.rs/lat/dokumenti/odluka-o-formiranju-koordinacionog-tela-za-rodnu-ravnopravnost>, Official Gazette RS, number 121/2014

¹³⁶ <http://www.mgsi.gov.rs/lat/dokumenti/poslovnik-o-radu-koordinacionog-tela-za-rodnu-ravnopravnost>, article 2

¹³⁷ Official Gazette RS, No. 15/09

¹³⁸ National Strategy for Improving the Position of Women and Promoting Gender Equality 2009 – 2015, para 16

The strategy was aligned with the Beijing Platform for Action¹³⁹, the UN Convention on Elimination of All Forms of Discrimination against Women (CEDAW)¹⁴⁰ which was ratified by the Republic of Serbia in 1981, and with other UN documents and Council of Europe's that refer to gender equality and position of women¹⁴¹. The basic principles of the Strategy was to serve for development of the policies of equal opportunities and improvement of women` human rights. The main objective of the strategy is “to provide opportunities for ensuring the creation of systemic, institutional and development solutions for the achievement of equal opportunities in various aspects of the life of women and men.”

The strategy defines six strategic priorities:

- 1) Increasing women's participation in decision-making processes and achieving gender equality;
- 2) Improving the economic status of women and achieving gender equality;
- 3) Achieving gender equality in education;
- 4) Improving the health of women and promoting gender equality in health policy;
- 5) Preventing and combating all forms of violence against women and to provide a comprehensive system of protection for women victims of violence;
- 6) Eliminating gender stereotypes in the media and the promotion of gender equality.

The strategy “defines a complete, harmonized state policy with the purpose to eliminate discrimination against women, improve their position and integrate the gender equality principle in all spheres of functioning of system institutions, as one of the elements of a wider democratization of the society.”¹⁴²

National Action Plan for the Implementation of the National Strategy for Improving and Promoting Gender Equality¹⁴³ (NAP) determines the activities in the period 2010-2015. It has been developed with the objective of enabling stakeholders to achieve the objectives of the Strategy. The NAP defines in detail the roles and responsibilities of the implementing partners, as well as the institutional mechanisms that should enable the attainment of planned goals. For each objective of the Strategy, the Action Plan defines indicators based on which the implementation of the Strategy will be monitored and outcomes evaluated.¹⁴⁴ A special chapter of the Action Plan is devoted to the system for monitoring and evaluation of the implementation of proposed activities, which contains reporting mechanisms, forms and methodology for all proposed activities of the specific and overall objectives defined in the Strategy. National action plan states that “... Planned activities are determined based on the previously assessed needs... and special attention was given so that their implementation could be feasible, that they could be supported both by the institutions and the civil sector, that the activities were harmonized with each other, and that long-term accumulation of positive changes brings to a deep and permanent transformation of gender relations in Serbia....”¹⁴⁵

139 <http://beijing20.unwomen.org/>

140 <http://www.un.org/womenwatch/daw/cedaw/>

141 National Strategy for Improving the Position of Women and Promoting Gender Equality 2009 – 2015, para 10

142 National Strategy for Improving the Position of Women and Promoting Gender Equality 2009 – 2015, para 1

143 http://www.gendernet.rs/files/dokumenta/Engleski/Serbian/Plan_of_Action_for_the_implementation_of_the_National_strategy.pdf

144 http://www.gendernet.rs/files/dokumenta/Engleski/Serbian/Plan_of_Action_for_the_implementation_of_the_National_strategy.pdf, para 4

145 http://www.gendernet.rs/files/dokumenta/Engleski/Serbian/Plan_of_Action_for_the_implementation_of_the_National_strategy.pdf

In July 2013, at its 55th session, the Committee on the Elimination of Discrimination against Women issued Concluding Observations to the State of Serbia, and requested Serbia to report to on two priority recommendations two years after, i.e. in July 2015¹⁴⁶. One of these is Concluding Observation No. 17, which specifically calls upon Serbia to allocate resources to national strategies, mechanisms and action plans aimed at the elimination of discrimination against women and request its` effective implementation. Specific focus has been placed on development of indicators and benchmarks as an integral part of a monitoring and evaluation system which will ensure regular measure of progress and would enable Serbia to address setbacks in the improvement of the situation of women.¹⁴⁷

By the end of 2015, both the National Strategy for Improving the Position of Women and Promoting Gender Equality, 2009-2015¹⁴⁸ and the National Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015¹⁴⁹, the main strategic documents of the Republic of Serbia in the field of gender equality will expire. As the National Plan of Action for Improving and Promoting Gender Equality 2010-2015 is at its final stage of implementation, final evaluation of the NAP will be undertaken with the aim to take a stock of what has been achieved under this strategic framework and to initiate a participatory dialogue and consultations on the strategic priorities for the new strategy, as requested by women`s CSO and other stakeholders in the area of gender equality.

II. Evaluation Purpose and Use

Under the scope of second priority area of cooperation between UN Women in Serbia and the Coordination Body for Gender Equality, defined in the signed Memorandum of Understanding “Supporting key strategic goals in the area of gender equality in the Republic of Serbia“, and in line with the CEDAW Committee Concluding Observations to the Republic of Serbia, UN Women Serbia, the Coordination Body for Gender Equality, the Social Inclusion and Poverty Reduction Unit (SIPRU) and the Secretariat for Public Policies will jointly commission the evaluation of the National Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015.

The main purpose of the evaluation is to assess the progress made by the Government of Serbia and its key partners, in the framework of the National Plan of Action, for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015. In addition, the purpose

¹⁴⁶ <http://www2.ohchr.org/english/bodies/cedaw/cedaws55.htm>

¹⁴⁷ CEDAW Concluding Observation 17: The Committee calls upon the State party to: (a) Allocate substantial and sustained resources, both human and financial, to all national strategies, mechanisms and action plans aimed at elimination of discrimination against women, especially disadvantaged women and ensure their effective implementation; (b) Take measures to harmonize its national strategies and action plans, in particular with the ones at the local level, and enhance coordination between sectorial policy-making and implementation and horizontal and vertical coordination between the national and local levels as well as to monitor and regularly evaluate the process of their implementation through reporting on progress achieved; (c) Adopt gender specific measures in current and new national strategies, and action plans to prevent and eliminate inequality and intersectional discrimination of disadvantaged women; and (d) Accelerate the development of indicators and benchmarks as an integral part of a monitoring and evaluation system, and ensure their regular use to measure progress and address setbacks in the improvement of the situation of women.

¹⁴⁸ <http://www.gs.gov.rs/english/strategije-vs.html>

¹⁴⁹ http://www.gendernet.rs/files/dokumenta/Engleski/Serbian/Plan_of_Action_for_the_implementation_of_the_National_strategy.pdf

of this evaluation is to assess effectiveness and efficiency in NAP implementation, to validate the results in terms of achievements and to assess continued relevance of NAP priority areas and to generate knowledge for future NAP.

The evaluation will follow a participatory approach that will include consultation with key stakeholders, including from civil society organizations. The evaluation will also draw lessons learned and recommendations for future NAP to ensure future synergies of the different national bodies. This evaluation aims to contribute to results-based management through a participatory approach that documents results achieved, challenges to progress, and contributions to the dialogue and consultations on the strategic priorities for the new strategy on gender equality in Serbia.

The evaluation will also have a forward looking focus and will aim to provide key recommendations for the development of the new strategy, based on the lessons learned from the implementation of the current strategy and will also provide forward looking recommendation on the roles of all key stakeholders to ensure linkages and mutual synergies of the different national bodies.

The information generated by the evaluation will be used by different stakeholders to build on evidence based information on effective strategies for addressing the needs of women in Serbia. The evaluation results will be used to support the Coordination Body for Gender Equality and other partners in developing and prioritizing actions under the new Strategy for gender equality.

III. Key stakeholders involved in the evaluation management structure

Coordination Body for Gender Equality, Government of the Republic of Serbia

The Coordination Body for Gender Equality was established by the Government Decision¹⁵⁰ with a mandate to coordinate Government` actions in the area of gender equality with the view to promoting gender equality. The Coordination Body for Gender Equality is presided by the Deputy Prime Minister and Minister for Construction, Transport and Infrastructure. According to the Rule book¹⁵¹ “the Coordination Body consider all issues and coordinate work of authorities of state administration related to gender equality with the aim of advancement of gender equality in the Republic of Serbia. The Coordination Body submit its proposals, opinions and expert explanations to the Government, ministries, special organisations, other authorities and expert organisations that have gender equality within the scope of their competence.¹⁵² The Coordination body for Gender Equality is the lead institution initiating, leading, coordinating and supporting the process of the evaluation of the National Action Plan and is the key partner and the beneficiary of this assignment.

Social Inclusion and Poverty Reduction Unit (SIPRU) of the Government of Serbia

The Government of Serbia established the Social Inclusion and Poverty Reduction Unit (SIPRU) in July 2009, with a mandate to strengthen Government capacities to develop and implement social inclusion policies and to provide support to the Government to coordinate, monitor and report on

¹⁵⁰ <http://www.mgsi.gov.rs/lat/dokumenti/odluka-o-formiranju-koordinacionog-tela-za-rodnu-ravnopravnost>, Official Gazette RS, number 121/2014

¹⁵¹ <http://www.mgsi.gov.rs/lat/dokumenti/poslovnik-o-radu-koordinacionog-tela-za-rodnu-ravnopravnost>

¹⁵² <http://www.mgsi.gov.rs/lat/dokumenti/poslovnik-o-radu-koordinacionog-tela-za-rodnu-ravnopravnost>, article 2

the efforts of the Government of Serbia in the field of social inclusion. SIPRU supports the building of capacities and processes with the aim of a more effective development and implementation of social inclusion policies in all public administration bodies, so that the Republic of Serbia is enabled to report on: establishing the monitoring system based on social inclusion indicators, developed and integrated social inclusion policies, strengthened and development capacities of public administration to implement and report on the social inclusion process. The SIPRU operates at the central government level in Serbia, working across all ministries and government agencies with the ultimate aim of supporting poverty reduction and social inclusion processes. The SIPRU is responsible for supporting Government's efforts to develop and implement social inclusion policies based on the European best practices. Furthermore, the SIPRU shall support the Government of Serbia to coordinate, monitor, report and provide advice on the Government's social inclusion efforts in the promoting social inclusion process in the Republic of Serbia.¹⁵³

The Government Social inclusion agenda will be mainstreamed and thereby become an integrated part of regular activities of relevant institutions on all Government levels. Thus social inclusion priorities will be reflected in the Government's regular planning and budget processes. SIPRU effectively promotes and coordinates the activities on social inclusion, under which is gender equality as of the main horizontal issues. Therefore, SIPRU is engaged to gender mainstreaming into policies by initiating and supporting implementation of the activities that relates to the various aspects of gender equality in the Republic of Serbia.

Republic Secretariat for Public Policies

Republic Secretariat for Public Policies (RSPP) has been established as a separated governmental institution based on the Law on Ministries and has been put in place on April 26th 2014. This Law proclaims that RSPP has a mandate to: analyze, identify needs and drafting of initiatives for delivery of strategic documents by which public policies are determined; secure compatibility of drafts of strategic documents which aim to determine public policies; draft laws altogether with adopted documents which determine public policies in the process of their adoption; draft initiatives for enhancement of procedures for drafting strategic documents which determine public policies; preparation of all strategic documents which determine public policies from the area of work of all institutions of state administration, as well as other area of designation proclaimed by Law on Ministries.

RSPP also conducts professional work which refers to implementation of regulatory reform and analysis of effects which line ministries and other organizations are preparing, as well as drafting initiatives for replacement of inefficient regulations and participates in the training of state servants which operate on the analysis of the effect of regulations. Main functions of RSPP are to support Government of Serbia in determination of strategic goals and monitoring of the implementation and coordination of implementation of certain public policies; offer analytical support to planning of strategic goals and monitoring of the effects of public policies of the Government; offer a support to quality assurance of public policies and regulations; harmonization of the planning system as a whole; macroeconomic analysis of effects of public policy and analysis of separated priorities of public policies for the need of the Government of Serbia. ¹⁵⁴RSPP has a mandate to be involved in strategic processes both in the evaluation of the ones expiring and quality assurance of the process of drafting new strategies.

United Nations Entity for Gender Equality and the Empowerment of Women

¹⁵³ <http://sociojalnoukljucivanje.gov.rs>

¹⁵⁴ <http://www.rsip.gov.rs/>

UN Women in Serbia is supporting the Government of Serbia in achieving results that respond to country priorities, that were identified jointly under the framework of UNDAF¹⁵⁵ and Development Results Framework (DRF) for Serbia, a part of the UN Women regional framework of the Strategic Plan for Europe and Central Asia 2015-2017 of the UN Women Regional Office in Istanbul, Turkey. UN Women in Serbia is working towards development results in the impact areas of women's economic empowerment, combating violence against women, enhancing gender responsive policy making and budgeting, and supporting the women, peace and security agenda. UN Women in Serbia is working with different national and UN partners, in the framework of several projects and initiatives, some of which are ongoing and others expected to be undertaken in the forthcoming period towards strengthening institutional and policy framework for gender equality and enhancing gender sensitive local governance, planning and budgeting. Furthermore, UN Women is supporting the integration of gender perspective in national and provincial level budgeting, in the context of introducing of programme budgeting, investing efforts in the area of enhancing access to justice for women from marginalized groups as well as towards enhancing knowledge and institutional capacities in relation to employment of marginalized women. UN Women is providing advisory services and coordination support to the UN Resident Coordinator and the UN Country Team in Serbia in the field of gender equality and women's empowerment around programming, improved accountability and partnership building.

IV. Evaluation Management Structure

The evaluation will be a consultative, inclusive and participatory process and will ensure the participation of women CSOs representing various groups of women from various regions in Serbia. Special attention will be given to representativeness of all target groups of women including rural women, Roma women, women with disability, older women, women victims of violence, women from various parts of Serbia, etc.

Evaluation Management Group

An Evaluation Management Group (EMG) will be conformed and will be the main decision-making body for the evaluation and is composed of designated representatives from the Coordination Body for Gender Equality, the Social Inclusion and Poverty Reduction Unit and the Secretariat for Public Policies and UN Women in Serbia. The EMG will be responsible for the overall management of the evaluation and will oversee the day to day business of the evaluation and communication with the Evaluation Team. UN Women Serbia representative and the representative of the Social Inclusion and Poverty Reduction Unit will be responsible for day-to-day management of the evaluation. Coordination for the field visits, including logistical support will be primarily the responsibility of the Social Inclusion and Poverty Reduction Unit.

Evaluation Reference Group

An Evaluation Reference Group (ERG) will be established to ensure that the evaluation approach is relevant to stakeholders, and to make certain that factual errors or errors of omission or interpretation are identified in evaluation products. The reference group will provide input at key stages of the evaluation: inception report; draft and final reports. The ERG will be consulted on key

¹⁵⁵ United Nations Development Assistance Framework

aspects of the evaluation process. The group will be composed to ensure that all relevant perspectives are represented, including from CSOs.

V. Evaluation Objectives, Criteria and Questions

The evaluation will assess progress and challenges for each of the six strategic areas covered by NAP, with measurement of the specific results achievements and gaps and how and to what extent these have affected overall progress. It will consist of a desk review, in-depth interviews with key stakeholders, such as the Coordination Body for Gender Equality the government institutions mandated to implement activities in one or more NAP areas, and women's CSOs specialized in one or more areas of NAP or addressing the needs and representing the interests of specific groups of women, such as Roma women, rural women, women with disabilities etc.

The specific evaluation objectives are as follows:

- Assess effectiveness and efficiency in progressing towards the achievement of the gender equality and women's empowerment objectives, as defined in the National Action Plan for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015 (NAP);
- Assess the relevance of the six priority areas defined in the current NAP, and identify emerging issues which should be addressed by the new NAP;
- Identify areas that were not included in the NAP where steps forward in the field of gender equality have been made;
- Assess the potential for sustainability of the results achieved by NAP;
- Document lessons learned, best practices and challenges to inform future work in addressing women's needs in the Republic of Serbia including recommendations for using the evaluation findings in the development of the new strategic document on gender equality;
- Provide key recommendations to key stakeholders involved in the development of the next NAP, including recommendation to UN Women on the key focus areas for the "development and implementation of joint projects in key areas of gender equality¹⁵⁶".

The evaluation will include Relevance, Effectiveness, Efficiency and Sustainability criteria. More specifically, the evaluation will address the following evaluation questions that will be further refined once the evaluation team is recruited:

- Relevance: i) Were the priority area of NAP appropriate to address the needs of targeted beneficiaries? ii) Is design of NAP appropriate to the complexity of national structures, systems and Decision-making processes in the state of Serbia? iii) How does NAP reflect and align with other national strategic plans and normative frameworks and Serbia's international obligations and commitments in the field of women's rights and gender equality? Are the defined priority areas appropriate to address root causes of inequalities and the achievement of GEEW in Serbia?
- Effectiveness: i) What has been the progress made towards achievement of the expected general and specific results included in the NAP? ii) To what extent have been the results achieved? iii) What are the key factors contributing to the achievement or non-achievement of the expected results of the NAP? iv) To what extent have capacities of government actors influenced the achievements of the results? v) Does the NAP have effective monitoring mechanisms in place to measure progress towards results? vi) To what extent were relevant stakeholders included in the planning and

¹⁵⁶ As above mention in March 2015, UN Women and the Coordination Body for Gender Equality signed the Memorandum of Understanding outlining a broad framework of cooperation in different areas, including the development and implementation of joint projects in key areas of gender equality.

implementation of the NAP? vii) Was the participation of key stakeholders to support the achievement of the objectives of the NAP well-articulated?

- Efficiency: i) Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the NAP results? ii) Were there any constraints (e.g. political, practical, bureaucratic) identified in the implementation of the different actions and what level of effort was made to overcome these challenges?

- Sustainability: i) How effectively has NAP contributed to the establishment of effective partnerships and development of national capacities? ii) What is the likelihood that the benefits from NAP will be maintained for a reasonably long period of time after the NAP expiration? iii) Do national/local institutions demonstrate leadership, commitment and technical capacity to continue working in the area of gender equality?

VI. Scope of the Evaluation

The final evaluation of the NAP will be conducted externally with the support of the above described EMG composed by representatives of the Coordination Body for Gender Equality, the Social Inclusion and Poverty Reduction Unit, Secretariat for Public Policies and UN Women in Serbia. The evaluation will cover almost the full NAP implementation period that started in January 2010 and will end in December 2015, since the evaluation will assess the results achieved until June 2015.

The evaluation will cover all six priority areas included in the NAP:

- 1) Increasing women's participation in decision-making processes and achieving gender equality
- 2) Improving the economic status of women and achieving gender equality
- 3) Achieving gender equality in education
- 4) Improving the health of women and promoting gender equality in health policy
- 5) Preventing and combating all forms of violence against women and to provide a comprehensive system of protection for women victims of violence
- 6) Eliminating gender stereotypes in the media and the promotion of gender equality

Whereas the area “Preventing and combating all forms of violence against women and to provide a comprehensive system of protection for women victims of violence” will be evaluated until the adoption of the National Strategy for Preventing and Combating Violence against Women in Family and in Intimate Partner Relationships.

The geographical scope for the evaluation includes the implementation of the NAP in the state of Serbia.

VII. Methodology and evaluation questions

The evaluation will be a transparent and participatory process involving relevant stakeholders and partners involved in the implementation of the NAP. The evaluation will follow gender equality and human rights principles, as defined in the UN Women Evaluation Policy¹⁵⁷ and adhere to the United Nations norms and standards for evaluation in the United Nations system¹⁵⁸. The evaluation methodology will employ mixed methods. A more detailed evaluation methodology will be proposed and agreed with the evaluation team and will be presented in the evaluation inception report.

¹⁵⁷ UN Women, Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women (UNW/2012/12), <http://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women>

¹⁵⁸ United Nations Evaluation Group, Norms and Standards for evaluation in the United Nations system, access at: http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

The evaluation data collection and analysis phase process will include a desk review of the available data of the implementation of the NAP, in-depth analysis of key documents, and supplemented with additional interviews and focus group discussions with key stakeholders. The evaluation will include field visits, and will deploy a number of evaluation methods ranging from document review, interviews, focus groups, rapid assessment surveys, observation etc.

The evaluation team should develop a sampling frame (area and population represented, rationale for selection, mechanics of selection, and limitations of the sample) and specify how it will address the diversity of stakeholders in the intervention. The evaluation team should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights; for example, the limitations of the sample (representativeness) should be stated clearly and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

VIII. Evaluation Process, duties and responsibilities of the Evaluation Team

The evaluation processes will include the next stages:

- **Preparation** phase: This includes the stakeholder analysis and establishment of the management the reference groups, development of the ToR, and recruitment of the evaluation team.
- **Conduct**: this includes the initial data collection, the delivery of the evaluation inception report, data collection and analysis.
- **Reporting** phase: this phase includes presentation of preliminary findings, draft and final reports.
- **Use and follow up** phase: this related to the evaluation management group and includes the development of a management response, dissemination of the evaluation products, and follow up to the implementation of the management response.

The outline above corresponds to the entire evaluation process from preparation, to conduct, reporting and follow up and use. The evaluation team will only be responsible for the conduct and reporting phase.

Corresponding with the conduct and reporting stages of the evaluation process, the duties and responsibilities of the evaluation team will be as follows:

- To conduct inception meetings with the EMG including representatives of the Coordination Body for Gender Equality, Social Inclusion and Poverty Reduction Unit, Secretariat for Public Policies and UN Women and the ERG;
- To undertake in depth desk review including of: National Strategy, NAP, State Reports of the NAP Implementation, UN Common Country Assessment and other available documents and reports documenting the implementation of NAP;
- To elaborate and submit the detailed inception report which will include refined evaluation objectives and scope, description of evaluation methodology/methodological approach that includes data collection tools, data analysis methods, key informants/agencies, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements and preliminary findings from the initial desk review. It should also include a clear evaluation matrix linking all these aspects that will guide further data collection;
- To elaborate and finalize the data collection tools such as guides, questioners, etc. to be used with the key informants/interviewees;
- To conduct individual interviews and focus groups discussions with the relevant stakeholders;
- To prepare a Power Point Presentation and an outline on preliminary findings and present to Coordination Body for Gender Equality, Social Inclusion and Poverty Reduction Unit, Secretariat for

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Public Policies and UN Women and reflect the feedback shared at this presentation in the final report;

- To produce and submit a draft and a final evaluation report in English.

ANNEX 3: LIST OF STAKEHOLDERS PARTICIPATED IN DATA COLLECTION

Organization	Person and contact (mail, phone, mobile, skype)
Institutions	
IMG	Sanja Semeraj i Per- Olof Olofsson
National Assembly, Women's Parliamentary Network	Marija Obradovic
Assembly of AP Vojvodina	Maja Sedlarević
Gender Equality Directorate	Mira Marjanovic
Gender Equality Directorate	Jasna Vujacic, Mira Marjanovic
Institute for GE in Vojvodina	Vesna Šijački i Katarina Krajnovic
Secretariat for economy, employment and gender equality AP Vojvodina	Dragan Bozanic i Marina Iles
Office for human rights and minority rights	Suzana Paunovic
Commissioner for equality	Nevena Petrusic
SIPRU - Social Inclusion and Poverty Reduction Unit	Milana Lazić i Ivan Sekulović
Statistical Office of Republic of Serbia (SORS)	Dragana Papic
Ministry of Health	Slavica Djukic Dejanovic
UNDP	Danijela Djurovic
Ministry of Culture and Information	Olga Drecun
The Standing Conference of Towns and Municipalities (SCTM)	Rozeta Aleksov

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NGO	
Roma women activists	FGD - 5 NGOs
Activists of the women's NGOs	FGD - 5 NGOs
EXPERTS/Individuals	
Thematic Group Women in the Media, donor community in the country	Vesna Jarić, coordinator
Journalists	
“Vreme”/ Press Council/NUNS	Tamara Skrozza, Jovana Gligorijević
“Politika”	Katarina Djordjević
NDNV	Nedim Sejdinovic
DATA COLLECTION	
Ministries and Secretariats– data collection through the questionnaire	
Ministry of Labour, Employment, Veterans and Social Affairs	
Ministry of Agriculture of the Republic of Serbia	
Ministry of Youth and Sports of the Republic of Serbia	
Ministry of Economy of the Republic of Serbia	
Ministry of State Administration and Local Self-Government of the Republic of Serbia	
Ministry of Health of the Republic of Serbia	
Ministry of Culture of the Republic of Serbia	
Ministry of Trade, Tourism and Telecommunications of the Republic of Serbia	
Ministry of Internal Affairs of the Republic of Serbia	
European Integration Office	
Office of Human and Minority rights	
Institute for GE in Vojvodina	
Secretariat for economy, employment and gender equality AP Vojvodina	
SIPRU - Social Inclusion and Poverty Reduction Unit	
PBILD Programme	

ANNEX 4: LIST OF DOCUMENTS

Basic project documents	
1.	CEDAW (2013) Concluding Observations on the Combined Second and Third Periodic Reports of Serbia.
2.	Commissioner for Protection of Equality, Annual Reports
3.	Decision of establishing the Coordination Body for Gender Equality of the Government of Serbia (CBGE) at http://www.mgsi.gov.rs/lat/dokumenti/odluka-o-formiranju-koordinacionog-tela-za-rodnu-ravnopravnost - Official Gazette RS, number 121/2014
4.	Decision on the Program for the protection of women from domestic and intimate partner violence and other forms of gender-based violence in AP Vojvodina for the period from 2015 to 2020. http://www.skupstinavojvodine.gov.rs/BazaAkata.aspx?s=akta#MOVEHERE
5.	Evaluation of Support to the Implementation of Priority Activities in the National Action Plan for Gender Equality, Republic of Serbia, Johannes J.A. Blankert, Ana Popovicki Capin, Annika Nilsson (2014)
6.	GED, Annual Reports for 2009, 2010, 2011, 2012, 2013/ Godišnji izveštaji
7.	Government of the Republic of Serbia, National Strategy for Improving Position of Women and Enhancing Gender Equality and related NAP for period 2010- 2015/ NAP
8.	Implementation of the third phase of National Action Plan (NAP) activities SIDA, (CSO for conducting trainings) Gender Equality Directorate, for the period <i>July 2013 – September 2013</i>
9.	In depth review of support to Local Governments in Serbia in the EU integration process, Joakim Anger, Dragisa Mijacic (2014)
10.	InDevelop-IPM Report, 2009-11-04 for period <i>June 2009 - October 2009.</i>
11.	InDevelop-IPM – DRAFT Final Report, 2010-08-18, (Study visits) for the period <i>April 2010 - July 2010.</i>
12.	Information on implementation of strategy on prevention of family violence and other forms of gender based violence in AP Vojvodina for period of 1. January 2008. to 30. June 2013.
13.	National Strategy for Preventing and Combating Violence against Women in the Family and in Intimate Relationships 2011-2015 at http://www.gs.gov.rs/english/strategije-vs.html
14.	National Strategy on the Prevention of, and Protection from Child Abuse (2010-2012) Parliamentary Decision on Gender Equality in AP Vojvodina in 2004 at http://www.spriv.vojvodina.gov.rs/index.php/lat/dokumenti1/ravnopravnost-polova1
15.	Ombudsman, Annual Reports
16.	Parliamentary Decision on Gender Equality in AP Vojvodina in 2004 at http://www.spriv.vojvodina.gov.rs/index.php/lat/dokumenti1/ravnopravnost-polova1

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17.	Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015
18.	Provincial Secretary for Labour, Employment and Gender Equality, Annual reports of for implementation of Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2010-2015
19.	Radovanovic, S, Knezevic, A. (2014) Roma Population in Serbia. Population Census 2011. SORS, Belgrade
20.	Rules and procedures of the Coordination body for Gender Equality
21.	SORS (2014) Women and Men in Serbia, Belgrade. United Nations (1995) Beijing Declaration and Platform for Action, Beijing.
22.	Standing Conference of Towns and Municipalities (2015) <i>Gender Equality through the Action of Standing Conference of Towns and Municipalities</i> , Belgrade
23.	The one-year programme for the implementation of priority activities in three areas of the plan of action for the implementation of the national strategy for improving and promoting gender equality – SIDA report for <i>April 1, 2010 - June 30, 2011</i>
24.	The one-year programme for the implementation of priority activities in three areas of the plan of action for the implementation of the national strategy for improving and promoting gender equality – SIDA report for <i>July 1, 2011 – December 30, 2012</i>
25.	The three-year programme for the implementation of priority activities in three areas of the plan of action for the implementation of the national strategy for improving and promoting gender equality 2010-2015 -year one- <i>January 1, 2013 – December 31, 2013</i>
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2.	Data on women's representation in the executive bodies
3.	Impact on legal solutions (amendments, participation in discussions, etc.)
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Area of NAP 2 - Improving the economic status of women and achieving gender equality

Laws	
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2.	Gender Equality Law
3.	General Collective Agreement of RS http://www.svos.org.rs/pdfs/oku-sa-aneksom2.pdf
4.	Law against Discrimination
5.	Labour Law
6.	Law on Employment and Unemployment Insurance
7.	Law on Compulsory Social Insurance
8.	Law on retirement and disability insurance

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10.	Law on Government of RS (defining mandate for gender equality?)
11.	Taxation Law
12.	Law on Budget
13.	Law on financial support to family with children
14.	Law on mobing (Zakon o sprecavanju zlostavljanja na radu)
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Area of NAP 5 - Preventing and combating violence against women and improving victim protection	
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2.	Annual and special reports of women's and Roma women's NGOs: Autonomous women's center, Labris, Women's space, Bibija, PescanikKrusevac,
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4.	Annual and special reports of independent institutions: Citizen's protector, Commissioner for information of public importance and personal data protection (Commissioner for protection of equality was established in 2010)
5.	Articles in scientific reviews and periodicals on VAW issue, published in 2009
6.	AWC , Femicide in Serbia 2014,
7.	Books and manuals on the VAW topic, published in 2009
8.	Doctoral and master thesis on the VAW issue, defended in 2009 in Serbia
9.	Laws regulating VAW issue in force in 2009: Criminal Law, Criminal Procedure Law, Law on misdemeanors, Family law
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21.	Serbian Court of Appeal, statistical data, annual report 2009	
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Area of NAP 6 - ELIMINATION OF GENDER STEREOTYPES IN THE MEDIA AND PROMOTION OF GENDER EQUALITY		
Laws and regulations		
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2.	Public Broadcasting Services Law	
6.	Regulation on State Subsidies for Public Interest in the Media	
5.	Strategy of Media System Development in the Republic of Serbia, 2011-2016	
3.	The Electronic Media Law	
Official institutional documents and reports		
7.	Code of Ethics of Journalist in Serbia	
9.	Gender Equality Directorate documents concerning media and gender sensitive language	
10.	Global Media Monitoring Report- Serbia 2010	
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12.	Gender Equality and Stereotypes in the Program- Regulatory Authority of Electronic Media, 2014	
8.	Statutory documents for major public service broadcasters and regulatory and self-regulatory bodies	
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Web sites	
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Studies	
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7.	Republički zavod za statistiku i UNICEF (2014): <i>Istraživanja višestrukih pokazatelja položaja žena i dece u Srbiji 2014. godine</i>
8.	Republički zavod za statistiku i UNICEF, Beograd <i>Istraživanja višestrukih pokazatelja položaja žena i dece u romskim naseljima u Srbiji, 2014. godine</i>
9.	Roma Women's Network of Serbia (2013) <i>Roma Women Speak Out – Shadow Report for the CEDAW Committee for 55th Session</i> , available at http://www.zenskiprostor.org/images/SHADOW%20REPORT%2055TH%20SESSION%20SERBIA%20ROMA%20NETWORK.pdf
10.	SORS (2014) <i>Women and Men in Serbia</i> , Belgrade. United Nations (1995) <i>Beijing Declaration and Platform for Action</i> , Beijing
Policy documents and conventions	
11.	Beijing Platform for Action at http://beijing20.unwomen.org/
12.	GE (Gender equality) policy guidelines for the post-2015 period at http://ec.europa.eu/justice/newsroom/gender-equality/opinion/150421_en.htm
13.	OSCE: Communique on the growing safety threat to female journalists online. OSCE Freedom of the Media
14.	UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) at http://www.un.org/womenwatch/daw/cedaw/
15.	The United Nations Development Action Framework (UNDAF)
16.	UNEG (2008) UNEG Ethical Guidelines for Evaluation, available at http://www.unevaluation.org/document/detail/102
17.	UN Women, Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women (UNW/2012/12), http://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women

ANNEX 5: DETAILED DESCRIPTION OF THE CONTEXT AND PROCESS OF IMPLEMENTATION DURING FIRST YEAR IN THE AREA OF WAV

Regarding level of harmonization of provisions of regulations on violence with accepted international standards, it should be stressed that National Strategy for prevention of violence is prepared and adopted. The report is mentioned in Annual report of the Administration of Gender equality, provincial Institute for Gender Equality also indicated the adoption of the Strategy. It is published in Official Gazette no 15/09. There is also adopted Decision on Program for protection of women against domestic and partners violence in Autonomous Province Vojvodina for period 2015 to 2020, which should be estimated as one of the best bylaws in Serbia regulating in that time gender base violence.

Legislation reform was improved in the sphere of prevention and protection of domestic violence victims. Protector of Citizens' prepared a range of recommendations aiming to improvement of legal regulation regarding domestic violence in 2009.¹⁵⁹ Amendments to Criminal Law particularly in domain of definition of family members, cross sectors cooperation, improvements of policing, improvements of work of centres for social work, improvements of work of health services, etc. All these recommendations are mentioned in Special report on situation of domestic violence against women in Serbia, 2011. Concluding statements on activities of Citizens 'Protector in 2009.¹⁶⁰

While Administration of Gender Equality and Provincial Secretariat for GE conducted certain activities in regard of critical analysis of existing legislation in 2009, the Ministry of Interior and Provincial Institute for GE conducted nor such activity, neither participated in such activities organized by other institutions.

The existing legislative solutions in the sphere of violence against women was analyzed by Protector of Citizens who prepared the analysis of legal solution in 2009 and 2009, issued in his Special report on situation of domestic violence against women in Serbia, 2011.¹⁶¹ Very important is that Ministry of interior conducted together with other stakeholders during all monitored period activities of creating special bylaws dealing with gender based violence. These activities resulted in Special protocol regulating conduct of police officers in cases of domestic and partner's violence, adopted in February 2013 by the Government of Republic of Serbia. There were also adopted protocols on conduct and cooperation of various institutions and administrations in situation of domestic and partners' violence against women adopted by Conclusion of Government.

The Law on the Prevention of Mobbing was drafted in 2009 and adopted in 2010. Resulting from wide social dialogue and experts 'discussions led during mid of two thousands, there was established in 2008 the citizens' association against mobbing, "No mobbing". The mentioned discussions (supported in that time by the USAID grant) led also towards drafting the Law on mobbing. Mobbing is thus regulated by the separated Law on mobbing adopted in 2010. The Labour Law as protection against violence during work stipulates anti-harassment regulation and

¹⁵⁹ Special report on situation of domestic violence against women in Serbia, 2011, Concluding statements on activities of Citizens 'Protector in 2009. pp. 17.

http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

¹⁶⁰ Special report on situation of domestic violence against women in Serbia, 2011. Concluding statements on activities of Citizens 'Protector in 2009. pp. 33.

http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

¹⁶¹ op. cit.

http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

possibility of mediation between employed person and employer, as well as Labour inspection procedure and address to regular courts in conducting civil procedure (litigation) in cases of violation of labour rights. During 2009, victims of mobbing started to address the “No mobbing” association in greater numbers, two thirds of them usually were women. Activities of providing psycho social assistance to women victims of domestic violence in that time, also encouraged women in generally to talk on their mobbing experiences, much more openly than men did. When compared with current times, in 2009, there was significantly less knowledge on mobbing and its various legal and psychological aspects.

Proposed amendments to the Criminal law for the expansion of the penal policy Protector of Citizens proposed: Expanding the legal term “family member” as to include partners out of wedlock, former husbands, persons who have mutual children although never shared the same household, etc., because of appealing number of femicide cases committed by these persons. Rape and gross indecency against person with invalidity were proposed to be prosecuted by public prosecution offices rather than on private litigation. Expansion of “no contact” security measure to electronic stalking was also recommended.¹⁶²

Ministry of interior nominated but not before 15 May 2015 two representatives to participate in Working Group of Serbian Government for changed of Criminal Law provisions in accordance with Istanbul Convention.

Draft the Law on Prevention of Domestic Violence perfecting the instruments of the system for protection against domestic violence has never been nor drafted, neither adopted in Serbia, although several discussions were led indicating necessity of having such law. Favourable experience of the existence and application of such a special law that exists in the Republic of Srpska obviously was not sufficiently inspiring to be applied in Serbia, although discussions on the possibility were led. Namely, the Republic of Srpska passed in 2005 the Law on Protection of Domestic Violence, amended in 2008. This Law stipulates that the procedure for protection against domestic violence should be exercised in misdemeanour proceeding by applying the procedural provisions of the Law on Misdemeanour Offences of the Republic of Srpska from 2005. That duality of criminal and misdemeanour legal regulation of domestic violence has led to the perception in Serbia as probably being too complicated. Therefore, the conclusion was that it was better to stick only to criminal law protection. Similar standpoint was also adopted by women’s movement in Serbia, which showed negative attitudes about the existence of a special misdemeanour law that punished domestic violence by misdemeanour sanctions.

Regarding monitoring and analyze the enforcement of the Family Law and measures of protection foreseen by this law, Ministry of Interior stated that they are not authorized for the Family law and police does not officially performed in accordance with that Law provisions. Provincial Secretariat for GE stated that such monitoring and analysis is not conducted.

Special report of Protector of Citizens on implementation the General and the Special protocols on protection of women against violence. Estimation of situation and recommendations. Although

¹⁶² Special report on situation of domestic violence against women in Serbia, 2011, Concluding statements on activities of Citizens ‘Protector in 2009. pp. 33.
http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

issued in November 2014¹⁶³ it obviously estimated practice from long period before 2014. There was stated that:

- Acting officers do not sufficiently recognize and understand the position of women who suffer domestic and intimate partner violence, power imbalances between victim and perpetrator of violence, cyclical dynamics of violence and its effects on the victim.
- The violence, which happened for the very first time is often given a meaning of family or partnership conflict that does not require response by the authorities.
- Femicide is almost invariably preceded by multiple incidents of violence against the victim, and often against family members and third parties outside the family, who were left without an adequate and timely response of the competent authorities.
- The competent authorities usually do not check the history of (domestic/ intimate partner) violence in cases of femicide.
- Number of criminal charges that some police departments and stations submit to mandated prosecutors office on violence against women is ten times less than the number of cases that are reported to the police.
- The resources available to authorities and institutions responsible for prevention and protection of women from violence are insufficient.

Standards for the operation of mechanisms in charge of monitoring the situation in the sphere of domestic violence and violence against women (for instance intimate partner violence and domestic violence, trafficking of women, sexual violence, customary practices constituting violence against women, etc.) were drafted. Namely, in December 2008, the Committee of Ministers of the Council of Europe set up an expert group mandated to prepare a draft convention in this field. Over the course of just over two years, this group, called the CAHVIO (Ad Hoc Committee for preventing and combating violence against women and domestic violence), worked out a draft text. It finalized the draft of the Convention in December 2010. Representative of the Serbian GED participated. Indicators for monitoring Istanbul Convention in practice was prepared by the Administration for Gender Equality in 2012.

Ministry of interior stated that all criminal offences of domestic violence, as well as trafficking in human beings and other blood and sexual offences (sexual violence) are filed and therefore can be followed. There are prepared official dispatches dedicated to police officers comprising instructions of how to deal with domestic violence reported to police. Domestic violence is a problem followed by various unites in accordance with their domain of work, e.g. Department of internal control follows domestic violence cases committed by the police officers. The same Department monitors official legality and performance of the police officers dealing with domestic violence cases.

From Protector of Citizens 'Report':¹⁶⁴

1. Cooperation and exchange of information between authorities responsible for the protection of women against violence in domestic and intimate partner relationships is insufficient.

¹⁶³ Special report of Protector of Citizens on implementation the General and the Special protocols on protection of women against violence. Estimation of situation and recommendations. November 2014.
<http://www.ombudsman.rs/index.php/lang-sr/izvestaji/posebnii-izvestaji>

¹⁶⁴ Special report of Protector of Citizens on implementation the General and the Special protocols on protection of women against violence. Estimation of situation and recommendations. November 2014.
<http://www.ombudsman.rs/index.php/lang-sr/izvestaji/posebnii-izvestaji>

2. The lack of a unified record, incompatibilities and mismatch records which are led by different systems, as well as different criteria which are used for data collection
3. In over 10% of cases, medical institutions take note of the violence, but do not report.
4. The social and health care systems collect and analyze data on women who suffer domestic or intimate partner violence and belong to multiple marginalized social groups (women with disabilities, Roma, immigrants, refugees and internally-displaced persons, women from rural areas), but not police and judicial system.

Complete and comprehensive analysis of implementation and enforcement of the penal policy in the sphere of violence against women and variations in implementation of legal regulations by type of institutions in whole Serbia has never been made, although the Administration for GE conducted some pilot analysis in some chosen municipalities.

From Protector of Citizens 'Report'¹⁶⁵:

1. Number of the criminal charges filed by the Centres for Social Work to the prosecutors' offices as well as the number of court proceedings launched for the protection against domestic violence is many time less than the number of complaints and lawsuits that have been filed by the victims.
2. Prosecution rejects a quarter of criminal charges filed for domestic violence cases because on principle of opportunity, and in 15.2% of cases the institute of criminal prosecution delay is applied.
3. Judicial proceedings last a long time;
4. The guardianship authorities and public prosecutors under-use their authority to initiate civil proceedings (litigations) in order to determine the measures of protection from domestic violence. The victim of violence is left to itself.
5. Some final and executive court decisions remain unperformed.
6. A significant number of unconfirmed first-instance verdicts in criminal and particularly in civil proceedings, points to the need for further improvement of work and the organization of judicial authorities.
7. Psychosocial treatment of perpetrators of violence - is rarely used, usually at the discretion of the prosecution in the application of the institute of criminal prosecution delay and rarely by the court decision.
8. Preventive measures at the national, regional and local level are organized from time to time, they are unplanned and are mainly aimed at raising the awareness of employees, encouraging the linking of the authorities and the development of an interdisciplinary approach in response to the violence.

Establishment of a permanent cross- sector coordination body constituting the basis for a consistent implementation of the standard rules of procedure in cases of violence against women by social protection, health and education institutions, by the police and judiciary at municipal level. Domestic violence, Manual for police officers conduct in cases of domestic violence.¹⁶⁶ The Manual stressed necessity of cooperation among governmental institutions and non- governmental organization in preventing domestic violence.

¹⁶⁵ Special report of Protector of Citizens on implementation the General and the Special protocols on protection of women against violence. Estimation of situation and recommendations. November 2014.
<http://www.ombudsman.rs/index.php/lang-sr/izvestaji/posebnii-izvestaji>

¹⁶⁶ Pantelic Nebojsa. Kriminalisticko policijska akademija, Beograd. 2007.

From Protector of Citizens 'Report'¹⁶⁷:

- Cooperation agreements between the authorities responsible for the protection of women against violence have not been concluded in all units of local government, and where these agreements are concluded they are often not applied.
- Cooperation agreement is often the guardianship authority document, and not a joint act of all the authorities that play a role in the prevention and protection of women against violence.
- In the fight against violence against women, civil society potentials are not used enough.
- Ministry of interior stated that it allegedly always provides all information, upon request by all other institutions.

In Vojvodina about the institutional proceedings, information may be found in: Information on implementation of strategy on prevention of family violence and other forms of gender based violence in AP Vojvodina for period of 1. January 2008 to 30 June 2013.¹⁶⁸

Discussions conducted and initiatives raised during 2009 led to adoption of General protocol on dealing with violence against women in family and intimate relations and cooperation of institutions, agencies and organisations in these situations

Ministry of interior nominated coordinators (54 in total, two from each Police administration), who are mandated to monitor implementation of the Protocol, establishment of cooperation with other institutions mandated to deal in this domain and to participate in all other local activities of prevention and protection of victims of domestic violence. There is also a Working group for monitoring and coordination of police work in cases of domestic violence.

Regarding organizing ongoing education, including specialization of persons employed in the institutions providing protection to ensure adequate response in cases of violence the Citizen's Protector stated in his Report that:

There is an insufficient number of specialized trainings for the implementation of the General and Specific protocols and trainings on violence against women.¹⁶⁹

During the period from 2010 (preparation began in 2009) to 2014 there were organized 56 training sessions for police officers on the topic "Family violence and protecting by institutions", attended in total by 1082 attendants. Consequently: since 2015 obligatory part of theoretical education is a course on topic „Respect of equality and dealing of police in accordance with the Special protocol". There is also a course for conducting structured communication with victims of family violence, so called „PEACE" model. (Both these course are ongoing and the MI will have detailed information at the end of current year).

Gender based violence is the topic of systemic education organized in all Police administrations aiming to standardize police dealing and improve efficiency of protection of victims of domestic

167 Special report of Protector of Citizens on implementation the General and the Special protocols on protection of women against violence. Estimation of situation and recommendations. November 2014.

<http://www.ombudsman.rs/index.php/lang-sr/izvestaji/posebnii-izvestaji>

168 <http://hocudaznas.org/hocudaznas/wp-content/uploads/2014/08/strategija-za-zastitu-od-nasilja-u-porodici-i-drugih-oblika-rodno-zasnovanog-nasilja-u-ap-vojvodini-za-period-od-2008-do-2012.pdf>

169 Special report of Protector of Citizens on implementation the General and the Special protocols on protection of women against violence. Estimation of situation and recommendations. November 2014.

<http://www.ombudsman.rs/index.php/lang-sr/izvestaji/posebnii-izvestaji>

violence and violence in intimate relations, in accordance with the *Special protocol, adopted in February 2013. To the end of 2013, the education of representatives of all police administrations was implemented aiming to provide instructions for practical implementation of *Special protocol. With intention of efficient implementation of the Protocol there was organized the basic training of around 2000 police officers in all territorial police administrations, till the end of 2014. The same education is still implemented through special education in Police administration.

In Centre of police education within special educating units there are courses of legal framework regulating domestic violence, procedures regarding domestic violence, as well as psychological and tactic approach to victims. These courses comprises practical parts, such as role plays, case studies, screen plays, etc., guidelines for conducting interviews with victims, information of cycle of violence, prejudices, stereotypes, etc.

Continuous training of persons employed in the judiciary, police, correctional institutions, social, health and education institutions and in the media was not implemented as envisage. Namely, adequate teaching staff to introduce the education on inadmissibility of violence into the system of education was not ensured. The GED and the Provincial Secretariat stated that these institutions conducted such activities, in accordance with the temporary implemented project, but didn't provide exact data on number of attendants, topics, etc. Currently is hard to identify any of the training attendants not to mention the impact of such training.

Draft a Code of Conduct for media reporting on cases of domestic violence was not prepared, although there were several NGO initiatives. Based on finding published in his Special report on situation of domestic violence against women in Serbia¹⁷⁰ cases of domestic violence against women with lethal consequences reported in media in period of 2009 to May 2011¹⁷¹, Protector of Citizens issued conclusions regarding media reporting on the VAW. There were several attempts, mainly prepared by the women's NGOs, but no one of these proposals has ever attracted enough attention, not to mention enough support. The main reason was lack of media expertise of the authors and too high demands put in front of media if intending to report on violence against women, etc. One of these attempts was MEDIA COVERAGE OF VIOLENCE AGAINST WOMEN IN SERBIA - QUALITATIVE ANALYSIS, pp. recommendations 140-143.¹⁷²

Horizontal and vertical coordination of institutions providing assistance to victims of violence at the provincial and national level, based on multi-disciplinary and multi-sectoral cooperation was not established nationwide. Spontaneous cases of institutional cooperation and coordination dealing with domestic violence cases were noticed in some Serbian cities and municipalities, among them, most significant was so-called Zrenjanin model of institutional cooperation and networking among basic prosecution office, police, station and other stakeholders. The implementation of that model of cooperation had reached its peak in period from 2008 to 2012. This vital and efficient cooperation inspired policy and practice changes, which happened in later period, particularly drafting and adoption of General protocol for police.

170 Concluding statements on activities of Citizens 'Protector in 2009. pp. 33.

http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

171 http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

172 http://zoricamrsevic.in.rs/knjige/UNDP_SRB_AnalizaMedija.pdf

In his Special report,¹⁷³ Protector of citizens particularly pointed these practices in its Annex 1, titled as “Some examples of good local practices models in suppression of domestic violence”¹⁷⁴: examples of Center for social work in Lazarevac, basic prosecution office Zrenjanin, SOS hotline Pozarevac, Observatory for monitoring the VAW situation.

Ministry of Interior stated that police officers allegedly are regularly monitored by superior officers within police administrations. The coordinators are joined in more difficult cases as to providing guidelines and organizing «conference of a case». Then “Manual on prevention the secondary victimization of victims and for improvement of gender sensitivity of procedures in cases of domestic violence and violence in intimate relations” was prepared at the end of 2014.

A network of all institutions dealing with violence against women at the local level and define the manner of cross-sector cooperation as nationwide practice was not established. Sporadic establishment of cooperation among local level institutions in dealing with the VAW cases significantly warned on lack of institutional sustainability. Namely, almost nothing of what existed in 2009 in some municipalities and cities, do not exist in later years.

The processes of drafting and advocating for the protocols ‘adoption in later period have been conducted by the GED since 2009:

General and Special protocols for police dealing with violence against women Government of Republic of Serbia adopted in 2011.

General protocol on institutional procedures and institutional cooperation of agencies and organizations in cases of domestic violence and violence in intimate relations’ and whole range of special protocols on dealing of mandated institutions (police, centres for social work, health institutions and judiciary) in cases of domestic violence and intimate violence against women:

Special Protocol of Ministry of health republic of Serbia, for protection and dealing with women exposed to violence (adopted in 2011),

Special Protocol of Ministry of labour, employment and social work on dealing the centres for social work as guardian administration, in cases of domestic violence and violence in intimate relations against women (adopted in 2013),

Special protocol of Ministry of interior of Government RS on dealing of police officers in cases of violence against women in family and intimate relations (adopted in 2013),

Special protocol for judiciary in cases of domestic violence and violence in intimate relations against women (adopted in 2014), and

Special protocol on dealing and responding on cases of violence, abuse and neglect for Ministry of education (adopted in 2010, before signing the General protocol).

Ministry of Interior allegedly issued the dispatch of Police directorate on participation of local coordinators in all activities on topics dealing with domestic violence as well as creation of cooperation with other institutions. The MI also mentioned the practice of issuing quarterly reports which are to be sent to the Working group for monitoring and coordination of activities of police dealing with cases of domestic violence, based on information submitted by the police administrations on quarterly periods.

173 Special report on situation of domestic violence against women in Serbia, 2011.

174 Aneks 1: http://www.ombudsman.rs/index.php/lang-sr_YU/izvestaji/posebnii-izvestaji/2106-2012-01-12-13-43-33

Mobile teams composed of persons employed in the institutions providing services to victims of violence at the local level were not established as nationwide practice, although there were some sporadic models and good practices.

All previously led activities since 2008, resulted in establishment of the Working group of the Ministry of interior in July 2013, for monitoring and coordination of police activities in cases of domestic violence, aiming to implementation of the mentioned protocol. The Working group comprises representatives of Criminal police administration, Police administration, Administration for education and Administration for analysis.

Based on article 58 of the Law on social protection, the GED recommended setting ups of the specialized teams for combating particular types of violence to be locally established. Such practice was not adopted nationwide.

The increased number of shelters happened only in Vojvodina, but the expansion didn't happen in other parts of Serbia, where the number of shelters and hotlines dedicated to women victims of violence is permanently decreasing since 2009.¹⁷⁵ Therefore, services for psychological, social and legal aid were not ensured accessible and for women without any discrimination.

Regarding regular information of the public on the system for protection of women for the purpose of keeping women informed about their rights and establishing their trust in the institutions in charge of protection, it should be stated that only non-governmental organizations regularly provided such information on their websites.

Provincial Secretariat for employment and gender equality was the only institution which provided such information in 2009.¹⁷⁶

Budget funds for the functioning of the system for protection of women against violence as not secured and there were no indications on existing such budget lines in 2009.

Cooperation among relevant government bodies and associations was nor established neither strengthened. Development of cross sectoral cooperation and raising capacity level of institutions and agencies dealing with the VAW has been proposed by many experts for VAW, among which the most explicit was the book *Legal regulation of domestic violence in Serbia and international standards*, written by Mirjana Tejić, published in 2007. There was also proposed necessity of changes of practices of public prosecution offices when prosecuting the criminal deeds of domestic violence, particularly continuation of proceeding without testimonies of victims.

Regarding implementation of scientific research on violence against women and on the system for protection of women from violence, there should be mentioned various good manuals and textbooks sporadically issued, such as:

*Domestic violence, Manual for police officers conduct in cases of domestic violence*¹⁷⁷, comprised study of domestic violence cases and typical police interventions.

¹⁷⁵ Information on implementation of strategy on prevention of family violence and other forms of gender based violence in AP Vojvodina for period of 1. January 2008. to 30. June 2013.

¹⁷⁶ Publication: *Towards comprehensive system of suppression of violence against women in AP Vojvodina*

¹⁷⁷ Pantelic Nebojsa. *Kriminalisticko policijska akademija*, Beograd. 2007.

Domestic violence in Vojvodina.¹⁷⁸

Domestic violence and legal mechanisms of protection, Judiciary academy Belgrade.¹⁷⁹

The system for data collection and processing and record keeping, including changes in state statistics regarding violence against women was not developed. A unified procedure and form for gathering data from competent institutions on sexual and gender-based violence against women was also not established.

One of the major problems that has existed before and during 2009, as well as for many years to the present, is the inability to find out elementary official data on the number of femicide in Serbia annually. All data which are handled by the public (researchers, activists) are based on media reports with the presence of awareness that the media do not report all of femicides (nor they have a duty to do so). Employees of the Ministry of Interior usually (unofficially) provide an explanation that they do not have a computer program that would divide the murder of women by type of killer and by the relationship that exists between the murderers and the murdered women respectively. In short, every year circulates a figure of 40 to 55 femicides, and femicide average is one per week in Serbia. Various civil society organizations, science and independent institutions use a variety of sources, so their data differ, which leaves uncertain data of exact number of femicide in Serbia annually.¹⁸⁰

Data on violence against women were not systematically and comprehensively collected in 2009. There were only reports with such data issued by NGOs dealing with the VAW. Institutions did not systematically collect data on the VAW cases in 2009.

Only institutional data on the VAW in 2009 could be found in Vojvodina: Information on implementation of strategy on prevention of family violence and other forms of gender based violence in AP Vojvodina for period of 1. January 2008. to 30. June 2013.

Ministry of interior stated that allegedly reports are submitted to the Ministry of Defence, as the leading authority of the Political Council for monitoring the implementation of the NAP for implementing of Resolution 1325, which after merging with its own reports on its website makes information available to the public.

Ministry of Interior's analytical group for analysis, monitoring and reporting on the results of the implementation of the NAP, in six-monthly reports on the activities and results of the Ministry of Interior of the Republic of Serbia on the implementation of the NAP for the implementation of UNSC Resolution 1325 on "Women, Peace and Security", deals with the issue of domestic violence, with special emphasis on the cases of domestic violence whose perpetrators were police officers.

A database on sexual and gender-based violence against women within relevant institutions and collect database was not developed. The necessity of establishing a data base on sexual and gender based violence against women was noticed by the GED from 2008 and 2009 respectively. The introduction of special statistical reporting on the procedure in cases of domestic violence, is one

178Nikolic Ristanovic V, editor, 2010, Porodicno nasilje u Vojvodini, <http://hocudaznas.org/hocudaznas/wp-content/uploads/2014/08/nasilje-u-porodici-u-vojvodini.pdf>

179 Mršević Z, 2011, Porodično nasilje i pravni mehanizmi zaštite, 38 - 104

Ed. Dušan Spasić, Seksualno i rodno zasnovano nasilje, Pravosudna akademija, Beograd

180 MEDIA COVERAGE OF VIOLENCE AGAINST WOMEN IN SERBIA - QUALITATIVE ANALYSIS, Belgrade, UNDP, 2013. pp 88-90

http://zoricamrsevic.in.rs/knjige/UNDP_SRB_AnalizaMedija.pdf

of the obligations under the Council of Europe's Convention on preventing and combating violence against women and domestic violence, the so-called Istanbul Convention. The working group for monitoring and coordination of police action in cases of domestic violence formed a special register of domestic violence cases, and Internal Affairs Sector keeps records of domestic violence cases carried out by police officers. At the end of 2014, are made tables for statistical data relating to domestic violence (the conduct of police officers in accordance with a * Special Protocol) are made, and they are submitted quarterly by the police departments.

Inform and sensitize public about causes Public debates and lectures on the issues of violence against women in local self-government units were sporadically organized but mostly by the NGO's activists and mostly during the "16 days of activism in November/December period annually. Provincial Secretariat on employment and gender equality organized public panels on violence against women.¹⁸¹ Public was not regularly informed, not to mention sensitized, about causes and consequences of violence against women But it should be stressed that noticed problems in 2009 resulted in some solutions. Namely, the necessity for media education on gender based violence, noticed previously, in 2009, resulted in 2013 training programs in 9 towns for local media journalists and editors, conducted by the UNDP.

Provincial Institute for gender equality regularly educates the press and editors on issues of violence against women. The program "More efficient informing of women about the phenomenon of violence" - training for journalists in Vojvodina for gender sensitive reporting on violence (2015) The program was realized by the Institute for Gender Equality in cooperation with NGO Centre for support of women, journalists and lecturers from the Department of journalism from the University of Novi Sad

Compulsory education on inadmissibility of violence and courses on non-violent communication into the formal system of education through all schooling levels for the purpose of forming a proper attitude in students and youth was not systematically established. Civic education program which is conducted in primary and secondary schools comprises elements of non violent communication. There are also various sporadic and pilot projects, e.g. School without violence, conducted temporarily by the NGOs. Public also was not informed about violence against members of groups discriminated on multiple grounds.

The aim of introducing human rights, children's rights and gender equality programmers at all levels of educational work, as well as specific information on persons and institutions providing aid to victims of violence were aims which were not realized. Gender equality programs were thought only in Vojvodina in 2009.¹⁸²

Special programmes for the empowerment of women victims of violence from groups exposed to multiple discrimination were conducted in Vojvodina in 2009. and afterwards.¹⁸³ In other parts of Serbia there were such sporadic programs conducted by some NGOs, such as Women's Centre

¹⁸¹ Information on implementation of strategy on prevention of family violence and other forms of gender based violence in AP Vojvodina for period of 1. January 2008. to 30.June 2013.

¹⁸² Information on implementation of strategy on prevention of family violence and other forms of gender based violence in AP Vojvodina for period of 1. January 2008. to 30.June 2013. Towards a comprehensive system to combat violence against women in AP Vojvodina-publication

¹⁸³ A Decision on the Program for the protection of women from domestic and intimate partner violence and other forms of gender-based violence in AP Vojvodina for the period from 2015 to 2020.
<http://www.skupstinavojvodine.gov.rs/BazaAkata.aspx?s=akta#MOVEHERE>

Belgrade, Network Women against violence, Labris organization for lesbian rights Belgrade, Women's Space Nish, Sand glass Krusevac, Victimologist society of Serbia, Belgrade. Sensationalist media reporting on violence against women, promotion of violence against women, negative portrayal of women, promotion of pornography and prostitution were combat by programs the GED worked on this during 2009 too. These efforts resulted in Guide for gender sensitive media approach published in 2012.¹⁸⁴

Encouraging media to promote non-stereotypical portrayal of women and men and to adopt anti-discriminatory editorial policy was noticed that since long. Media production in Serbia obviously is commercialized; tabloid style of reporting on violence against women became dominant, contributing to a visible shift towards entertainment media as an imperative. Such malpractice demanded education programs for journalists and editors of media. The program was realized by the Institute for Gender Equality in cooperation with NGO Center for support of women, journalists and lecturers from the Department of journalism from the University of Novi Sad. The program "More efficient informing of women about the phenomenon of violence" - training for journalists in Vojvodina for gender sensitive reporting on violence (2015)

Several publications were published comprising encouragement to promotion of non stereotypical portrayal of women comprising good analysis leading to encouragement media to change their practice. In all analyzes, it is noted that women in the wider social context of Serbia are still discriminated, marginalized, subjected to gender-based violence and gender-based poverty, stereotypical media representation and to visible and easily arguable under-representation in media production. Their action capacity is rarely sufficiently articulated to provide them with effective collective action in order to dismantle subordinating mechanisms, because to do so it is necessary to consolidate and unite individual, fragmentary action in joint activities, in order that the structure of this social group would become really fruitful. These are: ZINDOK analysis published in 2009.¹⁸⁵ Women in media in Serbia, *Genero*, 2008. Women's Studies collection of works.¹⁸⁶ Media approach to gender based violence, *Temida* 2012, Victimological society of Serbia, the research was based on media reports published during 2009 to 2011.¹⁸⁷

The women's movement regularly monitors media reporting on violence against women in the form of individual annual and multi-year analysis. It should be mentioned regular annual review of the Network of Women Against Violence and an annual report of the Observatory for monitoring violence against women, and also it should be mentioned the existence of comparative qualitative analysis by UNDP concerning the selected years, 2010, 2013 and 2014. but based on observation from 2008. and 2009. That is the way of improving media reporting on violence to ensure respect the dignity and integrity of the victim. These media analyzes from the standpoint of gender equality are essential in order to fix fruitful potential of women to influence socially organized shifts in preventing and reducing violence against women. Ascertainment and analysis of absence of women's perspective from the media, stereotypes in media coverage, especially when it comes to violence against women and gender bias are present, have as an impact reducing gender

184 Filipović Jelena, Kuzmanović Jovanović Ana, Vodič za rodno osetljiv pristup medijima u Srbiji, Ministarstvo rada, zapošljavanja i socijalne politike, Uprava za rodnu ravno- pravnost, Beograd, 2012.

185 ŽINDOK Centar, Rodna ravnopravnost u medijima i kroz medije Izveštaj monitoringa lokalnih elektronskih i štampanih medija u sedam gradova u Srbiji, Ženski informaciono dokumentacioni centar, UNIFEM, Beograd, 2008. i ŽINDOK Centar, Priručnik za medije, Rosa Luxemburg Stiftung, Beograd, 2009.

186 Žene u medijima u Srbiji, 69 – 95 Ženske studije, Beograd *Genero*, 12/2008

187 Medijski pristup rodno zasnovanom nasilju, *Temida*, vol 15, 1:101:116

Viktimološko društvo Srbije, Beograd. The research data are based on media reports issued during 2009 – 2011.

inequalities and increasing media literacy and media responsibility. Political will and actions depend, among other things, of knowledge, and it is therefore necessary to learn how and about what media reports when reporting on violence against women, which is that necessary media chemistry of decency that can contribute to social and political changes, indicating reasons why the gold standard of adequate information on violence against women hasn't been articulated yet.

Although the obligation of public media, particularly that of public service media was always emphasised, those awarded national frequencies to participate, have never introduced on a mandatory basis, any awareness raising campaigns, campaigns against violence sanction and promotion of pornography and advertising of prostitution.

However, improvements were observed primarily in those so-called serious printed media who do not accept tabloid style of reporting on violence against women, and interestingly, it also should be noted that almost the entire TV production correctly reports on cases of femicide in their news programs.