



# EVALUATION OF THE NATIONAL ACTION PLAN FOR THE IMPLEMENTATION OF THE SERBIA NATIONAL STRATEGY FOR GENDER EQUALITY – FINAL REPORT



Support to Priority Actions for  
Gender Equality in Serbia



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# LIST OF ABBREVIATIONS

<b>AP</b>	Autonomous Province
<b>CBGE</b>	Coordination Body for Gender Equality of the Government of Serbia
<b>CEDAW</b>	The Convention on the Elimination of all Forms of Discrimination Against Women
<b>CSO</b>	Civil Society Organizations
<b>EC</b>	European Commission
<b>EIGE</b>	European Institute for Gender Equality
<b>EMG</b>	Evaluation Management Group
<b>ERG</b>	Evaluation Reference Group
<b>EU</b>	European Union
<b>ET</b>	Evaluation team
<b>FRA</b>	European Union Agency for Fundamental Rights
<b>GDP</b>	Gross Domestic Product
<b>MICS</b>	Multiple Indicator Cluster Surveys
<b>MP</b>	A member of parliament
<b>MoLEVSA</b>	The Ministry of Labour, Employment, Veterans and Social Affairs
<b>NAP</b>	Republic of Serbia Plan of Action for the Implementation of the National Strategy for Improving and Promoting Gender Equality 2016–2020
<b>NGO</b>	A non-governmental organization
<b>OECD</b>	The Organization for Economic Co-operation and Development
<b>OSCE</b>	The Organization for Security and Co-operation in Europe
<b>PSSPDGE</b>	Provincial Secretariat for Social Policy, Demography and Gender Equality
<b>RSPP</b>	Republic Secretariat for Public Policies
<b>SDGs</b>	The Sustainable Development Goals
<b>SILC</b>	Statistics on Income and Living Condition
<b>SIPRU</b>	Social Inclusion and Poverty Reduction Unit
<b>SORS</b>	Statistical Office of the Republic of Serbia
<b>ToC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>UFE</b>	Utilization-Focused Evaluation
<b>UN</b>	United Nations
<b>UNEG</b>	United Nations Evaluation Group
<b>UNICEF</b>	United Nations Children’s Fund
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women



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# EXECUTIVE SUMMARY

## *Background and purpose of the evaluation*

The Republic of Serbia has adopted National Strategy for Gender Equality for period 2016–2020 (henceforth Strategy) with action plan for period 2016–2018 (henceforth NAP) as overarching policy document that defines key priorities in the area of gender equality. Coordination Body for Gender Equality of the Republic of Serbia (henceforth CBGE), has commissioned the evaluation of the NAP with the support of UN Women Office in Serbia. The independent evaluation was conducted by SeConS – Development Initiative Group, with the aim to provide systematic insights in the implementation process and achieved results and to provide recommendations for second phase of the implementation of the Strategy. The evaluation was conducted in line with UN Women evaluation standards, with evaluation management group and evaluation reference group supporting the evaluation team and with large participation of various relevant stakeholders. Evaluation applied OECD DAC<sup>1</sup> evaluation criteria and is aligned with United Nations Evaluation Group (UNEG) Norms and Standards for evaluation. The evaluation was conducted through 4 phases: inception phase, data collection and analysis, validation and reporting. The process of evaluation included large number of stakeholders. Over 100 of representatives of gender equality mechanisms, line ministries, public institutions, international organizations, women's, feminist and other CSOs engaged in gender equality issues, and experts were included in the process providing valuable

information on which is based the assessment presented in this report.

The Strategy for Gender Equality 2016–2020 with the National Action Plan for the period 2016–2018 were adopted at a turning point when changes occurred in the institutional mechanisms for gender equality, as well as broad political changes that were marked with frequent elections and changes of priorities in different policies significant for gender equality, together with social and economic conditions marked with recovery from the effects of the economic crisis that hit Serbia in 2008, and whose effects lasted longer than in some developed countries of the EU which recovered much faster. The Strategy and the NAP were composed and adopted in a very short period of time, which affected certain solutions in the design and limited possibilities for broad consultations that had been implemented during preparation of the previous strategy. The assessment that it was important to rapidly and efficiently secure a new strategic framework at the expense of a high level of stakeholder participation is justified, especially when compared to the processes of the NAP preparation for the application of the UN Resolution 1325, which was actually characterized by a high level of stakeholder participation and long-lasting process of preparation, but afterwards with the absence of implementation.




## *Evaluation findings*





Evaluation findings are presented with reference to key evaluation criteria: relevance, effectiveness, efficiency, impact, and sustainability. In a separate chapter the NAP is assessed against the SDGs.

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1 <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

## Relevance

	GOALS	RELEVANCE
1	Changed gender patterns and improved gender equality structure	
2	Increased equality of men and women by implementing equal opportunities policy and measures	
3	System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes	

 It cannot be evaluated    
  No relevance    
  Having little relevance    
  It is very relevant

**Finding 1: Persistence of patriarchy in Serbia, and in the Balkan region in general, is still an obstacle for Gender Equality and thus issues under NAP are deemed to have a continuous relevance**

Relevance of NAP goals and objectives is unequivocal, as they have been targeting key areas and problems of gender inequalities in Serbia. Some are even more relevant today than when the plan was designed, such as “improving gender equality competences of the public administration” because of the introduction of new mechanisms for planning and implementing policies, gender mainstreaming and gender responsive budgeting. The goals are particularly relevant for the implementation of local gender equality policies since there has been a low level of activity in their implementation.

**Finding 2: ToC for the GE Strategy and GE NAP is currently missing and without a comprehensive framework to support coherent programming resource mobilisation at the national/local levels is weakened which would in turn impact the implementation of NAP and creates gaps and missing links**

There are gaps in the NAP intervention logic stemming from the lack of an explicit and comprehensive theory of change. Gender segregation in formal education is prominent in Serbia and creates the foundation for segregation on the labour market, gaps in living standards and in the wellbeing of men and women in later

stages of life, and yet is absent from the NAP intervention logic and the NAP itself

**Finding 3: Majority of key stakeholders perceive NAP as relevant, but the often do not recognize their role in NAP implementation and therefore often do not earmark financial and HR resources for NAP related activities.**

Although majority of stakeholders recognize the relevance of NAP goals, objectives, measures and activities, they do not recognize their role in its implementation. Therefore, activities of different stakeholders, primarily ministries, related to the improvement of gender equality are not sufficiently related to the NAP priorities, measures and activities.

## Effectiveness

The analysis around the criteria of effectiveness shows usually the extent to which the results of the intervention contributed to achieving particular goals. To make the analysis at all possible, the results should be relatively precisely defined, indicators for measuring their achievement should be specific and data for respective indicators available. The following analysis shows that it is not always the case in GE NAP in Serbia.




**Finding 4: Lack of clearly defined Outcomes, focus on process rather than income indicators has significantly**

### limited monitoring as well as measuring of achieved results






There are limitations in the monitoring framework defined in NAP stemming from the design of indicators for measuring results achieved up until 2018. Indicators are often defined as process and not result indicators, in some cases they are not precisely defined and in other cases data for measuring are not available.

### Finding 5: Due to the lack of comprehensive financial planning (primarily), an overall implementation of NAP has been assessed only as partially successful in achievement of results expected in 2018

Results expected in 2018 have not been achieved in many areas, but processes of intervention are visible. The NAP has been implemented with unbalanced effectiveness across the priority areas.

	GOALS	EFFECTIVENESS
1	Changed gender patterns and improved gender equality structure	
2	Increased equality of men and women by implementing equal opportunities policy and measures	
3	System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes	

	Cannot be evaluated, no data or information		Not realized/ No impact		Low effectiveness / Positive impact / Sustainability		Medium effectiveness / Positive impact / Sustainability		Completely realized / Strong positive impact / High sustainability
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Achievement of results defined in NAP for 2018 is not highly satisfactory, but the processes are visible. Many changes were initiated and if they continue to be adequately implemented and supported, they should provide visible results by the end of the strategic cycle. However, these processes are imbalanced, as certain areas of the NAP present a scope of multiple dynamic interventions, whereas certain areas have been “neglected”.

The areas of high effectiveness include: increased safety of women from gender-based violence, gender sensitive statistics (within the Statistical Office of Serbia), equal participation of women and men in public and political decision-making (but only for legislative power at all levels) and gender responsive budgeting.

The areas of medium effectiveness include: increased gender equality capacities and knowledge of managers and staff in public authorities, and increased safety of women from gender-based violence, violence in the family and in intimate partner relations, established

functional gender equality mechanisms at all levels.

The areas of low effectiveness include: gender-sensitive formal education, increased public awareness of the significance of gender equality, labour market status of women, particularly those in vulnerable groups, improved role of women in the security system, equal participation of rural men and women, improved health of women and equal access to health care services, participation of women in decision making in other branches of power than legislative, functional gender equality mechanisms at local level, gender analysis of policies, programmes and measures, gender sensitive evidences in institutions, and international and regional cooperation.

Ineffective areas of NAP implementation are: equal participation of men and women in parenting roles and economy of care and in the area of gender studies.

In next sub-sections, the achievement of results in regard to the objectives is presented in more detail for all NAP priorities.



**Finding 6: Multi stakeholders support and cross sectoral cooperation are few of the factors which contributed to effective implementation**

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Sets of factors contributed to the more effective implementation, including wide awareness of the problem among stakeholders, availability of funds, partnerships between different stakeholders (institutions, international organizations, CSOs), combination of different types of interventions (measures and activities) targeting the problem.

**Finding 7: Lack of comprehensive ToC for NAP meant that there were internal inconsistencies in the design of the logic of the interventions, which in turn resulted in deminished impact**

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Stemming from the lack of an explicit, comprehensive and consistent theory of change, NAP suffers from internal inconsistencies. The objectives are not completely set in consistent way, not sufficiently interrelated and synchronized. In some CASES, measures defined to achieve certain objectives are mutually inconsistent or insufficient in scope or type to achieve defined objective and produce results.

**Finding 8: Lack of financial resources for NAP and lack of sequencing in the implementation of NAP initiatives were key factors inhibiting the effective implementation of NAP**

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Lack of financial resources, fragmented, small scale interventions, lack of coordinated action are among the key factors inhibiting more effective implementation in some areas of NAP.

**Finding 9: Implementation and monitoring mechanisms of the NAP 2016–2018 were improved when compared to the previous NAP (2011–2015), even if they were not optimal.**

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This was achieved despite fewer human and material resources and enabled more precise and systematic evaluation of the effectiveness.

**Finding 10: Lack of risk analysis and realistic approach translated in design of targets which were possibly too ambitious given the socio-political and economic context of Serbia**

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NAP defined ambitious objectives and results for a narrow time frame (3 years) and in a context marked by lack of human and financial resources and weak institutional coordination mechanisms and practices. This undermined the chances of being very effective and keeps low probability to achieve end results in 2020.

## Efficiency

**Finding 11: The NAP is not supported through a single financial mechanism; it lacks a robust monitoring mechanism**

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It was difficult to establish whether there were sufficient resources provided to achieve the outputs and outcomes planned in the NAP. Also, it was not possible to establish whether and to what extent the funding level allocated for actions and measures in the NAP affected achievement of the goals stated. It was also not possible to track whether the resources were utilised in the most effective way or whether the use of resources could be improved.

**Finding 12: Gender-responsive budgeting is not recognized as a financial support for the implementation of the NAP**

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GRB is a significant tool introduced by the NAP, but it is currently in its initial phase and is not used as a financial support for the implementation of the NAP. There is no clear link between the gender-responsive budget programmes and the measures and activities in the NAP.

**Finding 13: The planning and presentation of funds for the implementation of the measures and objectives in the NAP is inconsistent. It is hard to follow the flow of money**

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The NAP lacks consistency within its objectives as well as transparency with respect to resources required versus those planned, allocated or

spent for the implementation of the measures and activities specified in it.

**Finding 14: Hidden costs incurred in the implementation of the activities are not identified (e.g. the costs of the activities carried out by relevant ministries)**

This includes funds that are not explicitly stated but assumed to be allocated within the budget of the implementing institution, but also the costs of human resources invested in the achievement of the goals stated (“no additional funds required”).

**Finding 15: No cost-effective or cost-benefit analysis was done in the planning of the NAP interventions or during its implementation**

Effectiveness of the intervention as a relationship between the invested and the results cannot be estimated. The lack of cost-benefit analysis is also reflected in the inconsistency of the interventions in terms of their level, scope and targets; some measures are “soft measures” or addressing only practical needs, while others are too general and without a clear target which makes them difficult to measure for result. Inconsistency is found also in assignment of responsibility for the




implementation of some interventions in terms of resources available.


**Finding 16: Costing of the measures and activities was not done in the planning of the NAP**


The NAP does not provide consistent financial information with relation to all objectives, measures and activities and no other source of information proved that costing activities were done in order to establish an adequate level of resources required to achieve goals planned for the nap period.


## Impact

By assessing impact, the evaluation has the task to answer the question to what extent the NAP objectives contributed to achievement of the strategic goal of improved gender equality in all areas and at all levels. It should be kept in mind that this is mid-term evaluation, and therefore, cannot be expected that impact is already significant in many areas.


	GOALS	IMPACT
1	Changed gender patterns and improved gender equality structure	
2	Increased equality of men and women by implementing equal opportunities policy and measures	
3	System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes	

 Cannot be evaluated, no data or information

 Not realized/ No impact

 Low effectiveness / Positive impact / Sustainability

 Medium effectiveness / Positive impact / Sustainability

 Completely realized / Strong positive impact / High sustainability

**Finding 17: Gaps in design of NAP directly reflected in the impact of individual results. Weak design and lack of clearly design activities in some areas resulted in varried impact at different levels and areas of gender equality**

In several areas, increased dynamics of changes were noticed directly owing to the influence of

measures and activities defined within the NAP, but results are still not visible. In other words, these processes have not reached the point where significant changes are accomplished, at the level of system, structures, institutions, individuals in the form of transformed relations, practices, culture and behavior.

**Finding 18: Though patriarchal values are still persistent, the changes of norms and values underpinning gender equality culture in Serbia are visible**

Changes in attitudes representing norms and values related to gender roles and gender equality are slow but visible. Patriarchal values are in decline, but still prevailing in the society. It is hard to estimate how much they are the consequence of NAP interventions and to which extent they are the consequence of more complex social changes related to modernization processes.

**Finding 19: Impact of NAP implementation is most visible at the system level**

System level impact of NAP is mostly visible in the change of legislation related to gender-based violence, establishment of gender equality mechanisms at different levels and in gender sensitive official statistics stored and published by the Statistical Office of Serbia.

**Finding 20: Equally significant impact is made at the institutional level/s, especially in terms of capacity development and enhanced understanding of gender equality requirements within the framework of ongoing public administration reforms**

At the institutional level of change, effects are visible primarily in increased understanding of the significance of gender equality, better understanding of the policy goals to improve gender equality and clearer recognition of roles and responsibilities in that area.

**Finding 21: Although important, legal changes alone are not sufficient means for an overall systemic changes**

While in certain areas (i.e. political representation of women) legal changes (quotas) lead to significant changes, in other areas, legal propositions opened the room to change but were not sufficient to induce it (such in the case of more equal parental obligations or access to property in rural areas).

**Finding 22: There is clear evidence that the existing gender mainstreaming advances in Serbia are made due to the implementation of GE NAP (in particular in comparing statistics and trends from 2015–2018)**

The area of NAP related to third priority goal, gender mainstreaming, is the area with most visible impact. This is the area where the impact of NAP on the changes identified by the evaluation is also most visible in comparison to other areas influenced simultaneously by other policies or broader and more complex social processes.

**Sustainability**

Analysis around the criteria of sustainability assesses frequently the extent to which the positive results and effects achieved are sustainable in future. It is important to view threats to sustainability in order to timely address them and to secure that the achieved results continue to be effective in the following period. The following are the results of the analysis:

	GOALS	SUSTAINABILITY
1	Changed gender patterns and improved gender equality structure	
2	Increased equality of men and women by implementing equal opportunities policy and measures	
3	System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes	

Cannot be evaluated, no data or information

Not realized/ No impact

Low effectiveness / Positive impact / Sustainability

Medium effectiveness / Positive impact / Sustainability

Completely realized / Strong positive impact / High sustainability

**Finding 23: Role of CSOs in NAP implementation is insufficient, in particular in comparison with other practices in the region**

Women's and other CSOs dedicated to improvement of gender equality were not sufficiently included nor empowered through NAP implementation.

**Finding 24: Evidence collected thusfar support the notion that the sustainability of individual results is more feasible when underpinned by diverse (reform) processes**

Likelihood of results and instigated changes to be sustainable are higher when changes are consequence of alignment with international standards (particularly through EU accession process), when encoded in laws, bylaws, when there is high awareness and commitment of many stakeholders, when competences of stakeholders are developed so they can support and maintain processes.

**Finding 25: Legal ambiguity regarding the mandates, roles and responsibilities of gender equality mechanisms means that sustainability of gender equality mechanisms is still under risk**

Several factors flag up threats to the issue of sustainability of gender equality mechanisms: 1) CBGE is not grounded in the Law, 2) institutional overlaps and conflicts over the responsibilities in the area prevent effective actions, 3) there are weak human and financial resources, a lack of standardized coordination procedures, and high fluctuation of personnel in the institutions.

## **NAP contribution to SDGs**

**Finding 26: NAP corresponds well with UN Development Agenda until 2030, but contribution to its targets is rather small**

Priorities and objectives in NAP correspond well with SDG 5 and other targets relevant for improvement of gender equality, but due to the uneven effectiveness and low impact, contribution is still not high.

## **Conclusions**

**Conclusion 1:** NAP implementation and monitoring mechanisms at the national level are more effective than it was the case with previous Strategy and NAP, even though the capacities of the new national mechanism for gender equality are small.

**Conclusion 2:** The implementation of NAP was not achieved to a satisfactory degree at the local level and systematic information on the implementation in local communities is missing due to the limitations to vertical coordination mechanisms between national and local levels.

**Conclusion 3:** NAP goals and objectives are relevant, targeting areas and problems of gender inequality that were present at the time of adoption and have been present today, but there are gaps stemming from the lack of an explicit and comprehensive theory of change, such as gender segregation in education, gender gaps in earnings and social benefits, etc.

**Conclusion 4:** NAP was implemented with uneven effectiveness across three priority areas, with most effective implementation in the area of system-wide changes induced by the introduction of gender mainstreaming mechanisms and less effective implementation in the areas of changing the culture of gender equality and promoting equal opportunities. This uneven effectiveness in implementation was observed within the three priority areas as well.

**Conclusion 5:** Factors influencing more effective implementation were related to higher awareness of the problem, the availability of financial resources, effective partnerships and an adequate combination of types of interventions, while factors inhibiting effective implementation were related to inconsistencies in measures, fragmented and small-scale interventions, lack of funds and unclear competences and weak coordination mechanisms.

**Conclusion 6:** Processes are visible, but impact is not yet there in majority areas, excluding political participation of women in legislative power, improved gender sensitivity of the national statistics, improved protection of women from gender based and domestic violence.

**Conclusion 7:** Financial aspects of NAP in the design as well as in implementation are the weakest link as financial resources were not systematically defined in the NAP and systematic and comprehensive records on financing implementation of activities is missing, preventing insight into efficiency aspects of the implementation.

**Conclusion 8:** NAP corresponds well with SDG 5 and relevant targets in other SDGs, but its contribution to the achievement of these targets is uneven due to the uneven effectiveness of the implementation.

## Lessons learned

**Lesson 1:** *NAP should be developed not by individual consultants but by teams with multiple competences in order to provide quality document with clear objectives, relevant measures, precise indicators and robust coordination and financial plans.*

**Lesson 2:** *The role of civil society is crucial in defining priorities as well as later in the implementation.*

**Lesson 3:** *Plan should be grounded in the comprehensive and consistent, explicit theory of change.*

**Lesson 4:** *Development of quality document needs time.*

**Lesson 5:** *Take care of synchronization of the system and structural changes.*

**Lesson 6:** *Integrated and concentrated interventions have more effect than fragmentary ones, and system interventions have more effect than project interventions.*

**Lesson 7:** *Strong, formalized mechanisms of horizontal and vertical coordination of implementation and monitoring is a prerequisite of high effectiveness and strong impact.*

## Recommendations

Recommendations are mainly addressed to the CBGE as main responsible governmental body that will continue to coordinate and monitor the implementation of the GE Strategy until the end of policy cycle, and who will commission and adopt new NAP for the second phase. Recommendations are also addressed to the experts team that will draft new NAP. Specific recommendations targeting different issues and areas are also addressed to the line ministries who should in cooperation with CBGE mainstream gender in sectoral policies in line with these recommendations. Indirectly, the recommendations are also provided for UN Women in order to tailor better technical support related to the second stage of GE Strategy implementation.

### A. Process related recommendations

**Recommendation 1:** Better prioritization and more consistent intervention in priority areas through three lines of actions:

1. Keep a strong focus on gender mainstreaming, pressing for further changes in order to have a critical impact and sustainable systemic level results at national, provincial and local levels.
2. Develop comprehensive programmes for two important areas: the Programme for preventing and combating gender based violence and the Programme for Economic Empowerment of Women.
3. Other areas should be addressed with different approaches: a direct approach for areas of gender stereotypes, campaigns for raising awareness, and similar, and mainstreaming approach in sectoral policies for areas such as access to health and sexual and reproductive health of women, gender equality in education, women, peace and security and similar.

**Recommendation 2:** Improved design of the NAP for the second stage should be based on a theory of change and a solid monitoring and financial



framework. Cost-benefit estimates should be used in advance of planning, responsibility for this task should be assigned to those stakeholders who do not have vested interests in the outcomes, and NAP should be further operationalized in annual programmes.

**Recommendation 3:** Improved coordination and monitoring of the implementation horizontally and vertically are needed. Standardized procedures of coordinating activities and reporting should be established and regularly performed. Independent monitoring should be commissioned in local communities.

## B. Thematic recommendations

**Recommendation 4:** Establish and standardize gender competences for all employees in public administration, institutions and public services.

**Recommendation 5:** Set tighter control over school textbooks in order to eliminate gender stereotypes and foster a critical approach to gender inequalities in literature and similar content

**Recommendation 6:** Redefine roles related to the promotion of gender studies.

**Recommendation 7:** Include objectives and measures related to gender segregation in education.

**Recommendation 8:** CBGE should lead in raising awareness campaigning and monitor better cultural changes.

**Recommendation 9:** Develop a comprehensive programme for prevention and combating gender based violence, or, in case of a separate strategy against GBV, retain objectives related to promotion of zero tolerance to violence, elimination of gender stereotypes underpinning a culture of violence against women.

**Recommendation 10:** Develop a comprehensive Programme for the Economic Empowerment of Women.

**Recommendation 11:** Advance further political participation of women, but pay more attention to participation of women in decision making in other areas where power is exercised (economy, sport, science and research, culture and art).

**Recommendation 12:** Continue with a strong focus on gender mainstreaming and use more effective tools to advance it.

**Recommendation 13:** Improve further regional cooperation.

## Key facts table for Serbia

Key facts table: Serbia	
<b>Population 2017<sup>2</sup></b>	
Population mid-year	7.020.858
Natural increase per 1000 inhabitants	-5.5
Infant mortality per 1000 live births	4.7
Marriages per 1000 inhabitants	5.1
Divorces per 1000 marriages	256.9
Mean age of population	T: 43.0; M: 41.6; W: 44.4
Life expectancy at birth	M: 73.0; W: 77.9
Ageing index	T: 141.6; M: 120.9; W: 163.4
Total fertility rate	1.5
Adolescents birth rate (births per 1,000 women ages 15–19) <sup>3</sup>	18.9
Child marriage, women married by age 18 (% of women ages 20/-24 who are married or in union)	3
<b>Government<sup>4</sup></b>	
Percentage of seats held by women in national parliament 2016	37.6% (2016)
Percentage of women in the national government	22,2%
Percentage of women among local MPs	36.0%
<b>Economy<sup>5</sup></b>	
GDP per capita, EUR	5.581
GDP Growth rate 2017	2.0%
Employment rate, population 15–64	T: 57.3%; M: 63.9%; W: 50.8%
Unemployment rate	T: 14.1%; M: 13.5%; W: 14.8%
<b>Human Development</b>	
Human Development Index Value, 2017 <sup>6</sup>	0.787
Human Development Index Rank, 2017 <sup>4</sup>	67
Inequality-adjusted Human Development Index, 2017 (overall loss) <sup>4</sup>	15.2%
<b>Gender Equality</b>	
Gender Development Index, 2017 <sup>7</sup>	0.976
Gender Inequality Index, 2017 <sup>8</sup>	0.181
Gender Inequality Index, rank, 2017 <sup>9</sup>	40
Net primary enrolment ratio (f/m per 100), 2016	95./95.7 <sup>10</sup>

2 SORS, Statistical Yearbook 2017, <http://publikacije.stat.gov.rs/G2018/Pdf/G20182051.pdf>

3 <http://hdr.undp.org/en/countries/profiles/SRB>

4 SORS, Statistical Yearbook 2017, <http://publikacije.stat.gov.rs/G2018/Pdf/G20182051.pdf>

5 SORS, Statistical Yearbook 2017, <http://publikacije.stat.gov.rs/G2018/Pdf/G20182051.pdf>

6 <http://hdr.undp.org/en/composite/HDI>

7 <http://hdr.undp.org/en/composite/GDI>

8 <http://hdr.undp.org/en/composite/GII>

9 <http://hdr.undp.org/en/composite/GII>

10 <http://uis.unesco.org/country/RS>

1.

# INTRODUCTION

# INTRODUCTION

The Republic of Serbia has adopted National Strategy for Gender Equality for period 2016–2020 (henceforth Strategy) with action plan for period 2016–2018 (henceforth NAP) as overarching policy document that defines key priorities in the area of gender equality. Coordination Body for Gender Equality of the Republic of Serbia (henceforth CBGE), as main mechanism with mandate to coordinate the implementation and monitor the process and achievements of the NAP has commissioned the evaluation of the NAP with the support of UN Women Office in Serbia. This independent evaluation was conducted by SeConS – Development Initiative Group, an independent evaluation company with the aim to provide systematic insights in the implementation process and update achievements and to provide recommendations for second cycle of the implementation of the GE Strategy in order to increase its effective implementation and achievement of expected results.

The evaluation was conducted in line with UN Women evaluation standards, with evaluation management group and evaluation reference group supporting the evaluation team and with large participation of various relevant stakeholders.

Evaluation was conducted in line with OECD DAC<sup>11</sup> evaluation criteria and adhering to United Nations Evaluation Group (UNEG) Norms and Standards for evaluation. The evaluation was conducted through 4 phases: inception phase, data collection and analysis, validation and reporting. The process of evaluation included large number of stakeholders. Over 100 of representatives of gender equality mechanisms, line ministries, public institutions, international organizations, women's, feminist and other CSOs engaged in gender equality issues, and experts were included in the process providing valuable information on which is based the assessment presented in this report.

11 <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

## 1.1 Background and Purpose of the Evaluation

National Strategy for Gender Equality 2016–2020 was grounded in the findings from evaluation of previous National Strategy for Improving the Position of Women and Promoting Gender Equality for the period 2010–2015. The Strategy for Gender Equality 2016–2020 included the measures and actions planned to address the identified gaps and limitation from the previous Strategy and set a basis for the establishment of systems to ensure that women's human rights are an inseparable part of the universal human rights and are guaranteed, respected and protected. New measures were designed in different manner, with focus on systemic change that will be achieved through gender mainstreaming of policies, programmes and budgets that will enable transformation of gender relations in Serbia. The changes are aligned with requirements of the EU negotiation processes, in particular with the EU Cohesion Policy on the promotion of equality between men and women and non-discrimination, which requests gender mainstreaming of programmes funded through EU assistance in all phases of planning, programming, implementation, monitoring and reporting.

The Strategy was harmonized with important public policy documents, international gender equality standards, the legal framework and Government priorities, defined under the National Programme for the Adoption of the Acquis (2014–2018).<sup>12</sup>

12 This includes key UN conventions, Beijing Declaration and Platform for Action, CEDAW Convention, key human rights documents of the Council of Europe, as well as domestic legal documents, starting from Constitutions, through Law against Discrimination, Law on Equality of Sexes, etc. The full list of international and national documents which Strategy is aligned is presented in the introductory

The Strategy defines three priority objectives:

1. Changed gender patterns and improved gender equality culture
2. Increased equality of women and men by implementing an equal opportunities policy and measures
3. System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes.

NAP for GE is an integral part of the Strategy and defines measures, indicators, activities, time frame, responsibilities and financial means for implementation. The main purpose of the evaluation is to measure and assess the progress made to date in the implementation of the NAP and to provide lessons learned and recommendations for the development of the next NAP for GE 2019–2020.

## 1.2 Objectives and Scope of the Evaluation

The specific objectives of the evaluation are:

1. To assess the **effectiveness and efficiency** in progressing towards the achievement of the gender equality and women's empowerment objectives as defined in NAP 2016–2018;
2. To assess the **relevance** of measures and activities to the objectives in three priority areas defined in the current NAP for GE and to identify achievements and remaining challenges which should be improved by the new NAP for GE;
3. To identify **areas for strengthening** the NAP for GE framework for more effective implementation, monitoring and reporting during the second phase of the five-year plan;
4. To document **lessons learned**, best practices and challenges to inform future work in addressing women's needs in the Republic of Serbia including recommendations for amendments to the current NAP for GE to support more effective implementation of future NAP GE;
5. To provide **key recommendations** to key stakeholders involved in the development and implementation of the future NAP for GE;

6. To assess how up to date progress in implementation of NAP relates and contributes to commitments and achievements of **Sustainable Development Goals** (SDGs) in Serbia;
7. To assess **UN Women contribution** to NAP for GE implementation and achievement of NAP for GE results.

**The scope** of the evaluation is defined in terms of implementation period, priority areas and geographical scope.<sup>13</sup>

**Time scope:** The evaluation will cover almost the full NAP for GE implementation period that started in February 2016 and will end in December 2018, since evaluation will assess the results achieved until the end of June 2018.

**Priority areas:** The evaluation will cover all three priority areas included in the NAP for GE:

1. Changed gender patterns and improved gender equality culture;
2. Increased equality of women and men by implementing an equal opportunities policy and measures
3. System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes

**The geographical scope** for the evaluation will be the whole Republic of Serbia.

## 1.3 NAP Design and the context of its implementation

### *Design of NAP – Theory of Change*

Theory of change (ToC) behind one strategic plan is of key importance as it defines all objectives, measures and activities based on more fundamental assumptions about development, about the nature of problem, about the determinants that are creating contemporary situation in the area and describe conditions for the change. This is the way how things are understood but also the way how things should and can be changed. It is a 'way to describe the set of assumptions that explain both the mini-steps that lead to a long-term goal and the connections between these activities and outcomes of an

chapters of the Strategy for Gender Equality (pp. 5–13).

13 Stipulated within the Evaluation ToR SRB/2018–03.



intervention programme<sup>14</sup>. Assumptions are often referred to as the necessary conditions for change, or the underlying conditions or resources that need to exist for planned change to occur<sup>15</sup>. Therefore, the theory of change can be expressed in a strategic framework manner, but it is more ‘theoretical’, meaning that is relying (implicitly or explicitly) on certain assumptions about the problem (subject of intervention), its interaction with other problems, determinants of its change and its possible effects.<sup>16</sup>

ToC in NAP is rather implicit than explicit. There was no developed comprehensive, explicit ToC prior to the development of the Strategy and therefore, the NAP reproduced same logic and assumptions of **implicit theory of change** entailed in the Strategy. The whole NAP can be considered as ToC as it defines activities in line with the perceived problems, desired objectives, goals and impacts, relying on basic assumptions.

In the NAP the activities, the outcomes of proposed activities, the expected results, the (qualitative and quantitative) indicators for monitoring the implementation, stakeholders assigned main role for the implementation and their partners, as well as sources of financing are defined for each objective of the Strategy. The Strategy contains three overall objectives and nineteen specific objectives. Main logic of change is presented in the figure 1.

Basically, the strategic goals are grounded in the vision stated by Women’s Platform for Development of Serbia 2014–2020: *Society in the Republic of Serbia is a sustainable society that includes everyone and where a high quality of daily life will be achieved*. Gender equality is understood as a precondition for development which lies at the root of eliminating key development obstacles for the Republic of Serbia, such as unequal demographic and economic development, inadequate use of human resources, neglected development of

rural areas, inadequate management of natural resources and endangerment of environment.<sup>17</sup>

The overarching strategic goal of achieving full equality of men and women in all areas of public and private life was planned to be achieved through three key strategic goals:

1. Changed gender patterns and improved gender equality culture
2. Increased equality of women and men by implementing an equal opportunities policy and measures
3. System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes.

Each of the strategic goals should be achieved through sets of specific outcomes.

**Changed gender patterns and improved gender equality culture** should be achieved through increased gender equality capacities and knowledge of managers and staff in public authorities, gender-sensitive formal education, developed knowledge and visibility of academic results in gender studies, increased public awareness of the significance of gender equality, increased safety of women from gender-based violence in the family and intimate partner relations.

**Increased equality of women and men by implementing equal opportunities policy and measures** should be achieved through equal participation of women and men in parenting and economy of care, equal participation of women and men in public and political decision-making, improved women’s economic and labour market status, especially of women from vulnerable groups, enhanced role of women in the security system, equal contribution to development and access to development results by rural men and women, improved health of women and equal access to healthcare services.

**Systemic gender mainstreaming in the adoption, implementation and monitoring of public policy should be achieved** by establishing functional gender equality mechanisms at all levels, gender analysis of policies, programmes and measures, based on available gender sensitive statistics and records, through established international and regional cooperation and exchange of positive practices.

14 Stein, D, Valters, C. (2012) Understanding Theory of Change in International Development, JSRP Paper 1, p: 3 [http://www.theoryofchange.org/wp-content/uploads/toco\\_library/pdf/UNDERSTANDINGTHEORYOFChangeSteinValtersPN.pdf](http://www.theoryofchange.org/wp-content/uploads/toco_library/pdf/UNDERSTANDINGTHEORYOFChangeSteinValtersPN.pdf)

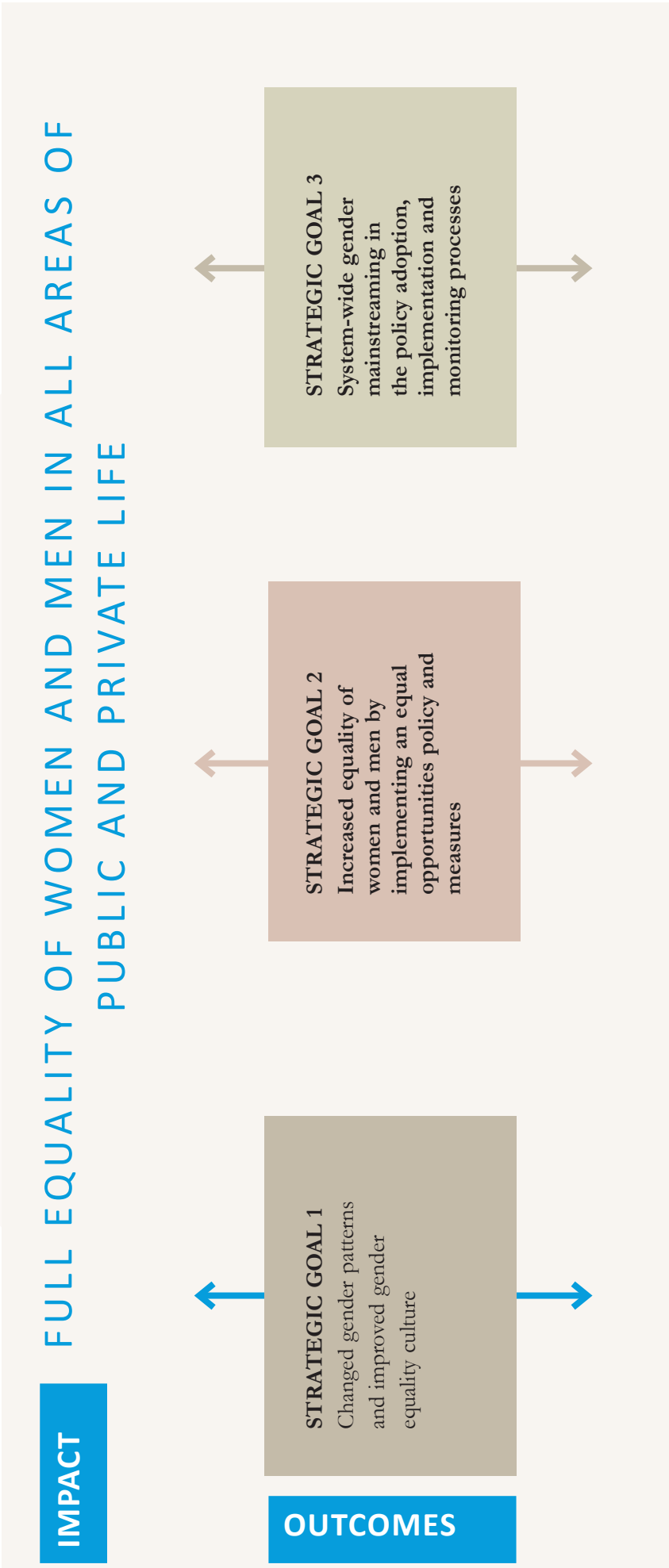
15 Ellis, J., Parkinson, D., & Wadia, A. (2011). Making Connections: Using a theory of change to develop planning and evaluation. Charities Evaluation Services.

16 Babović, M, Vuković, D. (2014) Social Accountability in Cambodia, JSRP Paper 19, <http://www.lse.ac.uk/internationalDevelopment/research/JSRP/downloads/JSRP19-BabovicVukovic.pdf>

17 National Strategy for Gender Equality 2016–2020, p. 32

# FIGURE 1:

Theory of change behind Strategy for Gender Equality and Action Plan



SG 1			SG 2		SG 3	
Objective	Expected 2018	Result Outcome 2020	Objective	Expected Result 2018	Outcome 2020	Expected Result 2018
1.1. Increased gender equality capacities and knowledge of managers and staff in public authorities	At least 80% of managers and staff in public authorities recognize causes and forms of discrimination and understand measures for achieving gender equality	Reduced institutional discrimination; Improved implementation of affirmative measures and anti-discriminatory legislation; implementation of legal measures in the field of protection of human rights and gender equality	2.1. Equal participation of women and men in parenting and economy of care	The time spent on unpaid work is equally distributed between men and women	Improved quality of life of men and women	Institutions (bodies) for gender equality established and active at all levels of authority in accordance with the Law on Gender Equality and roles in the gender analysis of policy
1.2. Gender-sensitive formal education	Increased number of gender-sensitive teaching content in primary and secondary education	Educational programmes and contents at all levels of formal education are gender-sensitive	2.2. Equal participation of women and men in public and political decision-making	5% increase in the share of women at all levels	Women and men equally participating in decision-making at all phases of drafting and adopting decisions.	Designed and piloted procedures and methodology for implementing gender analysis
1.3. Develop knowledge and visibility of academic results in gender studies	Increased number of students, scientific papers, master and doctoral papers in the field of gender studies	Improved know-how and developed human capacities for professional support to gender mainstreaming	2.3. Improve women's economic and labour market status, especially of women from vulnerable groups	Improved indicators of the economic status of women	Decreased informal employment of women and increased formal employment	Increased number of public authorities at all level with gender-segregated official records and statistics
1.4. Increased public awareness of the significance of gender equality	At least one media campaign aimed at eliminating gender stereotypes recognizable to the public	Reduction in the widespread nature of negative gender stereotypes on women and men	2.4. Enhance role of women in the security system	Greater involvement of women in deciding on issues related to security, peace-keeping, post-conflict recovery of society and building trust	The National Action Plan to Implement United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia for the period from 2016 to 2020 is adopted and implemented in an integrated manner.	Established continuous cooperation with European and regional institutions and organizations in the field of gender equality
1.5. Increased safety of women from gender-based violence in the family and intimate partner relations	More efficient institutional protection of women in situations of violence through the consistent implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Family Violence	Achieved zero tolerance for violence; Femicide down to zero	2.5. Women and men in rural areas actively and equally contribute to development and have equal access to development results	Rural women's status has improved, in terms of the formal status and access to resources	At least 1 gender-responsive budget programme per budget beneficiary at the time of preparation and adoption of the budget for 2018	All budget programmes are gender-responsive and containing at least 1 gender-sensitive goal
			2.6. Improved health of women and equal access to healthcare services	Improved health of women	Reduced cancer mortality rate Increased life expectancy More favorable health indicators	

## INTERVENTIONS



Education, trainings for professionals, public administration, journalists, editors, REM council change of curricula, raising awareness, campaigns, promotion of gender studies, support to feminist research, adoption of strategic documents for combating gender-based violence, implementation of Istanbul Convention, improving data and evidences on GBV, accreditation of protection services for women victims of violence, establishment of helpline, etc.



Campaigning, schools for parenting, improvement of labour legislation, increase of availability of services in support to family, pilot programmes fo flexible work of parents of children with disabilities, effective payment of alimony, mapping of teenage girls and women who dropped from school due to early marriage and child bearing, informing women about employment opportunities, education on harm of early marriage, enforcement and implementation of Law on Gender Equality, quota on women in boards and managing structures of public enterprises, in working and advisory bodies and delegations, increase of participation of women from marginalized groups in advisory bodies of Government, legal changes, improvement of records, programmes for support to women's employment and entrepreneurship, facilitate access to land, preventive health measures



Increase number of employees in gender equality mechanisms, appoint gender coordinators in public authorities, improve laws and bylaws, trainings, public hearings, piloting, gender analysis, increase cooperation, define gender responsive budgeting, etc.

**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**

## 1.4 Context for NAP implementation

### *Institutional and policy framework*

#### International framework

Gender equality and human rights of women have been monitored and protected through general human rights international framework and instruments. Serbia is committed to protection of human rights by adopting International Covenant on Civil and Political Rights. The Republic of Serbia submitted Initial report to the Human Rights Committee in 2003, Second periodic report in 2009 and Third periodic report in 2015. In Concluding observations Human Rights Committee express concerns in regard to the situation of women belonging to vulnerable groups, early arranged marriage in Roma communities, lack of implementation of the law on gender equality (para. 18) and still high prevalence of violence against women and children (para. 20).

Legal and policy framework for gender equality in Serbia is guided by the commitments to the principles entailed in the key international conventions and platforms, such as Beijing Declaration and Platform for Action; Convention on Elimination of All form of Discrimination Against Women (CEDAW); The UN Convention on the Political Rights of Women (1953); International Covenant on Civil and Political Rights (1966) (articles 20 and 26); International Covenant on Economic, Social and Cultural Rights (1966) (article 2); UN Resolution 1325 'Women, Peace and Security' (2000); The Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention), and others. For equal opportunities and elimination of discrimination of women with disabilities, of particular importance is the Convention on the Rights of Persons with Disabilities (2006).<sup>18</sup>

Serbia has intensified reporting to CEDAW Committee. After initial report submitted in 2006

and second and third periodic report submitted to CEDAW Committee in 2011, Government of Serbia submitted fourth periodic report in 2017. In July 2018 pre-session was held with significant participation of civil society. In August 2018 Committee issued *the List of issues and questions in relation to the fourth periodic report of Serbia* containing 21 questions for further elaboration and clarification (list provided in annex 8.4). State has replied to the list of issues. Up to date six shadow reports<sup>19</sup> were submitted to the Committee and several more are in preparation<sup>20</sup> and will be submitted before main session in February-March 2019.

In 2018 government of Serbia has submitted report to the GREVIO Committee<sup>21</sup> for the first time. The report was submitted in July 2018, and it is expected that several shadow reports prepared by CSOs specialized in VAW and women's organization submit shadow reports prior to the country visit of the Committee.

#### National framework

Despite the important improvements in legislation and policy framework, the lack of firm institutional framework is lagging behind. There are some important improvements in legislation and policy framework, but at the same time, some other key laws are still missing, some law revisions undermine previously achieved protection of

18 [https://www.ohchr.org/Documents/Publications/AdvocacyTool\\_en.pdf](https://www.ohchr.org/Documents/Publications/AdvocacyTool_en.pdf)

19 Shadow reports were submitted by Amity, Red Cross, Caritas and other civil society organizations focused on rights and support to older women, Equal Rights Trust, FemPlatz and Initiative A11 for economic and social rights, Global Initiative to end all corporal punishment of children, Labris, Women Center Uzice, Ombudsman  
[https://tbinternet.ohchr.org/\\_layouts/treatybodyexternal/SessionDetails1.aspx?SessionID=1190&Lang=en](https://tbinternet.ohchr.org/_layouts/treatybodyexternal/SessionDetails1.aspx?SessionID=1190&Lang=en).

20 According to available information CSOs network gathered around Network SOS Vojvodina, and NGO Astra have been preparing shadow reports to CEDAW Committee as well.

21 GREVIO is Group of Experts on Action against Violence against Women and Domestic Violence, an independent expert body responsible for monitoring the implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence by Parties.



women's rights and implementation of laws and gender equality policies and measures remains a challenge.

Since new Strategy for Gender Equality was endorsed, there were important changes in legal framework. The Law on Prevention of Domestic Violence<sup>22</sup> was enacted and became effective on 1<sup>st</sup> June 2017, Criminal Code<sup>23</sup> was revised to better align with Istanbul Convention and to be synchronized with new Law on Prevention of Domestic Violence. On the other hand, recent revision of Law on financial support to families with children puts in disadvantaged position women who were not employed continuously 18 months prior to child birth (their maternity leave benefit is much lower). New Law on Planning<sup>24</sup> was enacted in 2018 with aim to introduce effective, transparent, coordinated and realistic system of planning. The Law on Budget System<sup>25</sup> stipulated gradual introduction of gender responsive budgeting (GRB) in the planning, implementation and reporting on budget at all levels. The process should be completed in 2020 with whole budget system reformed in line with GRB principles.

Gender-based discrimination is prohibited by the Law on Prohibiting Discrimination<sup>26</sup> while gender equality is presently regulated by the Law on Equality of Sexes.<sup>27</sup> This Law had various limitations due to which new proposal of the new Law on Gender Equality was developed in a course of three years under the leadership of the CBGE. The Law proposal has been developed through extensive consultations with women civil society organizations and

with a wide range of stakeholders. In 2017 the Ministry of Labour, Employment, Veterans and Social Affairs, expressed complaints to the Law draft and since then the draft of the Law is in this Ministry with the aim to be revised. The adoption of the new Law on Gender Equality is a part of the obligations of the Republic of Serbia in the negotiation process with the EU and it is stipulated in the Action Plan for Chapter 23. In 2018, the Law on Gender Equality is still not on the parliamentary agenda and still there is no consensus on the provisions of the law.

National Strategy for Prevention and Elimination of Violence against Women in the Family and in Intimate Partner Relationship expired in 2015 and there is no holistic strategic framework in place that would address the issue. National Action Plan for the implementation of UNSCR 1325 was drafted through wide participatory process, adopted in May 2017, but not yet implemented. Ministry of Finance and Provincial Secretariat of Finance adopted the Plan for introduction of gender responsible budgeting for 2019. UN Women has been providing support to the Ministry and Provincial Secretariat for the GRB process. According to the third progress report introduction of GRB in Serbia has been progressing with satisfactory pace, 33 out of 35 budget institutions has fulfilled the obligation on GRB, and this mechanism was implemented in the 42 programmes and 57 program activities.<sup>28</sup>

National framework is highly influenced by the EU accession process and NAP objectives and measures are related to the several chapters of the negotiation process: social policy and employment (chapter 19), Enterprise and industrial policy (20), Judiciary and fundamental rights (23), Justice, freedom and security (24), Agriculture and rural development (11), Science and research (25), Education and culture (26).

Lacking adequate human, technical and financial resources of key gender equality mechanisms at national level, provincial and local mechanisms are visible. CBGE<sup>29</sup> was established

22 Official Gazette of the Republic of Serbia, no. 94/2016.

23 Official Gazette of the Republic of Serbia, no. 85/2005, 88/2005, 107/2005, 72/2009, 111/2009, 121/2012, 104/2013, 108/2014, 94/2016.

24 Official Gazette of the Republic of Serbia, no. 30/2018

25 Official Gazette of the Republic of Serbia, no. 54/2009, 73/2010, 101/2010, 101/2011, 93/2012, 62/2013, 108/20103, 142/2014, 68/2015, 103/2015, 99/2016, 113/2017, 95/2018

26 Official Gazette of the Republic of Serbia, no. 22/2009

27 Official Gazette of the Republic of Serbia, no. 104/2009

28 UN Women, Progress report on GRB introduction in the system of planning public finance in the Republic of Serbia in the budget for 2018

29 Head of is the Deputy Prime Minister and Minister for Construction, Transport and Infrastructure.

by the Government Decision with a mandate to coordinate Government` actions in the area of gender equality. The main task of the CBGE is to initiate, coordinate, monitor and support the implementation and processes of development of the national level strategic framework on gender equality and the empowerment of women. CBGE is equipped with insufficient human resources and financial means to effectively perform increasingly complex obligations as gender mainstreaming requires to be implemented in all policy and legal reforms, including dynamic process of alignment with EU *acquis* and EU accession. Despite the lack of human resources and without budget, CBGE accomplished many important tasks during previous 3,5 years: developed new Strategy on Gender Equality with Action Plan, organized calculation of Gender Equality Index (Serbia was first non-EU country with report on Index), initiated implementation of Gender Responsible Budgeting (due to which Serbia has been recognized as a good practice in UN training center), developed draft of the Law on Gender Equality, submitted report on the implementation of the Istanbul Convention to GREVIO Committee, etc.

Within the Ministry of labor, employment veterans and social affairs, Sector for antidiscrimination policy and improvement of gender equality<sup>30</sup> is established with mandate to monitor antidiscrimination measures, social inclusion and gender equality. This is a national executive mechanism established in order to strengthen, stimulate, plan, direct and actively lead development in the area of anti-discrimination and the promotion of gender equality towards the policies of the Government of the Republic of Serbia, as well as to raise the awareness of citizens on anti-discrimination and gender equality.

As main horizontal mechanism to mainstream and coordinate gender equality policies with the Government of Serbia, there is network of Gender Focal Points within all line ministries and key institutions. Gender Responsible Budgeting teams are established in all budgets institutions, while IPA units act as custodians of gender equality in the IPA Programming process.

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

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

Over the past decade, many local institutions for gender equality were established at the level of local governments. According to the Special Report of the Protector of Citizens *Representation of women in decision-making positions, and the position and activities of local gender equality mechanisms in local administration units in Serbia*<sup>31</sup> despite the legal obligation<sup>32</sup> to establish gender equality mechanisms in local administrations, these mechanisms have not been established in all local administration units. The exact number of local administrations who signed European Charter For Equality of Women and Men in Local Life is not available as data differ among various sources. According to Observatory for European Charter<sup>33</sup> For Equality of Women and Men in Local Life 42 local administrations in Serbia have signed the Charter, but according to unofficial data from UN Women, 62 local administrations signed the Charter. The

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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 mandate. Address of the official web site of the CBGE <https://www.rodnaravnopravnost.gov.rs/0>

30 <https://www.minrzs.gov.rs/lat/rodnaravnopravnost.html>

31 <https://www.ombudsman.rs/attachments/article/5902/Zastitnik%20gradjana%20engleski.pdf>

32 Article 39 of the Law on Equality of Sexes

33 [http://www.charter-equality.eu/atlas-of-signatories-of-the-charter/signataires.html?send=ok&c\\_id=35&nh\\_id=0&ct\\_id=0](http://www.charter-equality.eu/atlas-of-signatories-of-the-charter/signataires.html?send=ok&c_id=35&nh_id=0&ct_id=0)

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. It is important to note that presented information on local mechanism was already available during evaluation of previous National Action Plan for the implementation of Strategy for Improvement of the Position of Women and Promotion of Gender Equality in 2015 and lack of new information is one more indicator of low activity of local mechanisms.

### ***The process of drafting Strategy for Gender Equality and NAP***

Strategy for Gender Equality for period 2016–2020 with Action Plan for period 2016–2018 was drafted in continuity with previous Strategy without any time gap. The findings of evaluation of previous strategy were considered only during last stages of drafting strategy and prior to drafting new NAP. The Strategy was drafted by an expert and consultative process was not wide as in case of previous Strategy which induced some revolt on the side of CSOs active in the area. The NAP was also drafted by a consultant and inputs from consultations with civil society were at disposal. During interviews with stakeholders there were opinions of the representatives of civil society claiming that drafting process was not sufficiently participatory. When compared with drafting process of the previous National Strategy, it was lacking the inputs from civil society as consultations were few and narrow outreach to CSOs. There were also opinions that ministries were not sufficiently involved in the drafting process. This resulted in less tailored measures in line with their priorities, and their lower commitment to the implementation of activities they did not design or influence. This is also visible in the NAP design as CBGE is responsible for the implementation of vast majority of activities, including those that are

more appropriate to be responsibility of line ministries or at least in partnership between CBGE and line ministries.

However, it should be kept in mind that the NAP was adopted in 2016 at the time of the institutional turning point. The previous Directorate for Gender Equality, which was institutionally placed within one Ministry (the Ministry of Labour, Employment, Veterans and Social Affairs), has been superseded by the CBGE that is institutionally placed within the Office of the Vice President of the Government of the Republic of Serbia, but with far less resources. The previous Strategy for Improving the Status of Women and Promoting Gender Equality was finalized, and evaluation of this Strategy faced serious difficulties in obtaining data according to which it was possible to systematically and reliably evaluate the implementation. The NAP coordination system of activities and measures as well as reporting did not exist, most often stakeholders who were institutions in charge of implementation did not know that they should have implemented certain activities and measures arising from the NAP, which all presented an ineffective implementation mechanism and explained poor results.

At that time and in these changed institutional circumstances, together with the pressure of time not to make a time gap between two strategies, the new Strategy for Gender Equality 2016–2020 was adopted with the NAP until 2018. This institutional policy change and time gap have necessarily been reflected on the design of measures, activities, indicators, implementers and funds defined in the NAP. Taking into account its comprehensiveness and ambitiousness, development of all these elements for a great number of goals and measures was not an easy task. It is especially so if we consider the fact that for such a task no expert teams with a variety of competencies, not only in gender equality, but in those that are needed for defining portfolios of indicators with their definitions, for financial estimation and calculation and costing for measures and activities and so on.

## Gender equality in Serbia

The implementation of NAP should be assessed in the broader context of gender equality, shaped by the influences of socio-economic, political and cultural factors. The years 2017/2018 were the years of very dynamic processes around gender equality. That includes reporting to CEDAW Committee, reporting to GREVIO Committee, Preparation of second Gender Equality Index Report, long expected OSCE survey on wellbeing and security of women conducted in line with FRA survey on violence against women.<sup>34</sup> Increased dynamics of debates, exchange, reporting in the circles of experts, networks of civil society organizations, create vivid scene together with state actions regarding to reporting obligations. Below is presented situation of gender equality in Serbia observed along key aspects that are crucial for essential improvements. Due to the limited space there was no possibility to provide extensive description and to focus more on intersectionality as data are still missing for different groups of marginalized or vulnerable women. For those whose situation was more explored through research or official statistics (i.e. Roma women, rural women, older women, etc.) situation is described in important aspects. However, for many other groups of vulnerable women (migrant women – asylum seekers since 2015, women victims of violence, women in prisons and institutions, lone parents, poor women and others) data are missing for key aspects of gender equality, such as political participation, employment, poverty, social inclusion, exposure to discrimination, etc.

### Gender equality index for Serbia in comparison to EU

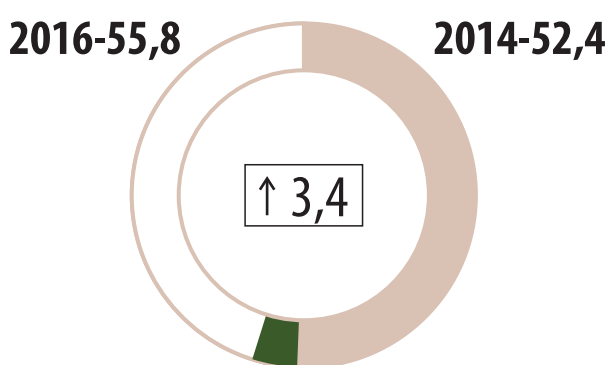
Since 2016 gender equality in Serbia is monitored using EIGE's Gender Equality Index<sup>35</sup>, which

34 This is key survey on violence against women in EU implemented by European Union Agency for Fundamental Rights. <http://fra.europa.eu/en/publication/2014/violence-against-women-eu-wide-survey-main-results-report>

35 The EIGE's Gender Equality Index provides a comprehensive measure of gender equality which captures gender gaps, while also taking into account the levels of achievement in each country for six domains: work, money, knowledge, time,

enables not only to get the key insights in the situation in key domains in Serbia but also to compare situation in Serbia with situation in EU. According to Gender Equality Index Serbia has made the progress in gender equality between two reporting periods (2014–2016). The rise of the Index is mainly attributed to the rise in domain of power. In most of the domains there is increase of the index value, with only tomain of time with no change observed.<sup>36</sup> Compared with EU 28, Serbia is ranking on 22<sup>nd</sup> position according to Index value and gap between Serbia and Index value for EU decreased for two points. The gap between Serbia and EU 28 is biggest in the domain of money and time.

**FIGURE 2:**  
Gender equality index, Republic of Serbia, 2014–2016



Source: SIPRU, *Gender Equality Index Serbia 2018*.

### Political participation of women

As Gender Equality Index properly captured, key achievement in women's participation in political power is increase of share of women among National Assembly MPs (37.2%)<sup>37</sup> due to the gender quotas. For the first time, woman was appointed as Prime Minister in 2017. There is also woman on the position of President of National Assembly and National Bank. The Women's

power, health, and two satellite domains: violence against women and intersecting inequalities.

36 SIPRU, CBGE, SORS (2018) Gender Equality Index Serbia 2018, SIPRU Belgrade.

37 <http://www.parlament.gov.rs/national-assembly/national-assembly-in-numbers/gender-structure.1745.html>



Parliamentary Network was established, and it is active. After last local elections share of women among councilors in local parliaments also increased to 31.2%<sup>38</sup>.

Shortfalls in political participation of women are present in still low participation of women in the executive branch of power. Although share of women in the Central Government increased in comparison to the previous Government, it is still relatively low – 22.7%<sup>39</sup>. The participation of women in the government of Autonomous Province of Vojvodina is far below the 30% threshold (13.3%) and it is very low among presidents of local administrations and mayors – 6.6%<sup>40</sup>. The report of the Commissioner for the Protection of Equality on participation of women in local administrations shows systematic inequalities in participation in different sectors and bodies of local administrations administration<sup>41</sup>. There are only 15 women as heads of diplomatic and consular missions and there are no women in the military diplomatic corps of the Republic of Serbia abroad. The share of women in commanding positions in the security system of the Republic of Serbia was 19.68 per cent in 2015 the year for which last data are available.<sup>42</sup> Women from vulnerable groups have no direct political representation and there are some initiatives to establish quotas for persons with disabilities (and particularly women) in the national legislative power.<sup>43</sup>

38 SORS, Statistical Yearbook of Serbia 2017: 456

39 <http://www.srbija.gov.rs/vlada/sastav.php>

40 SORS, Women and Men in Serbia 2017: 110, available at <http://savetzarodnurnopravnost.rs/republicki-zavod-za-statistiku-objavio-publikaciju-zene-i-muskarci-u-republici-srbiji-2017/>

41 Commissioner for the Protection of Equality of the Republic of Serbia (2017) Gender Equality in Local Self-Government, available at [http://ravnopravnost-5bcf.kxcdn.com/wp-content/uploads/2018/01/FINAL\\_%D0%9F%D1%80%D0%B5%D1%81%D0%B5%D0%BA-%D1%81%D1%82%D0%B0%D1%9A%D0%B0-%D0%88%D0%9B%D0%A1.pdf](http://ravnopravnost-5bcf.kxcdn.com/wp-content/uploads/2018/01/FINAL_%D0%9F%D1%80%D0%B5%D1%81%D0%B5%D0%BA-%D1%81%D1%82%D0%B0%D1%9A%D0%B0-%D0%88%D0%9B%D0%A1.pdf)

42 Government of Serbia, Fourth periodic report submitted by Serbia under article 18 of the Convention to the Committee on the Elimination of Discrimination against Women: 27

43 <https://www.danas.rs/drustvo/potrebne-kvote-za-ulazak-osoba-sa-invaliditetom-u-skupstinu/>

The roots of lower participation of women in political power – in different branches of power and at different governance levels – could be found in the political parties. There is lack of transparent data on the participation of women in the political parties, their strategic and executive bodies, various committees and influence groups. As research on informal networks and political power in Serbia<sup>44</sup> revealed, key mechanisms of recruitment and promotion within political parties in Serbia are shaped as informal clientelistic networks in which exchange of resources and loyalties are basis for recruitment and promotion. Women are less equipped with some of the key resources (access to economic capital, enterprises, information, etc.) and they are excluded from negotiating rituals which are usually involving party men's networks and therefore they face difficulties to access and influence decision making processes already at the level of political parties. This is further reproduced and transferred to public functions, positions in legislative and executive power and large public enterprises that are managed by persons nominated by government.

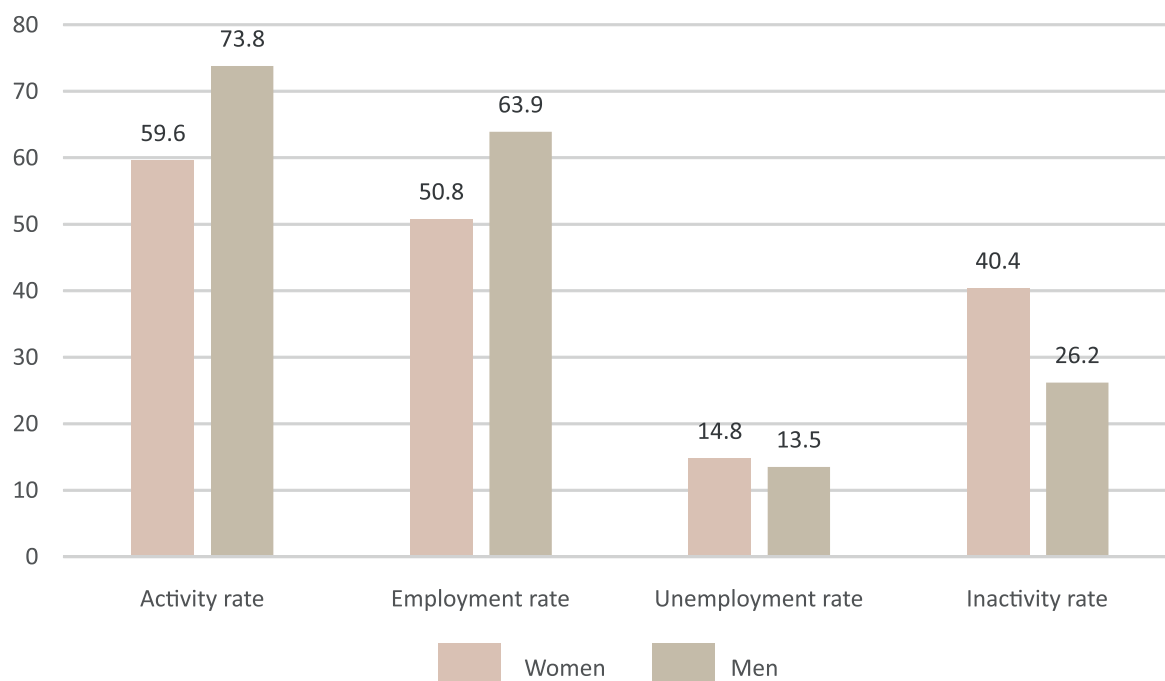
Draft of the Law on Gender Equality contains important changes in this regard, by stipulating quotas of 40% for delegations representing the Republic of Serbia in international bodies, composition of official delegations, the managing and steering bodies of political parties, trade unions and professional associations. However, as it was already explained, the Law is not yet enacted.

## Employment and economic position

Labour market gender gap persists despite the attention paid to this problem in the national employment and gender equality strategies. Women have constantly and consistently lower activity and employment rates than men and higher inactivity rates.

44 Cvejic, S. et al. (2016)

**FIGURE 3:**  
Basic labour market indicators for women  
and men old 15–64 years, 2017



Source: SORS, Labour Force Survey 2017: 16–17

Some groups of women face particularly high barriers to employment. Among young women (15–24) unemployment rate was 36% (compared to 29% for young men) in 2017, and among young women in rural areas as much as 39% (compared to 25% for young men in rural areas)<sup>45</sup>. Due to the still prevailing patriarchal culture (which assigns to women primarily roles in family and household), women are much faster discouraged to look for employment and they withdraw from labour market to inactivity. Among inactive persons who do not look for the job because they lost hope to find it, 62% are women, while among those who do not look for job due to the care for children or adult family members who need care 97% are women<sup>46</sup>. Inactivity rate for young rural women is the highest one (73%) and their exclusion from the sphere of economy and labour participation is the ground for deprived position, exclusion from other spheres of community and society. Women ‘older workers’ (45+) are also in comparatively worse position. Their employment rate was 47%

in 2016 and inactivity rate 48% which indicates more fragile position than women of younger working age (15–44)<sup>47</sup>.

Economic participation of women from marginalized groups is even lower, which further contributes to their lower chances to provide decent livelihoods. The lowest economic participation was recorded among women with disabilities and Roma women. Only 4% of women with disabilities is in the salaried employment (Markovic, 2014: 84). Only 9% of Roma women old 15–64 years are employed, which is much lower than 32% of Roma men or 55% of national population. On the other hand, unemployment of Roma women is highest – 50%, much higher than among Roma men (33%) and general working age population (16%).<sup>48</sup> The lack of regular data on labour market participation among Roma women and women with disabilities is important obstacle to better monitoring and interventions aiming at their higher and better quality labour participation.

45 SORS, Labour Force Survey 2017: 16–17.

46 SORS, Women and Men in Serbia 2017: 77.

47 SORS, Labour Force Survey 2016 dataset.

48 UNDP, World Bank, Roma at Glance, Serbia 2018.



Share of women among entrepreneurs has slightly increased (from 26% in 2011 to 34% in 2017).<sup>49</sup> However, major part of women's entrepreneurship is driven by necessity to provide self-employment faced with obstacles on the labour market and not by business ideas and good business resources (knowledge, information, connections), which undermines chances of women's businesses to be sustainable and successful<sup>50</sup> (Babovic, 2011, 2014).

Situation of rural women is not favofable, though improvements in certain aspects are recorded. According to the results of the 2011 Census, only 17.3% of holdings were registered to

women, out of which the majority use very little agricultural land. A 2015 research by UN Women showed that the number of holdings registered to women increased to 26.7%, out of which 23% are commercial agricultural holdings (data of the Directorate for Agrarian Payments) (Becker, et al, 2017).<sup>51</sup> While women are minority among farm heads, they are majority among farm family labour force (63%). They work without any contract, with no salary and often welfare rights based on employment (though they can pay retirement and disability contributions as members of registered family farms alone or by farm head)<sup>52</sup> (Bogdanov, Babovic, 2014).

Gender pay gap is persistent though not high as in some other countries. The difference between average salary of men and women has been continuously increasing since early 2000 (figure 4).

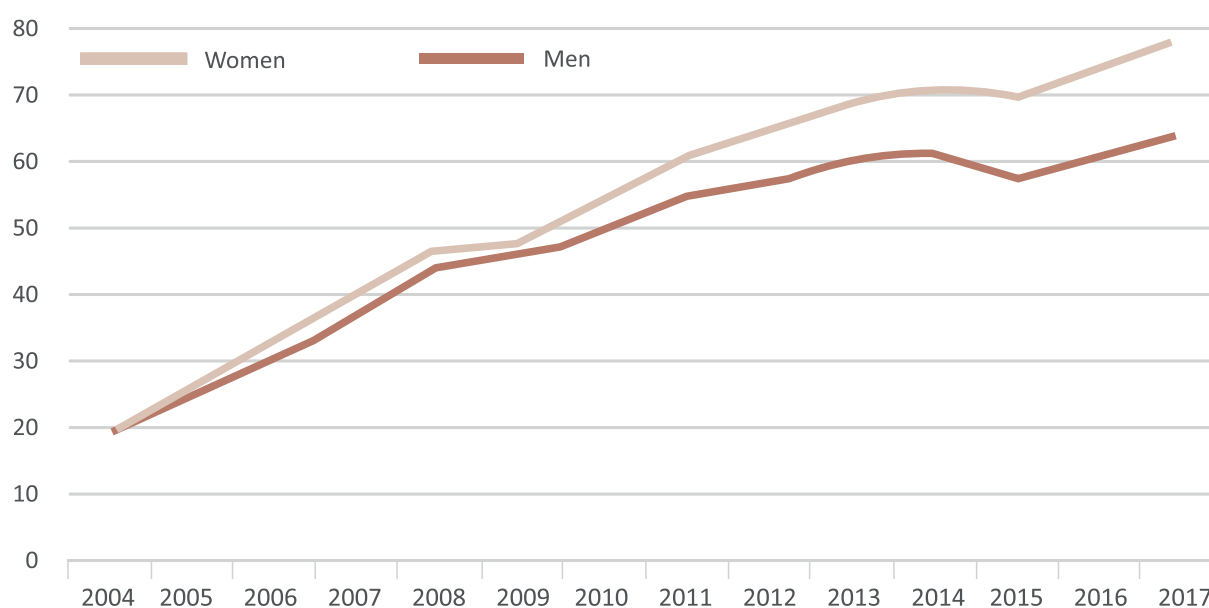
49 Though part of the difference can be attributed to the minor differences in methodology as baseline value was calculated through research based on Business register data, while last value is calculated by Statistical Office of Serbia based on the Business Register data.

50 Babovic, M. (2011) Baseline Study on Women's Entrepreneurship in Serbia, UN Women, Belgrade. <https://www.empowerwomen.org/en/resources/documents/2015/8/the-baseline-study-on-women-entrepreneurship-in-serbia?lang=en>; Babovic, M. (2014) Position of Women in the Business Sector in Serbia, Ministry of labour, employment veterans and social affairs, Beograde, <https://www.secons.net/files/publications/26-Polo%C5%BEaj%20%C5%BEena%20u%20biznis%20sektoru%20u%20Srbiji.pdf>

51 Beker, K. et al. (2017) Situation of rural women in Serbia Report. Shadow Report to the Committee for the Elimination of All Forms of Discrimination against Women regarding the Fourth reporting cycle of Serbia. Beograde.

52 Bogdanov, N, Babovic, M. (2014) Radna snaga i aktivnosti poljoprivrednih gazdinstava. Popis poljoprivrede 2012. REpublicki zavod za statistiku, Beograd. <http://pod2.stat.gov.rs/ObjavljenePublikacije/Popis2012/Radna%20snaga.pdf>

**FIGURE 4:**  
Average salary of formally employed salaried  
orkers by gender, 2004–2017 (in thousands RSD)



Source: SORS, Women and Men in the Republic of Serbia, 2017: 81.

Although overall pay gap is not high (8.7%), it is higher in private sector and in some industries (manufacturing 18.6%, information and communication 14.9%, finance and insurance, 12.9, health care and social protection 12.6%). Share of women with lowest salaries among all women with salaries is higher than share of least paid men among salaried men (24.4% vs. 21.6%).<sup>53</sup>

Fragile position of women on the labour market and gender gaps in employment and pay reflect on gender inequalities in retirement. According to SILC<sup>54</sup> data, among men old 65 and more years there was 8% without any pension in 2016, while among women of same age there was 17% without any type of pension (Babovic et al, 2018). Pension gap manifests also as average lower pensions of women compared to men. For old age pensions (based on employment) pensions of women are at

the level of 84% of pensions of men.<sup>55</sup> At-risk-of-poverty rate is higher among older women (65+) than men (22% vs. 15%).<sup>56</sup> The lone parents (which are mainly women) are one of the group at highest risk of poverty – 40% (compared to 25.5% general at-risk-of-poverty rate).

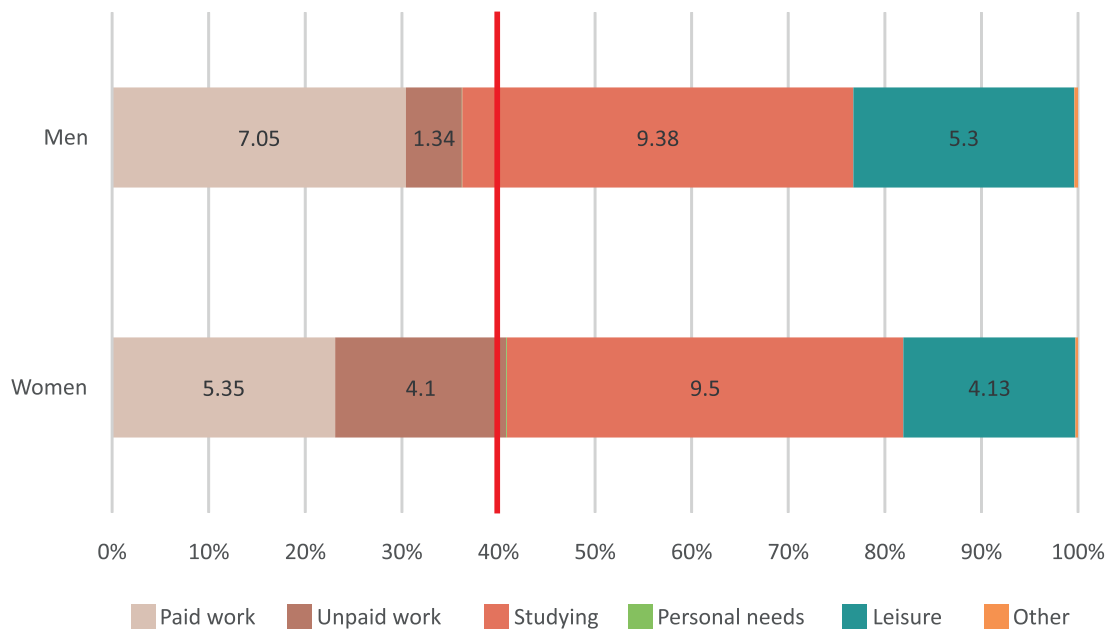
### Family caring and household obligations

Gender asymmetry manifests also through unbalanced distribution of responsibilities for family and household maintenance. Data from Time Use Survey (2015) reveal that women spend somewhat less time in paid work than men, but much more in unpaid household work and care for family members. Their total work hours are longer and time dedicated to rest and recuperation shorter (figure 5).

53 SORS, Women and Men in the Republic of Serbia, 2017: 82–83.  
 54 Statistics on Income and Living condition, main survey that provides data on poverty and inequality.

55 SORS, Women and Men in the Republic of Serbia, 2017: 85.  
 56 SORS, Statistics on Income and Living Conditions, 2016.

**FIGURE 5:**  
 Average number of hours spent in daily activities, employed persons old 15+ by gender, Serbia 2015



Source: SORS, Time Use Survey in the Republic of Serbia 2010 and 2015

## Violence against women

Asymmetric gender regimes, patriarchal culture, history of recent conflicts in the region and economic hardships contributed to the relatively high prevalence of various forms of gender-based violence in Serbia. Violence against women is prevalent in Serbia. According to data from OSCE survey on wellbeing and safety of women conducted in summer 2018, just over one fifth of women older than 15 have experienced physical and/or sexual violence by either their partner or other person. Partner relationships carry the greater danger of these forms of violence than any other, as indicated by double the higher rate

of physical and/or sexual violence committed against women by their current or former partners compared to other persons (17% vs. 8%). In partner violence, psychological violence is most commonly experienced, with 44% of women reported they experienced this form of partner violence. According to the research, 42% of women older than 15 have been exposed to sexual harassment and every tenth woman was a victim of stalking. Almost one third of women have reported the experience of some form of violence during childhood.

**TABLE 1:**  
Prevalence of different forms of violence against women

		Prevalence of violence
Any non-partner or partner physical / sexual violence	Since age of 15	22%
	Past 12 months	5%
Non-partner violence	Since age of 15	Physical: 8% Sexual: 2%
	Past 12 months	Physical: 2% Sexual: 1%
Intimate partner violence – any partner	Since age of 15	Physical: 17% Sexual: 5% Psychological: 44%
	Past 12 months	Physical: 3% Sexual: 1%
Sexual harassment	Since age of 15	Any kind: 42% The most severe forms: 23%
	Past 12 months	Any kind: 18% The most severe forms: 6%
Stalking	Since age of 15	11%
	over the last 12 months	2%
Violence during childhood (physical, sexual, psychological)	Up to age of 15	31%

Source: OSCE Survey on wellbeing and safety of Women, quoted from SIPRU (2018) Gender Equality Index Serbia 2018.

According to information published by the Ministry of Justice, between 1<sup>st</sup> June 2017 and 1<sup>st</sup> June 2018 there were 44.728 reported cases of domestic violence in Serbia. According to information from Ministry of Interior, during same period police issues in total 28.026 protective measures out of which in 15.373 cases measures were prolonged by courts.<sup>57</sup>

Data from official statistics are based on Criminal code and not yet aligned with new Law for prevention of domestic violence. According to these data, there is increase in number of criminal charges raised against perpetrators of 'violence against marriage and family' from 6,268 in 2013 to 10,561 in 2017. There is also increase in convictions from 3,102 in 2013 to 4,400 in 2017. Majority convictions were probation (3,078 or 70%).<sup>58</sup>

Femicide remains high (at least 26 in 2017 and 20 during first 6 months of 2018) and there is no official statistics on this crime against women yet.<sup>59</sup>

## Education

Gender inequalities in education manifest mainly as lower access and achievement of girls from marginalized groups and as prominent gender segregation in areas of education in general population. There is clear pattern of boys concentrating in more practical secondary schools with intention to integrate faster in the labour market or at the university level more in areas with better employment opportunities and pay (i.e. ICT, finance and insurance, etc.). Three-year programmes in secondary schools which are more practical complete three times more boys than girls. Girls are more concentrated in secondary general schools which are

usually chosen as preparation for university. They are more numerous among university students (56.6% in 2017/2018 school year), and among graduated students (58% in 2016). However, they are minority among students of ICT and communication technologies (26%), Engineering, manufacturing, construction (37%). Women were more numerous among persons obtaining PhD degree in 2016, yet they are less represented among university professors and researchers, particularly in the highest ranks. There is less than 10% of women among members of National Academy of Science and Arts.<sup>60</sup>

Early drop-out of Roma girls is still alarming problem and one of the main causes is the high prevalence of early/forced marriages (33% of girls old 15–19 years were pregnant or already gave birth to a child in 2014<sup>61</sup>). Among young women (15–24) living in Roma settlements, literacy rate was 80.1%, while among young women from poorest 60% households in same settlements literacy rate was 70% in 2014. While net attendance rate for elementary school among girls living in Roma settlement was 85% in 2014, net attendance rate for secondary school was only 15%.<sup>62</sup>

Girls with disabilities are less frequently found in inclusive education than boys. Data for 2016 reveal two third boys among children attending inclusive education with individual education plan.<sup>63</sup>

Digital gap is still present. In 2017 women used less frequently computers than men. During three months preceding survey on use of ICT technologies, 63.4% of women and 72.2% of men used computers. However, among youngest population (16–24) girls use a bit more often computer than boys (96.9% vs. 93.9%) which might indicate the reversal of long trend in favor of men.

57 <https://iskljucinasilje.rs/rs/aktuelnosti/za-godinu-44-728-prijavljenih-slucajeva-nasilja-u-porodici/>

58 SORS, Statistics on adult crime offenders, 2017. <http://publikacije.stat.gov.rs/G2018/Pdf/G20181193.pdf>

59 Network Women against Violence [https://www.zeneprotivnasilja.net/images/pdf/FEMICID\\_Saopstenje\\_01.januar-30.jun\\_2018.pdf](https://www.zeneprotivnasilja.net/images/pdf/FEMICID_Saopstenje_01.januar-30.jun_2018.pdf)

60 SORS, Women and Men in Serbia 2017:

61 UNICEF, MICS 2014 Serbia and Roma Settlements: 102.

62 UNICEF, MICS 2014 Serbia and Roma Settlements: 166.

63 SORS, Women and Men in Serbia 2017: 49.

## Stereotypes and role of media

Gender stereotypes are still present in Serbia. As recent study on men and masculinities in Serbia<sup>64</sup> revealed women have less conservative attitudes than men. Gender Equitable Men Scale

presented in the table 2 indicates lower scores on all attitudes for men (scale includes values from 1 to 3 and closer to 1 indicates conservative and patriarchal attitudes, while closer to 3 indicates more equitable attitudes).

**TABLE 2:**  
Attitudes about relations between men and women

Attitudes	Men	Women
More rights for women means fewer rights for men	1.93	2.18
The most important role of a woman is to take care of her home and cook for her family	1.63	1.88
There are situations in which a woman deserves to be beaten	2.14	2.54
Diaper changing, bathing and feeding of children are mother's duties	1.48	1.77
A woman should be the one who takes cares not to get pregnant	1.96	2.11
A man should have the final say in decisions at home	1.67	2.14
A woman should tolerate violence to keep her family together	2.38	2.60
Being a man means that you have to be tough	1.05	1.25
Total score	1.73	1.99

Source: Blagojevic, M. (2018) *Men in Serbia. Changes, Resistances and Challenges*, Center E8, Belgrade

Important role in this respect have curricula and content of education tools used along all levels of education. As various studies demonstrated, content of programmes and textbooks are still not aligned with gender equality principles, contributing to reproduction of gender stereotypes and underpinning patriarchal culture in new generations<sup>65</sup> In addition to this, gender studies at university level are few while education on gender equality among professionals (policy makers, professionals in education, social

protection, health care, etc.) is not systematically integrated in basic study curricula.

Monitoring media content indicates high presence of content marked by mizogyny, sexism and gender stereotypes.<sup>66</sup> Media reporting on violence against women is mostly sensationalist and tabloid. In the tabloid media, brutality is promoted, victims are stripped of their dignity and the families of the victims are not provided with elemental respect.<sup>67</sup>

64 This was survey based on IMAGES methodology, international survey on men, masculinity and gender equality, organized by Center E8. <http://images.edu.rs/en/research-results/>

65 Various studies documented this finding: Ćeriman, Milutinović Bojanić (ur.), 2016; Jarić, 2013; Stjepanović-Zaharijevski, Gavrilović, Petrušić, 2010; Stefanović, Glamočak, 2008.

66 Mršević Z., (2017) *Mediji u Srbiji o rodno zasnovanom nasilju u 2015. i 2016. godini – Kako protiv nasilja – uloga medija*, UNDP, Beograd.

67 Lukic, M, Jovanovic, D, Slavkovic, B, Petrovic, B. (2018) *Nijedna žena manje*, AŽC, Beograd, available at [https://www.zeneprotivnasilja.net/images/pdf/literatura/Nijedna\\_zena\\_manje.pdf](https://www.zeneprotivnasilja.net/images/pdf/literatura/Nijedna_zena_manje.pdf)

2.

EVALUATION  
METHODOLOGY  
AND APPROACH



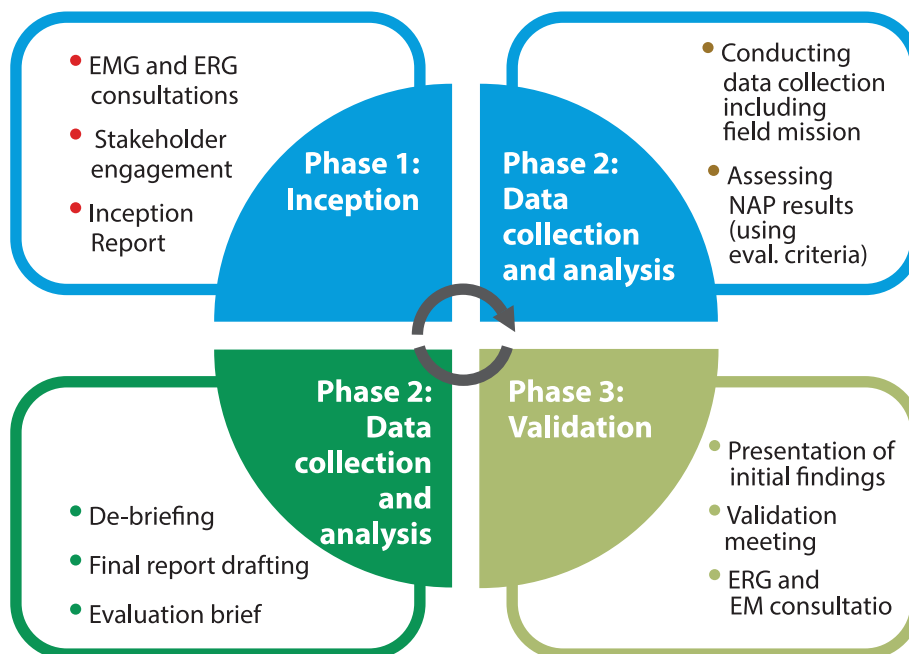
# EVALUATION METHODOLOGY AND APPROACH

## 2.1 Evaluation Design

The evaluation methodology and approach are developed based on evaluation criteria defined by UN Women, following the evaluation criteria defined by OECD DAC<sup>68</sup> and adhering to United Nations Evaluation Group (UNEG) Norms and Standards for evaluation. The evaluation was conducted through 4 phases: inception phase, data collection and analysis, validation and reporting.

UN Women), and Evaluation Reference Group (consisting of representatives of international organizations supporting the implementation of NAP, experts' community and women's CSOs). Methodology was defined, data collection tools developed as well as other instruments needed for data collection and analysis. Data collection phase included different data collection methods, which is more elaborated in the next section. During data collection phase field mission was organized. Validation phase included

**FIGURE 6:**  
Phases of evaluation



During the Inception phase main organization was established, which included in addition to the evaluation team the Evaluation Management Group (consisting of representatives of main stakeholders (CBGE, Public Policy Secretariat and

presentation of initial findings to EMG, ERG. Separate validation workshop was organized with representatives of experts' community and women's CSOs with the aim to present first findings and discuss key recommendations.

68 <http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

## Evaluation approach

The approach to evaluation was based on several principles:

1. Evaluation Management Group (EMG) and Evaluation Reference Group (ERG) were timely and extensively informed about the evaluation methodology and such close cooperation enabled Collaborative Outcomes Reporting approach (an approach to impact evaluation based around a performance story that presents evidence of how a program has contributed to outcomes and impacts). Evidence was reviewed by technical experts and program stakeholders.
2. In terms of lessons learned and good practice models, the evaluation team utilized Appreciative Inquiry and Positive Deviances approach that focuses on existing strengths identifying at the same time main shortfalls and challenges to the implementation of the NAP and achievements of desired results and impacts.
3. Finally, to ensure Utilization-Focused Evaluation (UFE), evaluation was judged on its usefulness to the intended users. Therefore, evaluation was planned and conducted in a way that enhances the likely utilization of both the findings and of the process itself to inform decisions and improve performance during second phase of the implementation of the Strategy for Gender Equality 2016–2020.

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 approach was designed in line with the specific purpose of the evaluation. As this was mid-term of the evaluation of the Strategy, but end-line evaluation of NAP that was limited to period 2016–2018, this evaluation

had to focus mainly on the assessment on the progress towards the expected results defined for year 2018, but also to provide insights in the potential of up to date achieved results to the final objectives and expected results after the strategic period that finishes in 2020. This meant that the assessment framework will be very comprehensive, including indicators and data on processes and mid-term results, but also including tools that enable to identify gaps, shortfalls and to assess the likelihood of achievement of objectives and results until the end of strategic period. Therefore, in addition to indicators included in the NAP for measuring expected results in 2018, evaluation team had to use additional indicators to assess impact of up to date achieved results as well as to estimate risks and potentials of achieving final results.

Another feature of the approach is important to mention. The evaluation is usually designed to monitor the achievement of results. However, in order to provide more detailed results and recommendations, the analysis of effectiveness criteria was conducted also at the level of measures and activities, particularly in case where certain inconsistency between specific objectives and measures was identified, and where result indicators were not sufficient to show the level of implementation of the NAP.

## Evaluation criteria and key evaluation questions

Evaluation was conducted using five OECD-DAC evaluation criteria and questions developed around these criteria:

- I. **Relevance**
- II. Effectiveness
- III. Efficiency
- IV. Impact
- V. Sustainability

Evaluation questions are elaborated in the broad consultative process. They were originally used from ToR and then further developed and adjusted based on inputs from EMG, ERG, consultations with key stakeholders and UNW regional consultant for evaluation.

## I. Relevance

Typically, there are two aspects of Relevance that are pertinent to the evaluation. The first relates to a review of the design phase during the programming phase to assess the intervention logic and the elaboration of the project to meet the identified demand and need for external aid. A related and often as important is the “real

time” relevance to ensure that often-delayed implementation schedules remain relevant to the needs and priorities of the target beneficiary, set against the context of the available contracting and disbursement schedules.

The relevance criteria for the evaluation of the NAP will be developed starting from the questions defined in Terms of references:

**TABLE 3:**  
Relevance

Criterion 1: RELEVANCE	
<b>To what extent was the NAP relevant to national priorities on gender equality and empowerment of women when it was designed?</b>	1.1. Was the NAP for GE design appropriate to address the needs of direct beneficiaries?
	1.2. How NAP is aligned with National Strategy for Gender Equality in terms of consistence in objectives and expected results?
	1.3. How does NAP for GE 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?
<b>What is the present level of relevance of the NAP?</b>	1.4. To what extent key national partners were involved in the conceptualization and design of NAP for GE?
	1.5. To what extent NAP for GE is based on quality analysis, including gender analysis, risk assessments, socio-cultural and political analysis?
	1.6. To what extent was the design of the intervention relevant to gender equality priorities in the country?
	1.7. To what extent is NAP for GE relevant for achieving Sustainable Development Goals in regard to improvement of position of women and achieving gender equality in areas covered by goals and targets?

## 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 level were relevant and adequate in explaining the achievement of the project purpose and whether any unplanned results have affected the benefits received.

The proposed questions from the ToR under the effectiveness will form the basis for evaluation of this dimension:

**TABLE 4:**  
Effectiveness

Criterion 2: EFFECTIVENESS	
<p><b>Has the process of NAP implementation been effective?</b></p> <p><b>To what extent the results established in the NAP have been achieved?</b></p> <p><b>What is the likelihood of the NAP objectives and priorities to be achieved?</b></p> <p><b>To what extent implementation of NAP contributed to progress in the achievement of SDG 5 and other relevant SDG targets?</b></p>	2.1. How appropriate and useful are the measures, indicators, activities and timeframe described in the NAP for GE in assessing the progress?
	2.2. Are the targeted indicator values realistic and can they be tracked?
	2.3. What are the key factors contributing to the achievement or non-achievement of the expected results of the NAP for GE?
	2.4. To what extent mechanisms to ensure the successful implementation of the NAP have been put in place?
	2.5. To what extent could be expected that final expected results defined for 2020 will be achieved?
	2.6. To what extent have capacities of government actors influenced the achievements of the results?
	2.7. Does the NAP for GE have effective monitoring mechanisms in place to measure progress towards results?
	2.8. Is there a clear understanding of roles and responsibilities by all parties involved?
	2.9. To what extent achieved results and implemented activities have contributed to the achievement of SDG 5 and targets 1.4, 2.3, 8.5 and 10.2

### III. Efficiency

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

This section should in any case take note of the limitations of the design set out under Relevance, but the focus will be on actual use of funds within the prescribed logical framework and the project budget.

**TABLE 5:**  
Efficiency

Criterion 3: EFFICIENCY	
<p><b>Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the NAP results?</b></p> <p><b>Were there any constraints (e.g. political, practical, and bureaucratic) identified in the implementation of the different actions and what level of effort was made to overcome these challenges?</b></p> <p><b>Was there a sound monitoring system established during NAP implementation?</b></p>	3.1. To what extent has the intervention been cost effective?
	3.2. To what extent are the costs of the intervention justified, given the changes/effects it has achieved?
	3.3. To what extent are the costs associated with the intervention proportionate to the benefits it has generated?
	3.4. What factors are influencing any discrepancies? How do these factors link to the intervention?
	3.5. How timely and efficient is the intervention's process for reporting and monitoring?
	3.6. To what extent do factors linked to the intervention influence the efficiency with which the observed achievements were attained? What other factors influence the costs and benefits?  How proportionate were the costs of the intervention borne by different stakeholder groups, taking into the account the distribution of associated benefits?
	3.7. How timely and efficient is the intervention's process for reporting and monitoring?
	3.8. Who was in-charge of monitoring? Are inputs monitored regularly to encourage cost-effective implementation of activities? How well were activities monitored by the management and supervisory structures and are corrective measures taken if required

#### 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 three priority areas and in relation to the three expected outcomes.

**TABLE 6:**  
Impact

<b>Criterion 4: IMPACT</b>	
<p><b>Immediate or long terms effects</b></p> <p><b>What are the intended and unintended, positive and negative, effects of the intervention on people, institutions and the physical environment?</b></p> <p><b>Administrations and women’s CSOs build productive dialogue to identify the ways of improving the quality of women’s lives.</b></p> <p><b>What do beneficiaries and other stakeholders affected by the intervention perceive to be the effects of the intervention on themselves?</b></p>	4.1. What were effects for women and men? (different groups)
	4.2. To what extent was gender equality and women’s empowerment has advanced as a result of the implementation of NAP?
	4.3. Is capacity of the civil society organizations functioning with the help and support of NAP strengthened to better advocate gender equality?
	4.4. To what extent can changes that have occurred during the life span of the intervention or the period covered by the evaluation be identified and measured?
	4.5. Have plausible alternative explanations for identified changes been considered and convincingly ruled out?
	4.6. Do national/local institutions demonstrate leadership, commitment and technical capacity to continue working on the implementation of the second phase of the National Strategy for Gender Equality?
	4.7. To what extent the NAP for GE succeeded in building individual and institutional capacities of rights-holders and duty-bearers?
	4.8. Do key national partners, including women’s movements and women’s organizations have voice and influence in the implementation of NAP for GE?
	4.9. To what extent the NAP for GE is specifically reflected in the national budget?

## V. Sustainability

The sustainability relates to whether the positive outcomes of the project are likely to continue after external funding ends, and also whether its 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 impact and sustainability. Impact and sustainability are positively correlated. Therefore, if overall impact is negative, then so is sustainability.



**TABLE 7:**  
Sustainability

Criterion 5: SUSTAINABILITY	
<b>What was the level of sustainability of results achieved through implementation of NAP?</b>	4.1. How effectively has NAP contributed to the establishment of effective partnerships and development of national capacities?
	4.2. Is there a national mechanism/structure to maintain the results achieved?
	4.3. To what extent the national mechanism/structure has the financial and human capacities to maintain the results achieved?
	4.4. To what extent the national mechanism/structure has the financial and human capacities to maintain the results achieved?
	4.5. To what extent the NAP for GE is specifically reflected in the national budget?

### Indicators for measuring results

As it was explained, the approach to the evaluation is designed in the way that follows two simultaneous lines of evaluation with two sets of indicators:

- 1) NAP 2016–2018 monitoring framework with indicators defined within the NAP to measure achievement of the results,
- 2) The evaluation framework with indicators for measuring relevance, effectiveness, impact,

sustainability and efficiency and providing answers to above evaluation questions.

In addition to quantitative and qualitative indicators defined in the NAP, ranking system was used for the assessment of relevance, effectiveness, impact and sustainability, as presented below.

**TABLE 8:**  
Ranking system of the evaluation – relevance assessment legend

RELEVANCE ASSESSMENT LEGEND		EFFECTIVENESS, IMPACT AND SUSTAINABILITY ASSESSMENT LEGEND	
0	Relevance cannot be assessed	0	Cannot be assessed, no data, information
1.00 - 1.99	Low relevance	1.00 - 1.50	Not effective, no impact, not sustainable
2.00 - 2.49	Medium relevance	1.51 - 2.49	Low effectiveness, impact, sustainability
2.50 - 3.00	High relevance	2.50 - 3.00	Middle effectiveness, impact, sustainability
		3.01 - 4.00	Full effectiveness, strong positive impact, high sustainability

In order to evaluate the achievements at the level of three strategic goals average scores are calculated based on the values attributed to ranks as presented in the table 8.

When one specific objective is evaluated with two marks (i.e. part is fully achieved and part is of low effectiveness) than average mark is firstly calculated for specific objecte and that average mark was used for the calculation of average mark for the entire strategic goal.

### Methodology for the assessment of contribution to SDGs

Additional objective of the evaluation was to assess contribution of NAP implementation to gender aspects of UN Development Agenda until 2030. As this agenda is very complex including 17 sustainable goals (SDGs) and 169 targets, as well as 230 indicators measuring achievements, the assessment was conducted

based on the framework developed in the UN Women 2017 report *Gender Equality Statistics and the Sustainable Development Goals*. The report contains overview of the available data for monitoring progress in achievement of SDG 5 and several key targets within other SDGs that are important for promotion of gender equality (presented in the table 9). The NAP evaluation assessed the relevance of NAP objectives and results for achieving SDG 5 and selected targets by applying SDG indicators.

**TABLE 9:**  
SDGs and targets proposed for the assessment

Sustainable Development Goals	SDG Targets
<div data-bbox="336 887 528 1077" data-label="Image"> </div> <p data-bbox="245 1189 616 1256"><i><b>Achieve gender equality and empower all women and girls</b></i></p>	<p><b>5.1:</b> End all forms of discrimination against all women and girls everywhere</p>
	<p><b>5.2:</b> Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</p>
	<p><b>5.3</b> Eliminate all harmful practices, such as child, early and forced marriage, and female genital mutilation</p>
	<p><b>5.4</b> Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate</p>
	<p><b>5.5</b> Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life</p>
	<p><b>5.6</b> Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences</p>
	<p><b>5.a</b> Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources, in accordance with national laws</p>
	<p><b>5.b</b> Enhance the use of enabling technology, in particular information and communications technology to promote the empowerment of women</p>
	<p><b>5.c</b> Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels</p>

 <p><b>1 NO POVERTY</b></p> <p><i>End poverty in all its forms everywhere</i></p>	<p><b>1.4</b> By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance</p>
 <p><b>2 ZERO HUNGER</b></p> <p><i>End hunger, achieve food security and improved nutrition and promote sustainable agriculture</i></p>	<p><b>2.3</b> By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment</p>
 <p><b>8 DECENT WORK AND ECONOMIC GROWTH</b></p> <p><i>Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</i></p>	<p><b>8.5:</b> By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value</p>
 <p><b>10 REDUCED INEQUALITIES</b></p> <p><i>Reduce inequality within and among countries</i></p>	<p><b>10.2</b> By 2030, empower and promote the social, economic, and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status</p>

## Limitations to evaluation, risks and mitigation strategies

Several limitations were faced during the evaluation:

1. Limitations related to indicators for monitoring achieved results and impact. In some cases indicators were not precise enough, not measurable or data were not available. Wherever was possible, proxy indicators were used, or measured based on similar data.
2. Lack of regular reporting system of all stakeholders engaged in the implementation of NAP activities and measures.<sup>69</sup> Particularly lack of reporting of local level mechanisms. This limitation was addressed by the tailored questionnaire that was sent to all implementing stakeholders to be filled in order to compensate for lacking implementation reports. Information on local level was collected indirectly, and due to the low level of implementation and lack of coordination mechanisms with local communities, evaluation was mainly focused on the national level.
3. Low responsiveness of certain stakeholders was another limitation. However, there were only few among numerous stakeholders who did not respond to invitation to participate in the evaluation and to provide information. Generally, responsiveness was very good.

## 2.2 Data collection process

Data collection process lasted during October and November 2018. It was implemented through various methods and included large number of stakeholders.

<sup>69</sup> For the purposes of monitoring implementation of NAP data were collected for 2016, 2017 from implementing stakeholders and reports published. However, for the purpose of reporting, it was needed to administrate special questionnaire to the implementing stakeholders, since regular reporting system to CBGE as main responsible governmental body for the implementation of the NAP has not been established.

## Methods of data collection

Depending on evaluation questions and specific tasks within the assessment, data were collected using mixed methods:

- A. Secondary sources analysis (review of documents and context analysis, statistical data and research analysis, administrative data)
- B. Primary sources analysis (progress activity assessment questionnaire, interview with key stakeholders, workshops and FGD discussion)

**A. Secondary sources analysis** included several data collection methods and procedures:

1. **Review of documents and content analysis.** Documents that were reviewed included different governmental reports, national policies, laws, statistical reports, reports from independent bodies (Ombudsman, Commissioner for the Protection of Equality), CSOs, national strategies and other policy documents, UN relevant reports, universities reports, research studies. List of documents is provided in the Annex 8.4.
2. **Administrative data** were collected from different sources in regard to different indicators. For example, data on women ownership over land and housing objects was obtained from Republic Geodetic Authority, data on violence against women, etc. Some of the data providers were responsive, but some not, which undermined the potential to more precisely measure certain achievements.
3. **Statistical data and research** are used for many indicators, particularly Labour Force Survey data, Gender Equality Index, Statistics on Income and Living Condition, population, health, crime statistics, etc.

### **B: primary data analysis**

The primary data were collected from stakeholders responsible for the implementation of NAP measures and activities, as well as other stakeholders participating in the NAP design, implementation or independent experts and activists who had the opportunity to get insights and experience on certain measures and activities in their field of work. NAP defines main implementing

agencies which are mainly CBGE and relevant ministries depending on the subject and targets. A number of other governmental, independent bodies, public institutions are identified as partners of main implementing stakeholders and they are also recognized as important sources of data on implementation. In addition to key implementing stakeholders and their partners explicitly mentioned in NAP, civil society organizations, experts and actors were included in the primary data collection, with the attempt to provide information on the implementation process, partnerships, facilitating factors, shortfalls and recommendations for next NAP based on their specific experience and perspectives. Data were collected using several methods:

- Data from implementing stakeholders and donor organizations were collected through **Progress activity assessment questionnaire**. This is standardized questionnaire containing all measures and activities defined in the NAP for which stakeholders should provide information if they implemented each of these activities, to provide sources of verification, to indicate why activities were not implemented if so, to identify role of UN Women, and other partners. They could also provide the information on other activities relevant for improvement of gender equality even if they were not defined by the NAP. Stakeholders were prepared to fill the questionnaire during **introductory evaluation guidance workshop** with focal points for gender equality in all ministries of the Government of Serbia.
- **Individual interviews** were conducted after obtaining information through progress activity assessment questionnaires, in order to provide more detailed information about different aspect: perception of importance of the activity, potential, effects, obstacles, etc.
- **Focused Group Discussions and workshops** were organized with experts community and women's and feminist CSOs in order to discuss NAP implementation and to assess impact in different areas. This method was also used for validation of first findings and for participatory contribution for providing recommendations for next NAP.

## Sample design and implementation

Sample included following groups:

1. Main implementing agencies: CBGE, ministries and other public institutions
2. Partner institutions/organizations
3. Partner agencies (UN, OSCE, EU)
4. Independent experts
5. Activists from women's and feminist civil society organizations

Data collection phase was very successful and the response of stakeholders was overwhelmingly positive. Over 100 stakeholders participated in some way in the process of evaluation. The results of the phase were following:

- Progress activity assessment questionnaire was filled by 34 ministries and other institutions identified in NAP as implementing or partner institutions/organizations. In addition, questionnaire was filled by 6 UN agencies, EU Delegation and OSCE (full list of stakeholders who provided response and delivered questionnaire is attached in the Annex 8.3).
- 45 interviews were conducted with representatives of implementing stakeholders and their partners, representatives of donor community, experts and other stakeholders engaged in process of drafting Strategy and NAP (full list of interviewed stakeholders is attached in the Annex 8.3).
- In three FGDs around Serbia participated 27 experts and activists
- In the introductory guidance evaluation workshop participated 21 focal points for gender equality in the ministries and institutions.
- debriefing with UN Women and members of EMG and ERG.
- In the validation workshop and recommendations discussion participated 14 experts and activists.



## Organizational structure and stakeholder's involvement

Evaluation management structure included three distinctive groups that worked in close cooperation:

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

EMG was main decision-making body for the evaluation and was composed of designated representatives from the CBGE, the Republic Secretariat for Public Policies and UN Women in Serbia. The EMG was responsible for the overall management of the evaluation and have been overseeing the day to day activities of the evaluation and communication with the Evaluation Team. All members of EMG were women.

ERG was established in order to ensure that 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 ERG provided inputs at key stages of the evaluation: inception report, draft and final reports. The ERG was consulted on key aspects of the evaluation process. The group was composed by representatives of diverse stakeholders: UNDP, OHCHR, OSCE, Social Inclusion and Poverty Reduction Unit of the Government of Serbia, independent experts and women's/feminist CSOs. Except one man, all members of ERG were women.

Key Evaluation team included:

- 1) Team leader – international evaluation and gender equality expert
- 2) International expert in gender equality programmes evaluation
- 3) National expert for gender equality
- 4) Quality assurance evaluation expert
- 5) Two researchers

Evaluation team included two men and four women, with woman as team leader.

Three teams have been working in close cooperation. EMG had main decision-making power, ERG had main validity and quality monitoring role, while ET was responsible for the design of the instruments, implementation of the process and good quality and timely delivery of evaluation results and outputs.

3.

# EVALUATION FINDINGS

# EVALUATION FINDINGS

Evaluation findings are presented with reference to key evaluation criteria: relevance, effectiveness, efficiency, impact, and sustainability. In a separate chapter the NAP is assessed against the SDGs.

## 3.1 Relevance

**Finding 1: Persistence of patriarchy in Serbia, and in the Balkan region in general, is still an obstacle for Gender Equality and thus issues under NAP are deemed to have a continuous relevance**

Relevance of NAP goals and objectives is unequivocal, as they have been targeting key areas and problems of gender inequalities in Serbia. Some are even more relevant today than when the plan was designed, such as “improving gender equality competences of the public administration” because of the introduction of new mechanisms for planning and implementing policies, gender mainstreaming and gender responsive budgeting. The goals are particularly relevant for the implementation of local gender equality policies since there has been a low level of activity in their implementation.

The Strategy for Gender Equality and the NAP define goals and measures unequivocally relevant for improving gender equality in Serbia. They are also harmonized with the key international conventions, demonstrating Serbia’s commitment to fulfil its obligations under these conventions through planning and

implementing policies. The NAP also contains measures for harmonizing certain areas with EU directives (for instance, in the labor and employment area), and it corresponds to a high degree with the Sustainable Development Goals defined in the UN 2030 Agenda for Sustainable Development.

Information collected in the course of the evaluation and the situation analysis of gender equality two years following the launch of the NAP indicate that all three goals, as well as all objectives of the NAP, were relevant at the time of its adoption and are still relevant now. Some of them are arguably even more relevant now, such as improving the capacities of public administration staff, because new mechanisms for planning and implementing policies are being introduced, such as gender-responsive budgeting, requiring higher competences in gender equality.

The goals are particularly relevant for the local implementation of gender equality policies, since this level of government seems to lack dynamic processes for systematically improving gender equality. The information collected indicates quite the opposite, namely that the previously established local mechanisms are mostly passive and the implementation of gender equality policies in local communities is uneven and often insufficiently effective.

**TABLE 10:**

Assessment of the relevance of goals and objectives in NAP

GOALS	OBJECTIVES	RELEVANCE
<b>1. Changed gender patterns and improved gender equality structure</b>	1.1. Increased gender equality capacities and knowledge of managers and staff in public authorities	● 3
	1.2. Gender-sensitive formal education	● 3
	1.3. Developing knowledge and visibility of academic results in gender studies	● 3
	1.4. Increased public awareness of gender equality	● 3
	1.5. Increased safety of women from gender-based violence, violence in the family and intimate partner relationships	● 3
Average Score		● 3
<b>2. Increased equality of men and women by implementing equal opportunities policy and measures</b>	2.1. Equal participation of women and men in parenting and the care-economy	● 3
	2.2. Equal participation of women and men in public and political decision-making	● 3
	2.3. Better economic and labour market status of women, especially of those in vulnerable groups	● 3
	2.4. Improved role of women in the security system	● 2
	2.5. Women and men in rural areas actively and equally contribute to development and have equal access to development results	● 3
	2.6. Improved health of women and equal access to healthcare services	● 3
Average Score		● 2.8
<b>3. System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes</b>	3.1. Established functional gender equality mechanisms at all levels	● 3
	3.2. Gender analysis of policies, programmes and measures	● 3
	3.3. Available gender-sensitive statistics and records	● 3
	3.4. Established international and regional cooperation and exchange of good practices	● 3
	3.5. Gender-responsive budgeting systematically applied in all public authorities, direct and indirect budget beneficiaries	● 3
Average score		● 3

## LEGEND

Cannot be evaluated	Low relevance	Midium relevance	High relevance
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The NAP goals correspond to and are consistent with the goals defined in the Gender Equality Strategy. The NAP is based on the situation analysis, as well as the analysis of strengths, weaknesses, opportunities and threats, contained in the Gender Equality Strategy 2016–2020. During the two and half years of NAP implementation no results have been achieved so completely that the corresponding goals could now be excluded. On the contrary, where the results have been partly achieved it is necessary to invest further efforts to fully achieve the goals.

### **Strategic goal 1: Changed gender patterns and improved gender equality structure**

- **Activities under the measure focused on increased capacities of public administration staff** was assessed as a relevant due to wide-spread gender stereotypes and prejudices, and wide-spread patriarchal norms and values, upheld even among public authority holders as well as public administration staff. The presence of these stereotypes forms the basis for discrimination against women and for discharging public functions and providing public services to citizens in a way which is not gender responsive. The situation has not changed and according to the civil society representatives consulted, the situation has in fact become worse, as evidenced by frequent public statements from high-ranking officials containing messages reproducing gender stereotypes, from the prosecution of female politicians and women in various public spheres, from narratives that can be heard in the National Assembly of the Republic of Serbia which demean women on the basis of their gender, as well as from messages broadcasted through electronic and print media.<sup>70</sup>

The aim of increasing the gender equality capacities of public administration staff has gained even more importance now, not only due to these backlash trends, but also because

of the application of measures for gender mainstreaming in policies and because of the introduction of gender-responsive budgeting. These processes have posed more demanding requirements for the public administration staff, in terms of higher gender equality competences. This is also important because of the new Law on the Planning System of the Republic of Serbia, which sets higher standards in developing policies and defining mechanisms for their implementation, monitoring and evaluation. Mainstreaming gender equality in donor funds programming mechanisms has also been initiated by revising the 2014–2017 National Priorities for International Assistance in the Republic of Serbia with projections until 2020, on the basis of which the programming is carried out for international assistance funds such as IPA II, UNDAF and other intergovernmental and non-governmental international funds, including bilateral support.

- **Measure of integrating gender into formal education i.e. Gender-sensitive formal education** is highly relevant in view of the fact that the attitudes, norms and value patterns of new generations are formed through the formal education process, and in respect of the formal education of experts employed in various institutions within the system, providing services to citizens, who may do so in a discriminatory and gender non-responsive manner due to the presence of stereotypes and prejudices.
- **Developing knowledge and visibility of academic results in gender studies** is also viewed as a relevant measure, now probably more than at the time of NAP adoption because of the threat to discontinued funding. Even though they rely on the immense enthusiasm of engaged lecturers and researchers, in absence of financial support these studies cannot be sustained. This makes this objective particularly relevant today, but in the next NAP it could be redefined into one or more measures under one objective on gender-sensitive formal education, which will be further discussed below.
- **Increased public awareness of gender equality** remains extremely relevant given

<sup>70</sup> These trends have been drawn attention to by non-governmental organizations gathered around the initiative for preparing the Shadow Report to the GREVIO Committee and the Shadow Report to the CEDAW Committee, and supporting evidence coordinated by Mreza SOS Vojvodina.

that gender stereotypes and prejudices are still widespread, and that relatively high tolerance for gender-based violence against women is still present. This is indicated by data available from several surveys that have examined attitudes, as reported in the chapter 1.4 on context (pages 27–28, 33–34).

- **Increased safety of women from gender-based violence in the family and intimate partner relationships** are assessed as highly relevant, indeed the relevance of activities under this measure is most often recognized by respondents involved in NAP implementation. The relevance of this measure is also indicated by unfavorable data on femicide, on the prevalence of various forms of gender-based violence against women (the latest OSCE Survey on the Well-being and Safety of Women). As is evident from the effectiveness analysis below, the extensive focus of numerous actors on combating violence against women leaves an impression that the relevance and significance of other areas is less recognized, thus directing improvements of gender equality more towards the consequences than causes of violence, which should be addressed better in the following implementation cycle of the 2016–2020 Strategy for Gender Equality. As a separate strategy for preventing and combating violence against women has not been adopted yet, it is important that this area remains in the NAP for gender equality for now. However, considering specificities and complexity of this area, it could be defined and separated from the other parts of the NAP into a specific objective, rather than set of activities as is the case now.

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

- The objective providing for **transformation of gender relations in parenting and economy of care** is highly relevant in view of the fact that this is an area of very persistent gender inequalities (the chapter addressing the context presents data on differences in time spent at work and economy of care, pages 32–33) which most strongly opposes

changes, but its relevance and significance are still insufficiently recognized among the actors involved in NAP implementation.

- **Equal participation of women and men in public and political decision-making** is an objective that was as relevant at the time of the adoption of the NAP as it is now. Even though the participation of women in legislative authorities at all levels has reached 30%, the standard has not been achieved in other branches of power or other decision-making areas. In addition, the draft Law on Gender Equality provides that a norm of 40% is to be set for the participation of women in the legislative branch, so these measures are also still relevant.
- **Improved economic position of women and labor market status of women, in particular members of vulnerable groups** is yet another objective that was highly relevant at the time of adoption of the NAP and still is now. Even though there has been a slight increase in the employment of women, this increase has also been accompanied by a higher rate of informal employment of women, indicating that the increase in employment is not of substantial quality. In addition, gender inequalities on the labor market persist in a series of important aspects: horizontal segregation (by occupation and sector), glass ceiling, smaller chances for entrepreneurship, pay gap, etc.
- **Enhanced role of women in the security system** is relevant but there is a question to what extent it should be a subject of the NAP for the Implementation of the Gender Equality Strategy since there is a separate NAP for the implementation of UN Resolution 1325. At the time when the NAP was adopted for the implementation of the Gender Equality Strategy, the drafting of a new NAP was only at the planning stage, so the measures were defined accordingly<sup>71</sup>. Given that the NAP for the implementation

<sup>71</sup> The measures included the implementation of the evaluation of the previous NAP for the implementation of Resolution 1325, the drafting and adopting of the new NAP and its integrated implementation.



of Resolution 1325 has been adopted in the meantime there is a dilemma as to whether it should remain within the NAP for implementation of the Strategy for Gender Equality. Different opinions were given during the consultations and interviews, both those that it is necessary to exclude the area from the NAP for implementation of the Strategy for Gender Equality and leave it to the separate NAP for the implementation of Resolution 1325, and those saying that it is necessary to keep it, but only as a goal related to the effective implementation of NAP 1325.

- **Women and men in rural areas actively and equally contribute to development and have equal access to development results.** By defining this objective, specific measures have been singled out, aimed at improving the position of women who live in rural areas and advancing gender equality in rural development processes. This makes rural women the only marginalized group of women for which an objective has been set, while in respect of women in other marginalized groups there are defined specific measures, but their position has neither been fully observed nor have the measures been systematically specified according to their specific needs across the NAP areas. The objective pertaining to rural women continues to be relevant given that the position of rural women has not improved, which will be pointed out in the impact analysis (pages 91–98).
- The importance of the objective pertaining to **improving health of women and equal access to healthcare services** is undiminished, particularly given the difficulty in accessing healthcare for certain groups of women, such as women with a disability, rural women, Roma women, or exclusion of older women from preventive screening programs.

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

- Even though **gender equality mechanisms** are formally in place at various levels, their

position is unstable and their functionality questionable, which makes this objective still topical and relevant. The general opinion of civil sector respondents is that gender equality mechanisms are under threat, that the position of the CBGE is unstable on the national level because it is not legally defined, and that capacities are low because the CBGE is not supported from the budget but depends on donations and relies on scarce human resources. The insufficient functioning of provincial mechanisms has been emphasized on many occasions; few local mechanisms are actually active. The positions and roles of gender equality focal points in ministries and local mechanisms have not been identified in the job classification regulations, so their roles and powers are often insufficiently clear, and due to high fluctuation of staff and the hiring of new staff who are not gender-sensitized or familiar with the needs and methods for integrating gender equality into their tasks and responsibilities, the process of gender mainstreaming in institutions and policies has failed to move forward.

- **Gender analysis of policies, programs and measures** is also a very important objective that is still relevant in the processes of gender mainstreaming policies and introducing gender-responsive budgeting. In order to successfully achieve this objective, **gender-sensitive reliable statistics and records** are needed, which also indicates the relevance of this latter objective, particularly considering the fact that a large number of records has not been yet revised and updated in compliance with gender equality standards.
- The objective aimed at establishing **international and regional cooperation** continues to be relevant, enabling the exchange of experiences, initiatives and examples of effective interventions, and also enabling gender equality mechanisms in Serbia not only to transfer know-how from EU or other regions, but also to influence the processes of shaping gender equality policies at European level.
- **Gender-responsive budgeting** is a very important objective because in the absence

of gender-responsive funding of policies and programs the interventions aimed at improving gender equality are either forced to remain only in the form of terms of reference with slim chances for creating systemic conditions for gender equality, or they are at best difficult to sustain. According to the Law on Budget System, GRB is planned to be introduced gradually, with full implementation in 2020.

**Finding 2: ToC for the GE Strategy and GE NAP is currently missing and without a comprehensive framework to support coherent programming resource mobilisation at the national/local levels is weakend which in turn impacts the implementation of NAP and creates gaps and missing links**

There are gaps in the NAP intervention logic stemming from the lack of an explicit and comprehensive theory of change. Gender segregation in formal education is prominent in Serbia and creates the foundation for segregation on the labour market, gaps in living standards and in the wellbeing of men and women in later stages of life, and yet is absent from the NAP intervention logic and the NAP itself

The Strategy for Gender Equality recognizes the importance of gender segregation in education, at the level of secondary and higher education, but the NAP did not define objectives and measures related to this issue of gender inequalities which stem from this segregation.

Also, as one of the gaps within the interventions aimed at improving the gender equality culture through formal education there is the lack of more precisely defined measures that would address gender mainstreaming in syllabi at universities, the very place where experts are educated in the areas of medicine, law, social protection, economics, pedagogy and other areas for educating staff discharging public functions or employed in institutions providing public services. This increases the risk of women being discriminated against in exercising their

rights to these services, i.e. to be prevented from exercising their rights.

NAP intervention omits to address a set of issues related to the economic position of women, such as labour market segregation, gender pay gap, pension gap, access to social benefits by women in general and particularly women from different marginalized groups facing various obstacles to financial assistance.

**Finding 3: Majority of key stakeholders perceive NAP as relevant, but the often do not recognize their role in NAP implementation and therefore often do not earmark financial and HR resources for NAP related activities.**

Majority of stakeholders recognize the relevance of NAP goals, objectives, measures and activities, but often they do not recognize their own role in its implementation. Therefore, activities of different stakeholders, primarily ministries, related to the improvement of gender equality are not sufficiently related to the NAP priorities, measures and activities.

Information obtained from ministries and other institutions responsible for implementing specific measures and activities defined under the NAP, as well as interviews with representatives of these institutions and organizations, indicate that ministries often do not recognize the priorities defined under the NAP, including specific measures and activities, when planning their activities. In other words, their activities on promoting gender equality are not sufficiently related to the NAP measures and activities. This was also evidenced by questionnaire data. In many cases the part of the questionnaire related to NAP activities contained less information than the section opened for all other activities implemented in regard to the improvement of gender equality. This means that the importance of the issue is recognized, that ministries and other key stakeholders have been implementing relevant activities, but they are not sufficiently aligned with NAP and their contribution remains

lower. More consistent alignment of activities with NAP is an important precondition for greater impact of the measures and activities.

### 3.2 Effectiveness

The effectiveness analysis has been structured as follows:

1. The achievement of each objective is assessed against the indicators defined in the NAP.
2. Factors promoting, or inhibiting, effectiveness are identified (including factors related to the design of measures, their adequacy, factors connected to mechanisms and procedures of implementation, external factors of the wider society);
3. Likelihood of achieving results expected in 2020, at the end of strategic cycle is assessed at the end with some specific recommendations how their achievement could be more effective in the second part of the Strategy cycle.

The analysis of findings around the effectiveness criteria aims to show the extent to which the results of the intervention contributed to an achievement of a particular goals. To make it possible, the results should be relatively precisely defined, indicators for measuring their achievement should be specific and data for respective indicators available. The following analysis shows that it is not always possible when evaluating GE NAP for the following reasons:

**Finding 4: Lack of clearly defined outcomes and focus on process rather than income indicators has significantly limited monitoring as well as measuring of achieved results**

There are limitations in the monitoring framework defined in NAP stemming from the design of indicators for measuring results achieved up until 2018. Indicators are often defined as process and not result indicators, in some cases they are not precisely defined and in other cases data for measuring are not available.

Review of the NAP logical framework reveals several limitations. The indicators for measuring results expected until 2018 are not always adequate, for several reasons:

- Certain indicators are more indicators of processes than of results,
- The majority of indicators are not precisely defined and definitions for their calculation were not provided,
- For many indicators, there is no data or inadequate data.

This impedes more accurate assessment of results achieved and directs the evaluation towards more qualitative estimations.

**Finding 5: Due to lack of comprehensive financial planning mainly, an overall implementation of NAP has been assessed only as partially successful in achievement of results expected in 2018**

Results expected in 2018 have not been achieved in many areas, but processes of intervention are visible. The NAP has been implemented with unbalanced effectiveness across the priority areas.

Achievement of results defined in NAP for 2018 is not highly satisfactory, but the processes are visible. Many changes were initiated and if they continue to be adequately implemented and supported, they should provide visible results by the end of the strategic cycle. However, these processes are imbalanced, as certain areas of the NAP present a scope of multiple dynamic interventions, whereas certain areas have been “neglected”.

- **The areas of high effectiveness** include: increased safety of women from gender-based violence, gender sensitive statistics (within the Statistical Office of Serbia), equal participation of women and men in public and political decision-making (but only for legislative power at all levels) and gender responsive budgeting.

- **The areas of medium effectiveness** include: increased gender equality capacities and knowledge of managers and staff in public authorities, and increased safety of women from gender-based violence, violence in the family and in intimate partner relations, established functional gender equality mechanisms at all levels.
  - **The areas of low effectiveness** include: gender-sensitive formal education, increased public awareness of the significance of gender equality, labour market status of women, particularly those in vulnerable groups, improved role of women in the security system, equal participation of rural men and women, improved health of women and equal access to health care services, participation of women in decision making in other branches of power than legislative, functional gender equality mechanisms at local level, gender analysis of policies, programmes and measures, gender sensitive evidences in institutions, and international and regional cooperation.
  - **Ineffective areas** of NAP implementation are: equal participation of men and women in parenting roles and economy of care and in the area of gender studies.
- In next sub-sections, the achievement of results in regard to the objectives is presented in more detail for all three NAP strategic goal and specific objectives within each strategic goal.

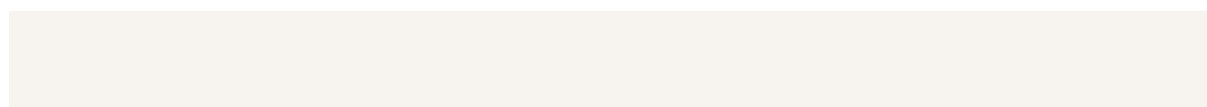
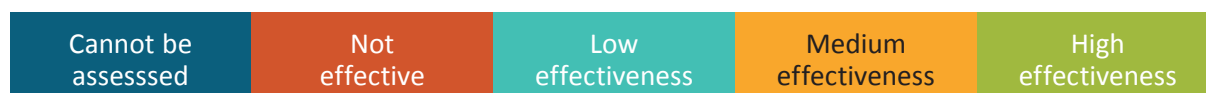
### Strategic Goal 1 – Changed gender patterns and improved gender equality culture, average score 2.2 out of maximum 4

**TABLE 11:**

Strategic goal 1 – Changed gender patterns and improved gender equality culture

OBJECTIVES	EFFECTIVENESS
1.1. Increased gender equality capacities and knowledge of managers and staff in public authorities	• 3
1.2. Gender-sensitive formal education	• 2
1.3. Developing knowledge and visibility of academic results in gender studies	• 1
1.4. Increased public awareness of gender equality	• 2
1.5. Increased safety of women from gender-based violence, violence in the family and intimate partner relationships	• 3
<b>Average score</b>	<b>• 2.2</b>

LEGEND



### Specific objective 1.1 – Increased gender equality capacities and knowledge of managers and staff in public authorities – medium effectiveness

**The expected result in 2018:** at least 80% of managers and staff in public authorities recognize causes and forms of discrimination and understand measures for achieving gender equality.

**The indicator for measuring result:** not precisely defined. The attitudes and samples that should be used for the measuring result are not clearly defined. In addition, measuring this result was hindered due to lack of any uniform database on the total number of employees in public administration who participated in the trainings.<sup>72</sup>

For evaluation of this result, research data<sup>73</sup> on gender equality in public administration in the Western Balkans was used.<sup>74</sup> This research indicates that the objective was not achieved if we take into account the fact that 71% of women and only a little over a half of men (56%) agree with the claim that women and men should equally participate in decision making and that the number of women and men in manager positions should be equal: a claim which could be understood as a fundamental minimum attitude to gender equality in political decision making. However, turning to data about gender equality attitudes applied to more specific aspects of the work in public administration, attitudes to gender equality are even worse. Only a quarter of women and men agree with the attitude that in recruitment committees during the employment of new staff, there should be an equal number of women and men when it is possible. The same proportion holds that gender equality trainings

should be an integral part of the regular staff training in public administration.

## TABLE 12:

Attitudes about gender equality of the employees in public administration

Attitudes, norms on gender equality	% of those who agree	
	women	men
Women and men should equally participate in decision making and the number of women and men in manager positions should be equal	71	56
In employment committees, there should be an equal number of women and men, when it is possible	24	30
Gender equality training should present an integral part of the regular staff training in public administration	25	25

Source: *Gender Equality in Public Administration in Western Balkans*, Beneficiary Report: Serbia, December 2017

Although the result was not achieved, this area of NAP is an area of dynamic activities. A relatively large number of trainings were held on different aspects of gender equality and trainings were implemented by different stakeholders<sup>75</sup>. The proposal for amendment of the Programme of the State Qualifying Examination and exam materials contributed the most to this objective, since the competencies for gender equality are directly embedded into the standards for performing each specific profession in public administration and public services. An amended bylaw regulating this issue has been adopted. A programme of continuous training of lawyers

72 Various institutions provided corresponding data: Office for Human and Minority Rights, Human Resources Management Service, Government of the Republic of Serbia, at present the National Academy for Public Administration, provincial institutions, UN agencies and various Ministries

73 *Gender Equality in Public Administration in Western Balkans*, Beneficiary Report: Serbia, December 2017

74 Part of the research was conducted in Serbia. The research was carried out for the purposes of promoting gender equality within the Regional School for Public Administration (ReSPA).

75 One of the examples are trainings conducted in the framework of preparations for the implementation of the newly adopted Law on Prevention of Domestic Violence by relevant academies and CSOs.



and public prosecutors, carried out by the Judicial Academy, was also amended to include contents about gender equality and prevention of discrimination.

The NAP envisages that until 2020 the following results should be achieved: decreased institutional discrimination, improved application of affirmative measures and anti-discriminatory legislation and improved application of legal measures in the area of human rights protection and gender equality. However, the indicators are not specific enough, and if this objective is to be retained in the NAP for the coming period, they must be defined more specifically in order to be able to measure whether the expected outcome has been achieved. It is not clear enough why this result for 2018 was set at 80%, especially when we consider the fact that there was no initial research according to which this aim could have been set. The aim seems too ambitious for a period of 3 years, or even for the period until 2020.

In order to make further progress in the continuation of the Strategy implementation, it is vital to define more precisely gender equality competence(s) that should be increased among employees of public administration and public services. Trainings should be designed in line with these competences and regularly provided to public administration and other public services staff. Also, it is necessary to better organize the records on conducted trainings and to introduce standardized tests before and after the training which would contain the indicators against which gender competence is measured. It is necessary to apply the knowledge obtained through the training and to monitor its application for gaps in gender competence which should be addressed by further trainings, with the aim to identify obstacles that hinder the application of the knowledge gained and practical competences, and to eliminate them using new measures. It is certainly necessary to provide further training to employees in public administration, and, as the representatives of the public institutions competent for implementation of trainings also noticed (the Human Resources Management Service), it is especially important to include in trainings the gender focal points in the Ministries, as well as the representatives of

local administration, who are believed to have a relatively low level of knowledge and gender equality competence.

### Specific objective 1.2 – Gender-sensitive formal education – low effectiveness

**The expected result for 2018:** increased gender-sensitive curricula content in primary and secondary education.

**The indicator for measuring result:** the number of gender-sensitive textbooks and curricula contents.

For measuring such a broad indicator would be necessary to do a separate study, which was not possible to do within this evaluation. Studies on textbook contents at different levels of formal education were done in the period before the adoption of the NAP and they indicated an unfavorable situation which was a reason for setting this specific objective in the first place. However, after the implementation of the NAP started, there have been no such studies, and even using qualitative methods, effectiveness in achieving these results cannot be assessed well.

Certain activities were undertaken in this area. According to the information from the Ministry of Education, Science and Technological Development, one out of five priority areas for mandatory teacher trainings set out in the *Rulebook on Continuing Professional Development of Teachers, Educators and Expert Assistants*<sup>76</sup> is to create a tolerant and anti-discriminatory environment for each individual, as well as prevention of violence, prevention of discrimination and inclusion of children from socially marginalized groups. There are 19 accredited programmes for teachers (for obtaining/maintaining a license to teach), of which one directly refers to competencies in gender equality, several programmes refer to the prevention of violence, and further programmes refer to the prevention of discrimination.<sup>77</sup> In the school year 2017/2018 more than 1700 teachers, expert assistants and managers employed in education were included in the trainings on

76 “Official Gazette of the RS”, no. 81/17

77 <http://katalog2016.zuov.rs>



gender equality and gender based violence and discrimination.

According to the information from the Institute for the Improvement of Education, preparation of the new curriculum and syllabus oriented towards those outcomes is underway. Programmes for the first, second, fifth and sixth grade of the primary school and the first grade of the high school have been adopted so far<sup>78</sup>, and programmes for other grades will be successively developed. Working groups that work on their development pay attention to the affirmation of gender equality and the increased visibility of women's contribution to science and culture. Within the procedure defined by law and upon inspection of the textbooks, the commissions pay attention to gender equality and anti-discrimination. It is stated that some textbook manuscripts were rejected or returned for additional corrections and amendments because they lacked gender equality. In these activities, the Institute asks for expert opinion from the Office of the Commissioner for the Protection of Equality and UNICEF.

The most important finding on effectiveness is that the measures undertaken are of systemic nature, i.e. they introduce competencies on gender equality as mandatory in the system of teacher licensing and define standards for textbook content. The NAP envisages that until 2020 the educational programmes and curricula contents at all levels of formal education will be gender-sensitive. This is yet another ambitious objective, and it is hard to expect it will be fully achieved. What is encouraging is that there will be further progress in this direction, since the new Law on Textbooks has been adopted, prescribing removal of gender stereotypes from the textbooks. This area will improve depending on how much the application of this Law is going to be effective.

During consultations with representatives of civil society and experts for gender equality, some retrograde processes were highlighted, which annulled previously achieved results in this field. As an example, the withdrawal of education

packages prepared by the Incest Trauma Center on child sexual assault was singled out. This package is the result of several years' work by the Incest Trauma Center on raising awareness about this important problem. First studies were done in this field, showing alarming results; campaigns were organized, as well as advocacy for amendments of measures and policies. The educational package adopted by the Ministry of Education, Science and Technological Development was seen by many as a great success and an example of good practice in cooperation of public institutions and organizations of civil society, but it has recently been withdrawn. In this way, one important systemic solution for prevention and protection of children from sexual assault has been annulled. In practice, it will depend on the capacities of individual educators and teachers to work on educating children about this vital issue.

In the second cycle of the Strategy implementation, the new NAP may support the application of the Law by preparing tools which may control textbook contents in a rather standardized manner. To enable this, it is necessary to operationalize the notion of gender-sensitive contents. In addition, it is required to make records of textbooks that are being used at all levels of education as well as the records of those which were proposed for accreditation and then rejected or returned due to lack of fulfilment of the gender equality standards. Along with this type of measure, it is necessary to continue with education of employees (and not only teachers) about gender equality in educational institutions at all levels of education, and also expand the trainings to textbook authors.

### **Specific objective 1.3 – Developing knowledge and visibility of academic results in gender studies – not effective**

**The expected result in 2018:** increased number of male and female students, scientific papers, and Master and Doctoral theses in the field of gender studies.

The indicator for measuring result: number of scientific papers, Master and Doctoral theses in the field of gender studies with the annual reports of the university institutions as the

78 Published in the Educational Gazette no. 10/17, 12/18, 15/18, 16/18.

source of monitoring. Again, for this indicator no baseline value was provided in the NAP, which impedes quantitative monitoring.

Gender studies, as a separate study programme, is present at the level of doctoral studies at the University of Novi Sad, and at Masters level at the Faculty of Political Science, University of Belgrade. In the academic year 2017/2018, 14 male and female students were enrolled in gender studies at the Faculty of Political Science in Belgrade, 1 student less in comparison to the academic year 2016/2017.<sup>79</sup> In the academic year 2016/2017, only one student enrolled in gender studies in Novi Sad.<sup>80</sup> Representatives of civil society and experts for gender equality named several factors which are preventing an increase in the numbers of students and papers in the field of gender studies. First, problems in accreditation of various academic programmes creates difficulties in finding employment or being promoted at work after gaining a degree in gender studies. Another factor is the insufficient openness of study programmes: it is too difficult for those who are enrolled in other programmes to attend gender studies courses. A third problem is insufficient financing: female teachers who are hired to lecture on gender studies do a lot of volunteering.

Poor effectiveness of NAP implementation in this field is partially a consequence of the design of the measures themselves. Namely, the measures are not specific or clear enough. With reference to that, it is not evident who should encourage and support gender studies and research. The CBGE is listed in the NAP as the implementer of the measures, but this body is not directly competent for this (but rather Ministry of Education, Science and Technological Development and Universities). Therefore, this specific objective could be reformulated to use more precisely defined measures, such as regular financing from the budget, whereas the activities

for promotion should be strengthened firstly within the universities.

As an outcome in 2020, improved knowledge and more developed human capacity for expert support in introducing gender equality in public policies is expected. This outcome is connected to the specific objective referring to the improvement of gender studies, but it may be achieved as a contribution to forming expert staff of highly educated persons for specific areas of public policies, with strong competencies in the field of gender equality. Although there are relatively few expert staff with knowledge of gender studies, they may be a vital resource for further mainstreaming of public policies, if their knowledge and capacities are effectively used.

#### Specific objective 1.4 – Increased public awareness of gender equality – low effectiveness

**The expected result for 2018:** at least one media campaign with the aim of eliminating gender stereotypes, recognizable in public.

**The indicator for measuring result:** attitudes to typical roles of women and men and recognition of the significance of gender equality. The source for this indicator would be a study of the attitudes of female and male citizens.

It is necessary to remark that in this case the indicator was not harmonized with the result, i.e. it would have been more appropriate for the result to have an indicator that showed the number of implemented campaigns or the number/share of male/female citizens included in the campaign, i.e. the ones whom the campaign messages have reached.

A recently conducted piece of research on gender stereotypes and prejudices in Serbia,<sup>81</sup> contained the component of mapping campaigns for raising awareness on gender equality with the emphasis on gender based violence and description of the examples of good practice. This analysis concluded that the campaigns conducted in Serbia since 2013 have been fragmentary and

79 Annual report of the Faculty of Political Science, University of Belgrade, for academic year 2016/2017 <http://www.fpn.bg.ac.rs/pravni-akti-planovi-i-izvestaji>

80 Only one female/male student was enrolled in gender studies at the University of Novi Sad in the academic year 2016/2017 <https://www.uns.ac.rs/index.php/rs/javnost-rada/informator>

81 This was a part of the regional research implemented by UN Women in the Western Balkans for the purposes of monitoring and evaluating its own regional programme “Application of norms, awareness change”.

sporadic, and that the messages reached a small number of female and male citizens, and that the campaign implementers were mostly nongovernmental organizations. The effects of campaigns are usually not measured, and according to the findings of the gender attitude study, it is evident that gender stereotypes and prejudices are still widespread, which leads us to a conclusion that the effect of such small and fragmentary campaigns is actually weak.

It is important to take into account that the limited campaigns against gender stereotypes described here are undermined by relatively frequent counter-campaigns, or statements that are manifestations of gender stereotypes, sexism and misogyny which sometimes come from the top of the political elite, media and prominent persons from public life who have been influencing public opinion<sup>82</sup>. In these cases, the proactive approach of CBGE president<sup>83</sup> and Commissioner for the Protection Equality are worth noting as they reactions (public statements, issuing<sup>84</sup> notices by Commissioner) raise awareness of gender equality.

Decreased spreading of negative gender stereotypes about women and men is expected as an outcome in 2020. Having in mind various ongoing processes, from trainings held for professionals in public administration on gender equality, improving gender equality in the contents of formal education, and so on, decreased spreading of negative gender stereotypes may indeed be expected. However, for changes to be measured, it is required to establish precise indicators, i.e. sets of attitudes according to which they will be measured. In 2018 three studies have been conducted which could provide baseline values for the second stage of NAP implementation: the study mentioned above on gender stereotypes conducted by the UN Women agency, a study on masculinity that applies the specific GEM scale<sup>85</sup> and an OSCE

study on welfare and safety of women<sup>86</sup> that applies a set of attitudes identical to the one applied in the EU through Eurobarometer. It is our opinion that this OSCE study would be the best basis for monitoring, with an expansion to include policy knowledge.

Therefore, the new NAP for the implementation of the Strategy in the period 2019–2020 should consider planning a campaign as a measure/activity which has a larger potential to achieve its planned effect. This should be a comprehensive campaign conducted by the state, lasting a longer period of time and accompanied by specific appearances by public officials whose gender unresponsive appearances in public have been pointed out in the chapter on relevance. In addition, for changes in media it is not enough to only improve competencies, but also to consider defining measures for more effective supervision of media (by competent bodies) and actions to be taken in the case of breaches of the ethical code due to sexist and misogynist media content.

### Specific objective 1.5 – Increased safety of women from gender-based violence, violence in the family and intimate partner relationships – medium effectiveness

This area of the NAP has had most intensive implementation and has been rated the best in terms of effectiveness.

**The expected result for 2018:** more effective institutional protection of women in situations of violence with consistent application of the Council of Europe Convention on preventing and combating violence against women and domestic violence.

**The indicator for measuring result:** number of reported cases and the ratio between reported and prosecuted cases, as well as the number of sentences and the scope of punishment.

When it comes to reporting, the indicator does not identify what should be considered as success – increased or decreased number of reported cases of violence. Bearing in mind that comparative FRA survey<sup>87</sup> results on the violence

82 SOS Vojvodina, Civil Society Organizations' Report on the Implementation of the Council of Europe Convention on the Prevention and Combating Violence against Women and Domestic Violence

83 Deputy Prime Minister in the Government of the Republic of Serbia

84 <http://ravnopravnost.gov.rs/en/opinions-and-recommendations/>

85 Blagojevic Hughson, M. (2018) *Men in Serbia. Changes, Resistances and Challenges*. Centar E8, Belgrade. <http://images.edu.rs/en/>

86 OSCE, *Well-being and Safety of Women. OSCE study on violence against women – research findings from Serbia*, forthcoming.

87 Survey conducted across the EU by European Union Agency for Fundamental Rights, more at <https://fra>.

against women have shown that in countries with higher standards and levels of gender equality the rates of reporting violence are also higher, in the case of monitoring the NAP effectiveness, an increase in number of reports may be deemed as progress, since women are more aware of violence and they have more trust in the system of support.

Judiciary statistical data indeed show an increase in criminal charges and the number of convicted persons in the period from 2015 to 2017, whereas the share of persons sentenced to probation decreased in the same period. It leads to a conclusion that there are positive shifts, i.e. the result was partially achieved. Considering that the indicators were not quantified, i.e. they do not define a specific percentage increase, and were expected in the first two years and half of NAP implementation, it cannot be precisely stated to which extent the result was achieved.

**TABLE 13:**

Judiciary statistical data suggest an increase in criminal charges for criminal acts of domestic violence.

Indicator	2015	2016	2017
Number of criminal charges	5040	7244	7795
Number of sentenced persons	1778	2065	2713
Share of sentenced persons to probation	67.1%	63.0%	63.9%

Source: Statistical Office of the Republic of Serbia, judiciary statistics<sup>88</sup>

Evaluation results imply that in this field there is no doubt that a lot has been done. Yet, within these positive changes are new issues, indicating “bottlenecks” and parts of the system that still need to be further improved. Significant legal changes were achieved. The Law on Prevention of Domestic Violence was passed in 2017. The

Law provides for two urgent protection measures – temporary removal of the perpetrator from the apartment and temporary restraining order so that the perpetrator cannot contact and approach the victim of violence. The Criminal Law was revised to be better harmonized with provisions of the Istanbul Convention, i.e. to include four new criminal acts (stalking, sexual abuse, forced marriages and mutilation of the female sex organ). Amendments to the Law on Police and introduction of urgent measures contributed to the effective application of the NAP measures, but not enough to be visible and produce long-lasting effects.

Respondents stated that the new law also regulated sanctions for public officers who fail to act in cases of violence; failures to act are frequent, thus diminishing modest effects of the Law on Prevention of Domestic Violence application. This law requires multi-sector cooperation of all competent bodies for acting in cases of violence, but in spite of that, cooperation, data and information exchange are not effective, there is no harmonized acting, but rather the whole burden is placed on the prosecutor’s offices which do not have capacities and resources to thoroughly deal with this issue. It was indicated that a Council for Combating Violence was formed as a separate body of the Government of the Republic of Serbia but did not achieve any results. Amendments to the Law on Social Protection are also missing, especially the ones that would define services of the National SOS telephone and crisis centers for victims of sex violence. Also, it was indicated that there were no unified records, but that each institution within the protection system kept separate records (police, centers for social work, prosecutor’s office).

During 2016–2017, 6 licenses were issued to women’s organizations which provided SOS telephone services, of which 5 were licenses for the national SOS and only one was for SOS telephone service at the local level. Services from 4 groups of services were licensed in compliance with the Law on Social Protection (consultative and therapeutic as well as social and educational services in the community to which the SOS telephone service belonged).

[europa.eu/en/publication/2014/violence-against-women-eu-wide-survey-main-results-report](http://europa.eu/en/publication/2014/violence-against-women-eu-wide-survey-main-results-report)

88 <http://www.stat.gov.rs/oblasti/pravosudje/>

The Ministry of Labour, Employment, Veterans and Social Affairs allocated funds from the budget, but not a single organization obtained support for the National SOS telephone, since the call for proposals had been withdrawn. Women's organizations do not receive funds for providing such services, not even from the local budgets.

The activity of the regulatory bodies which supervise media cannot be evaluated precisely, since there is a lack of data on the number of applications to the Regulatory Body for Electronic Media, and the number of premonitions, too.

Measures envisaged by the NAP in relation to the specific objective regarding protection of women against violence are not comprehensive enough, i.e. measures are missing in regard to improvement of services in the public system for protection of women against violence. At the time when the NAP was adopted, the adoption of a special strategy for preventing and combatting gender-based violence against women and violence in the family was planned, with a corresponding NAP. This most likely influenced the definition of measures for this specific objective within the NAP for implementation of the Strategy for Gender Equality 2016–2020. Here, the emphasis is put on legal changes, records kept on violence, services rendered for women victims of violence by women's and feminist organizations of civil society, as well as removal of sensationalism in reporting about violence against women in media. However, measures regarding improvement of the system of prevention and protection of women against violence were left out, as were other measures that would enable improvement of the system of protection and support for women victims of violence and harmonize strategic acting in this field with provisions of the Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention).

Also, placing this specific objective within the strategic goal of improving gender equality culture is not quite appropriate. Although

measures partly refer to curbing sensationalism and changes of attitudes towards violence against women, they also include services, at least the ones provided by the organizations of the civil sector.

The NAP envisages an outcome in 2020 of zero tolerance for violence to be achieved and femicide to be reduced to zero. It is hard to expect those goals to be achieved. The average number of femicides at the annual level for the last 5 years (from 2013 to 2017) was 33 murdered women (2016–33, 2017–26) whereas in the first 6 months of 2018, 20 women were killed. The rate of prejudice against women, especially those in vulnerable groups is still very high, which practically makes zero tolerance a mission impossible for a longer period of time.



## Strategic Goal 2 – Increased equality of women and men by implementing equal opportunities policy and measures – average score 2 out of maximum 4

### TABLE 14:

Strategic goal 2 – Increased equality of women and men by implementing equal opportunities policy and measures

OBJECTIVES	EFFECTIVENESS
2.1. Equal participation of women and men in parenting and economy of care	● 1
2.2. Equal participation of women and men in public and political decision-making	● 2   ● 4
2.3. Better economic and labour market status of women, especially of those in vulnerable groups	● 2
2.4. Improved role of women in the security system	● 2
2.5. Women and men in rural areas actively and equally contribute to development and have equal access to development results	● 2
2.6. Improved health of women and equal access to healthcare services	● 2
<b>Average score</b>	● 2

#### LEGEND

Cannot be assessed	Not effective	Low effectiveness	Medium effectiveness	High effectiveness
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### Specific objective 2.1 – Equal participation of women and men in parenting and economy of care – not effective

**The expected result for 2018:** the time that women and men spend in unpaid work should be equally distributed.

**The indicator for measuring result:** time spent in unpaid work and the time spent on care for children. The Time Use Survey is the source of data. The survey was last conducted in 2015 and the next one is planned for 2020, so it would be possible to measure changes only at the end of the strategic cycle. However, Gender Equality Index Report for 2018<sup>89</sup> indicates that

this is the area of significant gender inequality. According to data, 67.9% of women cook and/or performs housework activities every day and, while the same does only 11.5% of men. When it comes to taking care of the elderly, children and family members with disabilities, the gender gap is somewhat smaller, although still very pronounced, because among women aged 18 and over 41.2% perform these activities on a daily basis and among men 29.5%.

In this field, results have not been achieved since the measures envisaged for achieving this objective were not specific enough, as they rely more on “soft” interventions (e.g. awareness-raising campaigns) than on “strong” (legal) interventions. Other measures and activities which have greater strength to produce changes

89 SIPRU, Gender Equality Index for the Republic of Serbia. Measurement of Gender Equality in the Republic of Serbia 2016, Belgrade, <http://>



were implemented as pilot actions, on a very small number of beneficiaries and could not provide effects that would be visible according to the given indicators.

One of the measures for achieving this specific objective reads as follows: “*increase use of parental leave by fathers*”, so it was defined more as an objective than a measure, since it is not quite clear how this increase is to be achieved. Activities envisaged for implementation of this measure can be identified as a campaign for promotion fatherhood and the role of men in parenting, as well as schools for pregnant women and schools for parenting. Owing to the support of UNFPA, a large study was conducted about men and gender relations in accordance with the international methodology IMAGES (International Men and Gender Equality Survey). This is one of the most comprehensive studies on a national representative sample of households through which data were collected about attitudes to women and men and various practices in the field of gender equality.<sup>90</sup>

Information from some Ministries which had open calls for campaigns imply that there is no great interest in this field even among the organizations of civil society. Representatives of the Ministry of Culture stated that in open calls which this ministry had in the period of 2016–2018, not a single project was submitted regarding promotion of fatherhood and the role of men in parenting.

In addition to measures regarding the promotion of the role of fathers and schools of parenting, the NAP envisaged measures related to the harmonization of labor legislation with the EU Directives within the negotiations in chapter 19 (social policy and employment). However, the new Law on Gender Equality, which should enable this harmonization, has not been adopted yet<sup>91</sup>, and the new Law on Financial Support for Families with Children contains provisions that do not provide equal access to benefits to women with different employment status or working experience (i.e. while for salaried workers 18

months of continuous employment are required, for rural women members of registered farms 24 months are required).

Besides this measure, the measure for creating available, alternative and new services for child care, care for older and dependent persons is also envisaged, which is important, but it mostly follows the logic of reducing the burden that is now borne by women than to redistribute responsibilities between women and men. Insights according to information provided by the competent institutions are not comprehensive and systematic. Reports on institutions for accommodation of adult and older people in public and non-public sectors are available only for 2016, so it is impossible to monitor changes.

Other measures envisaged for the achievement of this objective are not directly relevant to establishing a more equal distribution of unpaid work and equal participation in parenting, although they are very important for empowering mothers and young women. They include support for single parents through a systemic solution for the issue of failure to pay alimony, as well as other measures of support in the area of housing, employment, access to services regarding child care, support for young mothers and juvenile mothers to continue education and get employed (highlighting vulnerable groups of women) and prevention of early juvenile marriages, especially in Roma communities. Although they are very important, these measures are not transformative, i.e. they present more the measures of support for women than measures that would encourage redistribution of responsibilities and greater inclusion of men, i.e. fathers, in caring for the family. According to information from the Ministry of Labour, Employment, Veterans and Social Affairs, special measures of active employment are intended for young women and single parents. However, impact evaluations of these employment measures are not available.

As an outcome at the end of the strategic period in 2020, improved quality of life of women and men was defined. This is yet another outcome which is not precisely defined, since the quality of life is not operationalized, and it needs to be more specifically defined in the following period, in order

90 Hughson, M. (2018): *Men in Serbia: changes, resistance and challenges*, Center E8, Belgrade.

91 <http://www.minrzs.gov.rs/dokumenti-7968.html>

to be more measurable at the end of the strategic cycle. The expected result for 2018 has already been too ambitiously defined as equally distributed time spent in unpaid work between women and men. Bearing in mind that these relations change slowly, that stronger and more comprehensive efforts in that direction have not been made until now, it is hard to expect that such an ambitious objective will be achieved even in the next 10 years. If faster changes in this field are to be achieved, it is necessary to make more decisive steps, such as the introduction of non-transferable parental leave for fathers during the first months after the child birth. This measure has yielded good results in other countries (e.g. 'fathers' quota' in Nordic countries), so it can be expected that it would also lead to a change in Serbia.

### Specific objective 2.2 – Equal participation of women and men in public and political decision-making – partly low and partly high effectiveness

**The expected result for 2018:** an increased representation of women by 5% at all levels of decision-making.

**The indicator for measuring result:** presence of women in the positions of decision-making.

Effectiveness in achieving this objective is very uneven. Namely, great differences are noticeable among the branches of power and decision-making sectors. Participation of women in the legislative power at all levels has reached at least one third, and that is why this objective has been partly evaluated with a green color in view of effectiveness, which indicates a significant success. At the same time, progress is small or non-existent in executive power, and women make up only 6% of mayors and municipality presidents.<sup>92</sup>

Measures are defined more in the spirit of goals, and activities include changes in laws and bylaws, but also less specific activities, such as an initiative to secure the participation of women, to be taken by the CBGE, as well as the collection of data and promotion of good practices of engaging women in political parties, and so on.

It has already been mentioned that the key law in this field, the Law on Gender Equality, has not been adopted yet and in the current draft version it provides that in all areas of decision-making, participation is to be provided for the less represented gender up to 40%, and in cases where this participation is under 40%, special measures of encouragement should be applied. Measures referring to an increase of women's participation in steering and supervisory boards of public enterprises was defined in the NAP with the threshold of less than 30% of women. According to the Report of the Commissioner for the Protection of Equality for 2017, women were included in steering boards of public enterprises in a relatively high percentage, but there are not enough women in manager's positions. Managers of public enterprises (founded by a municipality or town) are 15.5% women. Women make up 28.9% of supervisory boards of public enterprises and on the presidents of these boards are women in 16.9% cases. The situation is better in public institutions and organizations founded by a municipality or town, in which 51.2% of managerial positions are held by women.<sup>93</sup>

The measure regarding participation of women from vulnerable groups in processes of decision-making has been poorly implemented. According to the report of the Republic Protector of Citizens (Ombudsman) in 2018, only 7 women with disabilities are council women in local assemblies, one of them is among appointed persons and 90 women with disabilities hold executive posts. Only two of them are Roma among the council women in local assemblies, 13 of them are in executive positions, and there is not one of them among appointed persons. Representatives of women organizations which advocate interests of women in marginalized groups pointed out that women's association are occasionally and ad

92 In 2017, active employment measures implemented by the National Employment Service of Serbia included 3,869 single parents, of whom 3,410 were single mothers. In active employment measures 27,432 young women up to 30 years of age were included. At the end of 2017, there were 72,247 young women up to 30 years of age in the records of the National Employment Service of Serbia. Statistical Office of the Republic of Serbia (2017) *Women and men in Serbia 2017*, Belgrade.

93 <http://ravnopravnost-5bcf.kxcdn.com/wp-content/uploads/2018/07/Skra%C4%87eni-RGI-2017-PZR.pdf>

hoc invited to take a part in processes of creating regulations and policies, but in the final stages their opinions are mostly not acknowledged.

The measure regarding improvement of gender equality in political parties has been poorly implemented. There is no uniform and consistent application of mechanisms for improving gender equality and the position of women within political parties. Women in political parties mostly follow the leadership of the party, they are on their own and have not enough assistance and support from other women in the party. More often, it is easier for them to join their male associates in the political party than to fight for gender equality which they do not understand, and which is of no interest to their male party colleagues. If they fight hard for introduction and application of mechanisms for gender equality they become easily discouraged.

The Law on Amendments to the Law on National Councils of National Minorities has been adopted, yet there are no data on how many women have been elected for the bodies and authorities of the national councils after recently completed elections for the national councils of national minorities.

The expected outcome in 2020 is that women and men equally participate in decision-making at all levels of public authority and in all stages of the preparation and adoption of decisions. Indicators should be more clearly defined with respect to different branches of public authorities and the different stages in preparation and adoption of decisions.

The latest report on the Gender Equality Index for Serbia shows that in power domain through which the participation of women in decision-making is monitored, Serbia is relatively well positioned in comparison to the average for the EU-28, when political and economic powers are concerned. It is primarily so because of the quota which governs the participation of women in the legislative authority. However, according to indicators of social power which monitor the participation of women in organizations of electronic media, scientific research funds and in sport organizations, Serbia is ranked worse than all member states of the EU. Therefore, in

the following cycle of Strategy implementation, it is necessary to carefully include these areas of decision-making where the state of play is considerably more unfavourable than in those areas where legal standards have produced significant changes and increased participation of women.

### Specific objective 2.3 – Better economic and labour market status of women, especially of those in vulnerable groups – low effectiveness

**The expected result for 2018:** improved economic status of women.

Indicator for measuring result: Gender Equality Index for the domain of work and money.

Index values in the domain of work shows that there has been a slight improvement of 0.9 points (67.3 in 2014 to 68.2 in 2016)<sup>94</sup>. However, this progress was not without caveats. While there was an improvement in the sub-domain of participation, there was a slight worsening in the sub-domain of segregation. Additionally, when the employment of women is considered according to data from the Labour Force Survey, it is noticeable that this increase in the employment of women is followed by an increase in rate of informal employment, which may indicate unfavourable quality of employment. In the domain of money, there was also an improvement of 1.1 points<sup>95</sup>.

Certain measures for achieving this objective are diffusely defined, such as enabling equal exercise of rights in connection to employment and work. It is necessary to have in mind that chances to effectively implement and monitor measures are smaller when measures are insufficiently and diffusely defined (i.e. in this case what rights are actually meant). In addition, the term 'equal' may be wrongly interpreted, in terms of equalization with men, and it may happen that even men have not exercised these rights sufficiently.

94 It is necessary to bear in mind that the Gender Equality Index for 2016 in Serbia was calculated based on data from 2014 and for 2018 according to data from the period from 2015 to 2017 (depending on indicators and data sources).

95 SIPRU, CBGE, SORS (2018) Gender Equality Index Serbia 2018, SIPRU Belgrade.

Having in mind that the goal was not defined as increased economic participation, but more broadly as improved economic status, the stated measures are not adequate to achieve it. Namely, measures regarding those aspects of economic status related to employment and economic participation are missing, such as property, income, financial social assistance, access to financial markets and the like. It is exactly the absence of these measures which led to missing the opportunity to improve the economic status of women who live in risk of poverty or without a personal income and who depend on their partners or other members of the household in access to money. For these women, measures such as financial social assistance granted to an individual man or woman, and not to the whole family, would be relevant, as well as allowances that would enable easier paying into pension and disability insurance funds for women who are self-employed or helping members in family business, control of payments into pension and disability insurance funds, etc.

Monitoring the development of women's entrepreneurship is difficult because the Serbian Business Registry Agency charges for the issuance of data. While it is positive that the gender of the founder is recorded on the registration form, it is a negative that access to data is conditional upon the purchase of the database.

During NAP implementation, different measures of encouraging women's entrepreneurship were implemented. The Ministry of Economics, the Fund for Development, and Serbian Chamber of Commerce point out that there are no special programmes of support for female entrepreneurs, and that they apply within various programmes of support for entrepreneurs together with men. According to information from the Ministry of Economics, an increased number of female entrepreneurs are applying for support intended for micro, small and medium enterprises. Through projects of the Development Agency of Serbia in the period from 2016 to 2018, 203 female entrepreneurs received mentorship support. Through the programme of encouraging development of entrepreneurship in 2016, 36% of all requests were made by women. In 2017, the Ministry of Economics allocated 250

million RSD of grants within this programme and the Development Fund allocated 583 million RSD. Out of 98 requests submitted by female entrepreneurs, 76 requests were approved, but the share of those funds in total funds is only 5%. The Ministry of Environmental Protection granted 6 projects of women's entrepreneurship in green economy, and 5% of the overall funds were granted for two projects regarding promotion of the green economy and gender equality.

As far as measures for increase in formal employment of women are concerned, especially older women and members of the vulnerable groups, information obtained from the National Employment Service of Serbia shows that activities were implemented in this direction. Subsidies for self-employment were granted to 1,848 women, among whom there were 44 women with disabilities. In 2017, measures of active employment conducted by the National Employment Service of Serbia encompassed 12,433 women older than 50 years of age, 7,436 women in the category of employees who had been made redundant, 5,912 beneficiaries of financial social assistance and 2,421 Roma women. However, information on how much these measures were effective and what the outcome was, i.e. how much they helped these women to get employed and what kind of job position they obtained, was not available.

No results or a low level of implementation was recorded in the measure regarding availability of programmes for lifelong learning, development of women's cooperatives in rural and town areas, promotion of women's entrepreneurship as well as enabling the achievement of all rights in connection to employment and work.

The NAP envisages as an outcome in 2020 the decrease of informal employment of women as well as increased formal employment, work activity and self-employment. Having in mind that the informal employment of women is on the rise, it is required to harmonize measures in the NAP with this trend and expected outcome. An increase in self-employment may be consistent with a decrease of informal employment but if this is registered self-employment. Unfortunately, employment it is most frequently informal, when



there is no quality employment. That is why the outcome should be more precisely defined.

Measures envisaged for achievement of the objective of improved economic and labour market status of women, especially members of the vulnerable groups, are too focused on the increase of participation and entrepreneurship, to the detriment of other aspects. If the goal is to increase formal and quality employment of women, it is necessary to envision measures regarding curbing discrimination in job advertising and employment, more effective inspection supervision, mechanisms for complaints submitted to the independent bodies, action on the part of the state upon the findings of independent bodies in cases of discrimination and informing women about rights at work. In addition, economic status means much more than employment: equality in earnings, protection from poverty, access to property, access to financial markets and technologies were all left out of the focus of this component of the NAP which restricted the effectiveness of the implementation in that domain. Bearing in mind the significance of this area of economic participation and economic status, it would be advisable in the next cycle to separate this aspect of improving gender equality into a specific programme of empowering women, which would be based on a clear theory of change and which would define and connect measures in this respect (but also allocate funds), so that they can enable more effective implementation and bigger effects.

#### Specific objective 2.4 – Improved role of women in the security system – low effectiveness

**The expected result for 2018:** higher inclusion of women in decision-making about issues in the field of security, in keeping peace, post-conflict recovery of the society and building trust.

**Indicators for measuring result:** the percentage of women present in the security system, percentage of women present in decision-making security system and percentage of women participating in civil and military missions and multinational operations.

According to data presented at the Fourth Periodical Reporting which the Republic of Serbia submitted to CEDAW Committee, the share of women in command positions in the security

system was 19.7% in 2015, which presented an increase of 5.2% in comparison to 2010. The latest data were not obtained and the Ministry of Defence is the only ministry which did not complete a questionnaire on participation in the implementation of the NAP nor did it provide a representative for interview within the required deadline. According to the same report, there was not a single woman in military or civil missions or multinational operations.

The NAP envisaged that this specific objective was to be achieved through three measures: evaluation of the previous NAP to assess the application of the Resolution 1325 of the Security Council of the UN; preparing and adopting the new NAP for the period 2016–2020; and implementing it as an integrated NAP. The first two measures were implemented, but other than those activities no additional actions were undertaken to ensure the further support to the implementation of the Resolution 1325.

The expected outcome for 2020 is the adopted and implemented National Action Plan for application of Resolution 1325 of the Security Council of the United Nations: Women, Peace and Security in the Republic of Serbia for the period 2016–2020. Respondents repeatedly asked if it was indeed necessary to keep this specific objective, considering the existence of the separate NAP, especially when the timeline for finalizing it was the same as the timeline for finalizing the Strategy for Gender Equality, so it would be difficult to duly measure whether the planned outcome has been achieved.

#### Specific objective 2.5 – Women and men in rural areas actively and equally contribute to development and have equal access to development results – low effectiveness

**The expected result for 2018:** for this specific objective in the NAP, the result was not defined.

**Indicators for measuring result:** the rate of formal employment of women in rural areas and the indicator of the status of women in agriculture increasing by 7% in comparison to 2012. These indicators were not defined more precisely and it is not clear what is meant by them.

According to the findings in the Labour Force Survey for 2016 and 2017, the total employment

rate of women from rural areas decreased from 39.7% to 38.8%, whereas the employment rate of men remained stable (59.1% and 59.2%). Among women salaried workers in 2016, 92% were employed under a formal contract, whereas in 2017 the share of formally employed among salaried workers was 91.9%, which suggests no changes in the share of formally employed women<sup>96</sup>. According to research on the situation of rural women<sup>97</sup>, the decrease in non-agricultural employment opportunities, the unwillingness of employers to employ young women with children, the lack of information on available jobs and the lack of child care services are perceived as the main obstacles to formal employment.

The NAP envisages that this specific objective is to be achieved through the implementation of three measures: provide women with equal access to resources for agricultural production, support women from rural areas in developing entrepreneurial initiatives in agriculture and outside agriculture, and equal participation of women and men in rural areas in decision-making about development, with strengthening women's leadership. In this case, the measures are again defined more as goals, so it is necessary to review activities to assess their implementation.

The first measure endeavours to be realized through the facilitated access to land (usage without fees and the like), the organization of campaigns about rights on inherited property, the establishment of a database on women in rural areas and gender resources distribution, as well as increased availability of incentive funds for women in rural areas. Within the regulatory framework, there were changes that opened possibilities for easier access of women to land and other real estate property. The Law on the Registration Procedure with the Cadaster of Real Estate and Utilities<sup>98</sup> in Article 7 defines that

registration of joint ownership acquired during marriage is effected by the public notary, and the ownership is automatically registered as joint ownership, i.e. "it shall not be registered as joint ownership of the other spouse only if both spouses submit to the cadaster the statement that in this particular case it is not a question of joint ownership, but a separate property of one spouse or if spouses submit a document according to which the registration is effected and by which they acquire co-ownership with certain shares". Common-law unions are not included in this regulation.

The Law on Republic Administrative Taxes<sup>99</sup> and the Rulebook on Service Fees of the Republic Geodetic Authority set out preferential prices for registration of buildings with the registration of joint ownership or co-ownership in favour of marital or common-law spouses, registration in favour of persons with disabilities, as well as the change of owner of real estate property of joint ownership or co-ownership in favour of marital or common-law spouses and persons with disabilities<sup>100</sup>. Evaluation of effects of these new regulations has not been implemented yet, but it is expected that they will not lead to significant changes for women in rural areas. As previous studies show, in rural areas customary norms are extremely strong, forming of households is patrilocal, which means that women entering marriage most often move to a household of the husband. With respect to the fact that the Law envisages that in case of already registered ownership one must ask by special request that the property is registered as joint ownership, it is unlikely to expect this to be implemented, having in mind those rather patriarchal relations, structures and norms. The same impression was shared by a representative of the Ministry of Agriculture who implied that there is a problem of women not being informed. Local administrations are not acquainted enough with these measures, although they should have the

96 Statistical Office of the Republic of Serbia, Survey on Gender Strength 2016, 2017. <http://www.stat.gov.rs/oblasti/trziste-rada/anketa-o-radnoj-snazi/>

97 Beker, K. et al. (2017) *Situation of rural women in Serbia Report. Shadow Report to the Committee for the Elimination of All Forms of Discrimination against Women regarding the Fourth reporting cycle of Serbia*. Bgrade.

98 "Official Gazette of the RS" no. 41/2018

99 "Official Gazette of the RS" no. 43/2003, 51/2003, 61/2005, 101/2005, 5/2009, 54/2009, 50/2011, 70/2011, 55/2012, 93/2012, 47/2013, 65/2013, 57/2014, 45/2015, 83/2015, 112/2015, 50/2016, 61/2017, 113/2017, 3/2018, 50/2018.

100 "Official Gazette of the RS" no. 116/2013,, 5/2014, 8/2014, 120/2014, 29/2015,35/2016, 110/2016.



main role in informing women from their areas about these measures. During the last two years, special emphasis has been put on support for non-agricultural activities in rural areas, credit support through which women were provided with lower interest rates and the national programme for mechanization where women were provided with additional points, and mechanization was exclusively in their ownership.

Except for the regulation change, there were no other activities on informing women or organizing campaigns about property inheritance rights. Activities connected to support for women's networking and the establishment of women's associations in rural areas as well as the increase of their participation in local communities, in order to influence planning of local development, were not implemented, according from the information obtained from the relevant implementers.

The review and evaluation of NAP implementation within this specific objective indicate very obvious fragmentation and unevenness. Certain very important measures were indeed implemented, however, without simultaneous changes in other aspects, they will not be effective. In addition, having in mind that the specific objective was defined very broadly, the proposed measures were not enough for the objective to be achieved. The measures are more focused on entrepreneurship than on other forms of economic empowerment and assistance to women to achieve a better economic status. The social rights of women in rural areas are missing from this package of measures.

The outcome for 2020 is defined as the improved status of women in rural areas with respect to formal status and disposal of resources. This will have to be formulated more clearly, to indicate whether the formal status refers to employment (by employers or in an independent arrangement or as an owner of the farm estate), as well as to what resources are precisely meant.

### Specific objective 2.6 – Improved health of women and equal access to healthcare services – low effectiveness

**The expected result for 2018:** the improved health of women.

The indicator for measuring result: Gender Equality Index for the Health Domain.

The Index shows an improvement of 0.6 points in women's health (increased value from 83.4 in 2014 to 84.0 in 2016). However, it should be taken into account that the index for Health Domain consists of individual indexes of which only one measures the health status, whereas other two refer to behavior connected to risks for health and approach to healthcare protection. The health status of women has slightly improved (0.5 points), judging from the indicator for this sub-domain. It means that women have subjectively evaluated their own health slightly better in comparison to the previous period.

According to information obtained from the Ministry of Health, preparation of the new Law on Healthcare Insurance is underway and proposed solutions are still not known, so it is impossible to evaluate how it will reflect on the whole array of goals and measures envisaged by the NAP. Preventive check-ups are available to everybody, according to the same source, but during consultation with the civil society it was implied that women aged 65 plus are excluded from preventive screenings, which is deemed as one form of discrimination.

Turning to reproductive and sexual health, information from the Ministry of Health implies that the subject Physical and Health Education was introduced in schools, and that topics regarding reproductive health had been included in the curriculum of this subject. On the increased availability of healthcare services for women and men from rural areas, it was stated that in the territory of the Republic of Serbia there are four mobile clinics, of which two are gynecological, two dental and one pertains to general medical practice. Two mobile mammography units are also available.

The outcomes set for 2020 are decreased mortality rate of malignancy diseases, increased life expectancy and more favorable indicators of health status. The latter outcome needs to be more precisely defined as to whether it means general subjective evaluation of health status or other indicators.

### Strategic goal 3 – System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes – average score 2.8 out of maximum 4

#### TABLE 15:

Strategic goal 3 – System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes

OBJECTIVES	EFFECTIVENESS	
3.1. Established functional gender equality mechanisms at all levels	• 3	• 2
3.2. Gender analysis of policies, programmes and measures	• 2	
3.3. Available gender-sensitive statistics and records	• 4	• 2
3.4. Established international and regional cooperation and exchange of good practices	• 3	
3.5. Gender-responsive budgeting systematically applied in all public authorities, direct and indirect budget beneficiaries	• 3	• 4
<b>Average score</b>	<b>• 2.8</b>	

#### LEGEND

Cannot be assessed	Not effective	Low effectiveness	Medium effectiveness	High effectiveness
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#### Specific objective 3.1 – Established functional gender equality mechanisms at all levels – partly medium and partly low effectiveness

**The expected result for 2018:** institutions for gender equality should be established and active at all levels of governance in accordance with the Law on Gender Equality and the role in gender mainstreaming of policies.

**The indicator for measuring result:** the number of mechanisms for gender equality and the percentage of realized activities at the annual level.

The evaluation of the effectiveness of results achieved relies on an indicator which contains two criteria. According to the first one, effectiveness is evaluated according to the number of mechanisms which were founded and the other one according to their activity. In view of the first criterion, the NAP may be deemed as rather effectively implemented, since in Serbia

at different levels and in different branches of authority, a great number of mechanisms for gender equality were set up. At the national level, beside the main mechanism – the CBGE in the Cabinet of the Vice President of the Government of the RS, there are also:

- the Sector for Anti-Discriminatory Policy and Improvement of Gender Equality in the Ministry of Labor, Employment, Veterans and Social Affairs,
- the Committee for Human and Minority Rights and Gender Equality in the National Assembly of Serbia,
- gender focal points in all line ministries and key institutions,
- GRB teams in all budget institutions
- and IPA Units responsible for mainstreaming gender equality in the IPA Programming process.

There are also independent bodies such as the Commissioner for Protection of Equality and

the Office of the Protector of Citizens within which there is the Sector for Gender Equality. At the provincial level, issues of gender equality fall within the competence of the Provincial Secretariat for Social Policy, Demography and Gender Equality, as well as the Committee for Gender Equality within the Assembly of the Autonomous Province of Vojvodina. Expert support is provided by the Institute for Gender Equality. Despite the legal obligation, gender equality mechanisms are not established in all local communities. They are established in different forms (as parliamentary committee, appointed person, etc.). According to the report of the Protector of Citizens<sup>101</sup>, many local mechanisms are not active.

As far as the second criterion for evaluation of the achieved results is concerned, namely the percentage of realized activities, there are certain difficulties in measuring it. Since a clear definition according to which a percentage of realized activities could be calculated is missing, this aspect of achieved results may be measured only qualitatively. The CBGE as the main national mechanism does not have a sufficient number of employees, there are no budget funds for the implementation of the activities (only the salaries of a small number of employees are being financed). Despite this, the CBGE is very active and, depending on the availability of donor funds, it has financed various measures and activities, thus implementing the NAP. Having in mind that responsibilities for implementation were designated in the NAP, it seems that this presents a great load for the CBGE, in other words, certain activities and measures could have been assigned to other ministries or institutions, and the CBGE should have retained its main role in coordination, monitoring and reporting on the implementation, only implementing those specific activities which it was directly in charge of. The CBGE organized monitoring of the implementation of the NAP for each year but having an insufficient level of human and material resources (reports for 2016 and 2017), it had to engage external consultants, which shows a high level of understanding of the significance

of the mechanisms for implementation, monitoring and responsible execution of the role of the implementation holder of this strategic policy. The CBGE also made an effort to create a network of gender equality focal points, consisting of representatives from the ministries, to strengthen the competencies that were rather uneven due to a great fluctuation of the members and to get more actively involved in the coordination of policies significant for gender equality. The CBGE undertook activities of coordination of local mechanisms, which is not an easy task, especially where there are no established local mechanisms, of which we shall discuss later.

Gender equality focal points in the ministries are not appointed under the regulation on systematization of job positions, and the same practice is found in local self-governing administration. In addition, an advisory body of the Government for gender equality for continuing cooperation with the associations of citizens and especially women associations, planned in the NAP, was not established.

According to the report of the Protector of Citizens about the participation of women in decision-making at local level, local mechanisms did not function or were not effective, since resources for their work were not provided. Mechanisms for gender equality were not established in all units of local administrations, despite the obligations defined by the Law on Gender Equality. This law does not define mechanisms of supervision for the implementation of the law. Local administrations do not have the obligation to prepare and submit reports on planned and realized activities. Data obtained imply a low level of resources being allocated for the implementation of the policies of gender equality. Only in 3% of cases were budget funds allocated for the implementation of local gender action plans.

As far as the cooperation and communication among the mechanisms for gender equality from the various levels is concerned, it is noticeable that there is a lack of an established system of cooperation or of a regular exchange of information on the realization of local gender action plans.

101 <https://www.ombudsman.rs/attachments/article/5902/Zastitnik%20gradjana%20engleski.pdf>

The target outcome for 2020 was defined as a situation where the institutions and instruments for achieving gender equality are present in executive and representative bodies of public authority at all levels. In order for this objective to be achieved, it is necessary to further strengthen a systemic approach to improving the capacities and mechanisms of coordination bodies and policies for gender equality. It should both keep current measures and also add measures by which the procedures of coordination could be more precisely defined, including the procedure of planning and submission of reports and data. With the aim to more easily monitor activities, it is suggested that the indicator of result achievement is renamed as the *percentage of submitted reports of the local administrations on implemented activities during the respective year*, instead of the *percentage of implemented activities*.

### Specific objective 3.2 – Gender analysis of policies, programmes and measures – low effectiveness

**The expected result for 2018:** created and piloted procedures and methodologies for implementation of gender analysis.

**The indicator for measuring result:** the number of strategic documents for which gender analysis was completed and which include a perspective of gender equality.

Strengthening of capacities of public authority bodies, which take into account policies and programmes from a gender equality perspective, was done primarily through gender responsive budgeting, within which public authority bodies had to pay more attention to a) the collection of gender-sensitive data, b) gender analyses and gender responsive objectives as well as c) indicators according to which the implementation of policies may be monitored. In 2017, 26 institutions at national level and 10 at provincial level applied gender-responsive budgeting.

The NAP envisages that the implementer of training activities is to be the CBGE with partnership with the Republic Secretariat for Public Policies, but the Secretariat is not involved in these activities. At local level, trainings are held sporadically and partially, there are differences in

capacities between units of local administrations. In the area of training, the units of local administrations cooperate with the Standing Conference of Towns and Municipalities and women experts in this field. For gender equality and mainstreaming of policies, employees of the Republic Secretariat for Public Policies (the Government body which supervises standards applied in policies that are passed and adopted) are also trained.

According to information obtained from them, the Ministry of State Administration and Local administration and Ministry of Construction, Transport and Infrastructure have conducted gender analyses in order to define GRB priorities. The outcome in 2020 should be that two strategic documents at the national, provincial and local levels contain a gender assessment of the baseline situation, a gender impact analysis, with indicators and objectives. In order to achieve this objective, it is necessary to adopt a systemic approach rather than a project one, to regulate roles, relations, procedures, standards through laws and bylaws, define effective mechanisms of application, provide availability of relevant data and enable supervision by civil society over gender mainstreaming of bodies and policies at all levels.

### Specific objective 3.3 – Available gender-sensitive statistics and records – partly high and partly low effectiveness

**The expected result for 2018:** the increased number of bodies of public authority at all levels which have the official records and keep sex-disaggregated statistics.

**The indicator for measuring result:** the number of bodies of public authority which have available sex-disaggregated statistics and records.

This specific objective envisages only one measure: development of regulations and bylaws with the aim to provide official sex-disaggregated records. Although the measure is important, it seems that it is insufficient for the objective achievement, since it is necessary to provide capacities along with the regulations, as well as to put in order processes of reporting, accessibility of data and the like.

The evaluation showed that the greatest breakthrough in the field of gender-sensitive statistics was made in the Statistical Office of the Republic of Serbia, which continually and comprehensively improves all studies, databases and reports so that they show statistical data in a gender-sensitive manner. Regular editions of the publication “Women and Men in Serbia” gives a vital contribution to the development and monitoring of policies, and it is constantly being improved in consultations with numerous stakeholders. In 2018, the Statistical Office of the Republic of Serbia calculated for the second time the Index of Gender Equality, which is an exceptional achievement in this field.

However, improvement of records in the authority bodies and institutions has not progressed very far. A review of the regular annual reports of the ministries showed that only the Ministry of State Administration and Local administration published data on employees according to sex, which is the basic gender statistics on an institution, but at least it shows that it was recognized that such statistics should be a part of the regular reporting on the work of ministries.

### Specific objective 3.4 – Established international and regional cooperation and exchange of good practices – medium effectiveness

**The expected result for 2018:** the established continuous cooperation with the European and regional institutions and organizations in the field of gender equality.

**The indicator for measuring results:** the number of events and activities regarding experience exchange.

There are no complete systematic insights into the number of regional and international events regarding the various forms of cooperation. There are various examples of cooperation. This cooperation frequently occurs through international organizations. The CBGE representative is an appointed member of the Council of Europe Gender Equality Commission (GEC) which meets regularly twice a year. Through this participation, Serbia was engaged in drafting of Council of Europe Gender Equality Strategy 2018–2023 and the Recommendation

on Combating Sexism. Based on its substantial contribution to the development of the Strategy, Serbia chaired the panel on one of the Strategic goals at the launch of the Strategy in Copenhagen. This active membership resulted in numerous bilateral contacts and activities that have been developed between CBGE and its counterparts in Georgia, Moldova, Tajikistan, Albania and Czech Republic etc. During exchanges of experience with gender equality mechanisms of these countries, representatives of Serbia have presented achievements related to strategic and normative framework, coordination mechanisms, GRB, integrated responses to violence, the political participation of women, etc. The GEC representative is also a national focal point for GREVIO, with participation in the Committee’s annual meetings. The UNDP SEESAC continually realizes cooperations and connects domestic stakeholders with the EU institutions, NATO, OSCE, NCGM in connection to gender equality in the security sector. Gender mainstreaming of policies and measures regarding small and light weapons and ammunition (SALW) is the subject of regular meeting of the SALW commission.

Permanent cooperation is most visible with the CE Gender Equality Commission (member) and European Institute for Gender Equality (EIGE). Regarding EIGE the most visible result of this cooperation is the publication of the Index of Gender Equality Report, which has become regular.

Cooperation is established with the European Institute for Gender Equality (EIGE), and the most visible result of this cooperation is the publication of the Index of Gender Equality Report, which has become regular. Regional cooperation is present in many areas, such as prevention and combating violence against women, property rights, institutional mechanisms for gender equality, peace and security.

The outcome for 2020 envisages the visible application and promotion of good practices from the European level. It is required, however, to reformulate the outcome so that it includes improved cooperation between the mechanisms for gender equality within the region. Through more intensive cooperation and regional strategic acting, it will be easier to implement good and effective solutions at the national level.



### Specific objective 3.5 – Gender-responsive budgeting systematically applied in all public authorities, direct and indirect budget beneficiaries – partly medium and partly high effectiveness

**The expected result for 2018:** is to have at least one gender-responsive budget programme per beneficiary, during preparations for passing the budget for 2018.

**The indicator for measuring result:** the number of gender-responsive budget programmes at the level of targeted programme activities and projects.

The NAP envisages that this objective is achieved by applying three measures: formulating a normative framework for gender-responsive budgeting, preparation of reports on monitoring and evaluation of budget execution which contain information of gender-sensitive indicators and promotion of gender equality in the allocation of public funds.

Following the activities of the non-governmental organizations working together with women parliamentarians, the Ministry of Finance in partnership with the CBGE and with the technical support from the UNWOMEN Serbia has introduced amendments to the Law on the Budget System in 2016, which provided for a requirement for indirect and direct budget beneficiaries to introduce gender-responsive budgeting in accordance with its instructions. More than 900 civil servants have been trained in gender-responsive budgeting implementation and reporting, while GRB is introduced in budgets of 47 budget users at national and provincial level, but altogether in 52 budget programmes, which means that the expected result of at least one GRB programme per budget user has been exceeded.

The case of Serbia was presented internationally and taken by UNWOMEN as an example of good practices in introducing gender-responsive budgeting. Still, the GRB introduction at the local level is facing difficulties, due to the insufficient capacities of the local officials, weak local gender equality mechanisms, but also due to gaps in the preparation of the overall public finance management reform in the country, of which GRB is part.

Effectiveness of the above measures to achieve the specific objective is evaluated positively. The evaluation relied on both comprehensive quantitative and qualitative data and information

provided in the reports on the implementation of the gender-responsive budgeting and interviews with the key stakeholders. The impression of the evaluation team is that the gender-responsive budgeting has succeeded in its systemic approach and is very highly estimated as a process that has yet to fully develop with an adequate level of support. Yet, the main observation is that GRB has not yet been recognized by the key stakeholders for its transformative potential and that it has not been fully used by the CBGE as a powerful tool for achieving other gender equality outcomes specified in the NAP (especially for economic empowerment of women) nor as a potentially successful financial mechanism for its implementation.

The outcome for 2020 envisaging that all budget programmes are gender-responsive and contain at least one gender-sensitive objective could be achieved with an adequate level of continuous technical and expert support and a greater ownership by the national and local gender equality mechanisms.

### Factors contribution and inhibiting effective implementation of NAP

Based on the previous analysis, different factors are identified, some contributing to the more effective implementation of NAP, and others inhibiting it.

#### Finding 6: Multi stakeholders support and cross sectoral cooperation are few of the factors which contributed to effective implementation

Sets of factors contributed to the more effective implementation, including wide awareness of the problem among stakeholders, availability of funds, partnerships between different stakeholders (institutions, international organizations, CSOs), combination of different types of interventions (measures and activities) targeting the problem.

The analysis of the NAP areas that were effectively implemented has identified an array



of factors that contributed to it. With widely spread awareness about the problem among the key stakeholders (as in the case of gender-based violence), it is easy to recognize goals arising from the NAP among those stakeholders, which facilitates their inclusion into implementation, the availability of funds, the creation of partnerships among different stakeholders, donors, institutions and the non-governmental sector.

A great influence on effectiveness is seen in a combination of the types of the interventions that were implemented: from amending laws and regulations, through campaigns, through trainings strengthening the capacities of all stakeholders and male and female citizens to contribute to change through their own actions, the establishment of the gender equality mechanisms, of services and the like. A significant role was played by the media which has made the issue visible and has been able to mobilize various stakeholders. This visibility is higher in the case of gender-based violence than in the case of more equal performing of parental roles of women and men or unjustly distributed and undervalued unpaid house work. The effect of synergy should not be neglected, as well as the simultaneous processes which proceed in the same direction, such as the training of employees in public administration for gender equality, introduction of gender analyses, reforming records and statistics to enable such analyses, and gender-responsive budgeting. These processes are mutually supportive and although they are of uneven effectiveness, they influence one another and impose the need to make those areas which lag behind to become a target of greater efforts in the implementation.

As it was already mentioned part of the limitations for effective achievement of results lies in the very design of the NAP, which manifests in some areas certain inconsistencies.

**Finding 7: Lack of comprehensive ToC for NAP meant that there were internal inconsistencies in the design of the logic of the interventions, which in turn resulted in diminished impact**

Stemming from the lack of an explicit, comprehensive and consistent theory of change, NAP suffers from internal inconsistencies. The objectives are not completely set in consistent way, not sufficiently interrelated and synchronized. In some CASES, measures defined to achieve certain objectives are mutually inconsistent or insufficient in scope or type to achieve defined objective and produce results.

The uneven effectiveness of NAP implementation is the consequence of the absence of an explicit theory of change, not only at the level of the Strategy, but also at the level of the NAP, through which it would be defined how specific objectives and measures are mutually connected, how certain measures should be synchronized and sequentially arranged to lead to set goals and expected results. Such a theory of change would more clearly show which interventions present a priority, without which other processes of change cannot be instigated, and which measures are still to be included or how to redefine the existing ones so that they enable achievement of the expected results. Without such a theory of change, the NAP remains overextended; all areas are equally important, but insufficiently connected, and measures are not always adequate or sufficient.

The objectives are not completely set in respect to each other in a consistent way. The measures envisaged to be used for the achievement of objectives are relevant, but not always optimal, for several reasons:

- Certain measures are not defined clearly enough; they are formulated more like goals than forms of interventions to aim at achieving those goals;

- For achieving certain specific objectives, the proposed measures are important, but insufficient as they focus on certain aspects of a problem and neglect others, such as a narrow set of measures for improving the economic status of women in rural areas, predominantly effected through encouraging women's economic participation (namely, entrepreneurship);
- For achieving certain goals, measures of a lesser strength to instigate changes are proposed, so-called "soft measures", in the form of raising awareness and promotion of certain changes, instead of measures that would be stronger in effecting change because they would be legally founded, such as the case in striving to transform fairly resistant gender patterns of roles and responsibilities in the economy of care and parenting.

In comparison to gender mainstreaming of policies (strategic goal 3), an area in which objectives are defined in more consistent and mutually connected way, the area of equal opportunities and particularly in the economic sphere are inconsistent. There is no clear connection between changes in the area of unpaid house work and care for the family on one hand and labor market position on the other; there is no clear link between economic participation and economic position (wellbeing), etc. Also, the connection of economic status and social welfare is not visible, instead, the attention is narrowed to economic participation. Furthermore, in terms of economic participation, great emphasis is put on entrepreneurship which is a relevant option for a relatively small number of women. The measures are fragmented and of a narrow scope. Some interventions are pilot interventions, but without wider application in the next period, so effects are missing.

In addition to the limitations related to the design of measures and activities, some of the inhibiting factors are related more to the different aspects of the process of implementation.

**FINDING 8: LACK OF FINANCIAL RESOURCES FOR NAP AND LACK OF SEQUENCING IN THE IMPLEMENTATION OF NAP INITIATIVES WERE KEY FACTORS INHIBITING THE EFFECTIVE IMPLEMENTATION OF NAP**

Lack of financial resources, fragmented, small scale interventions, lack of coordinated action are among the key factors inhibiting more effective implementation in some areas of NAP.

Most often the cause for ineffective implementation was the lack of financial resources. Due to the absence of budget sources intended for implementation, the NAP maintained its character of a project, so the interventions, processes and results are fragmentary and uneven depending on where the sources were directed.

Some limitations for effective implementation stem from weaknesses related to coordination mechanisms, including insufficiently institutionalized procedures of coordination and reporting both horizontally (between the ministries and other authorities and state institutions included in implementation), and vertically (between the CBGE and local mechanisms), insufficient capacities of persons responsible for gender equality in various institutions and at different levels, lack of adequate tools that would facilitate processes of coordination and reporting (until now, the form for reporting of local administrations has been improved).

Despite the stated weaknesses, it is necessary to highlight that in comparison to the previous NAP which expired in 2015, the mechanisms of implementation are considerably more effective. Cooperation between the various stakeholders has obviously advanced, the CBGE was recognized as the body which has not only the terms of office but also the authority that is accepted and respected, the problems and significance of this area of politics is recognized and understood more, there is no resistance and the responsiveness of the state institutions is

much greater. These positive shifts and progress should be built on and strengthened in the following cycle of the Strategy implementation in the period 2019–2020.

Despite the described limitations, for a balanced view on the process it is important to note the improvement of the implementation and monitoring process in comparison to the previous NAP (2011–2015).

**Finding 9: Implementation and monitoring mechanisms of the NAP 2016–2018 were improved when compared to the previous NAP (2011–2015), even if they were not optimal.**

This was achieved despite fewer human and material resources and enabled more precise and systematic evaluation of the effectiveness.

With respect to the fact that some of the members of evaluation team have participated in the evaluation of the previous NAP it was possible to make comparative insights. During the evaluation of the current NAP, it has been noticed that the CBGE made the following important progress, although it has weak human and material capacities:

- It established or re-established the network of persons responsible for gender equality in the Ministries of the Government of the Republic of Serbia, enhanced their capacities and enabled the process of collecting data on implemented activities arising from the NAP to run smoothly. The replies of the Ministries showed much greater knowledge of the Strategy and the NAP for gender equality than earlier, responsiveness to the need to provide data for the purpose of evaluation, knowledge of activities regarding the NAP as well as the readiness to indicate other activities relevant for promoting gender equality beside those envisioned by the NAP.
- It worked on improving coordination with the local gender equality mechanisms. Apart from holding annual meetings, the situation

was assessed and forms were developed to be used easily by the local mechanisms to report to the CBGE about implemented activities and achieved results during a given year. However, it is necessary to make more efforts in this direction, bearing in mind that data on local activities and progress have not yet been systematically collected or comprehensive enough and available to the public.

- It succeeded in providing the funds for financial measures and activities arising from the NAP despite the lack of funds allocated from the budget of the Republic of Serbia.

It carried out monitoring of NAP implementation for each year and prepared an internal report on implemented activities.

**Finding 10: Lack of risk analysis and realistic approach translated in design of targets which were possibly too ambitious given the socio-political and economic context of Serbia**

NAP defined ambitious objectives and results for a narrow time frame (3 years) and in a context marked by lack of human and financial resources and weak institutional coordination mechanisms and practices. This undermined the chances of being very effective and keeps low probability to achieve end results in 2020.

The goals in the NAP were set relatively ambitiously for the period of three years, which, on one hand, shows great commitment on the part of the implementers to take decisive steps towards improvement of gender equality, but in a situation where allocated budget funds are missing, human and institutional resources are scarce and not well coordinated, successes and outcomes are uncertain. No risk analysis was carried out, which undermined perception of what is possible or realistic to achieve or what strategies should be used to mitigate risks in order to provide more effective implementation.

Bearing in mind the level of result achievement until mid-2018 and the ambitiousness of the expected outcomes in 2020, it is hard to expect that those outcomes will be achieved in any area of the NAP. For instance, it may be expected that political participation is close to achieving the expected result in 2020, but the problem is an exceptionally low participation of women among municipality presidents and mayors, even if the participation of women is increased in the executive authority bodies at all levels to at least one third which is also very unlikely.

### 3.3 Efficiency

It was hard to conduct a traditional analysis of efficiency criteria for the implementation of this NAP; the one which would look at the level of allocations and assess whether they were adequately planned since for many measures planned there was no specified budget allocation. Reports on the implementation of the NAP that were made available to the evaluation team did not include financial information, apart from those submitted by some of the donors. For those outputs and outcomes planned that have not been achieved or are not likely to be achieved by the end of the implementation of the NAP, it is not possible to say whether it is due to the lack of adequate funds or other resources. The efficiency criteria in this evaluation are concerned with the processes by which NAP has been delivered to produce the outputs. Simply, the evaluation is concerned with comparing the inputs with the outputs and determining how they have managed to maximize outputs for the resources allocated. Also, based on the information available, the team has reviewed whether the actions, initiatives and programmes identified in the NAP were implemented and whether the stakeholders were using the best available methods or actions in the areas where the most progress toward desired outcomes were likely and with an understanding of the contextual needs.

In its evaluation, the team relied on the descriptions of activities and information on allocated resources for implementation obtained from those which were provided by the CBGE, the Ministry of Finance, relevant ministries responsible for the implementation of the NAP measures and activities and the

donors. Furthermore, in assessing the efficiency of the NAP, the team drew on the assessments provided by those stakeholders obtained through individual interviews and in the focus group discussions. The information required for efficiency evaluations has been generated on the basis of the information contained in the NAP for 2016–2018. The team has also looked at whether financial systems were in place for the measures and activities to be carried out and whether those systems were adequate for the scope and targets of the planned measures for the NAP implementation.

For the reasons above, the evaluation of the NAP according to the efficiency criterion could not be performed in detail for each specific objective under the strategic goals, but **more general findings** are presented:

**Finding 11: The NAP is not supported through a single financial mechanism; it lacks a robust monitoring mechanism**

It was difficult to establish whether there were sufficient resources provided to achieve the outputs and outcomes planned in the NAP. Also, it was not possible to establish whether and to what extent the funding level allocated for actions and measures in the NAP affected achievement of the goals stated. It was also not possible to track whether the resources were utilised in the most effective way or whether the use of resources could be improved.

Setting up a single financial mechanism, for example such as the FIGAP (Fund for Implementation of the Gender Action Plan) in Bosnia and Herzegovina, would certainly make planning and allocating of adequate budgets for the scope and target of the measures and activities simpler. It would also enable easier assessment of the adequacy of those efforts/funds as it would allow for monitoring of spending as per singular budget lines and would enable tracking of the spending at the end.

Furthermore, more comprehensive financial resourcing, whatever type of financial mechanisms is chosen, would also be an indicator of a high level of commitment for the NAP implementation as a lack of adequate resources affects the target and scope of its implementation. Likewise, an overall monitoring and reporting mechanism which would enable regular monitoring of inputs to encourage cost-effective implementation of activities and indicate the use of corrective measures when required was also absent.

In general, financial resourcing information is missing in NAP, or in cases where its available its rather vague and can not be easily monitored. Furthermore, this is in particular true when we talk about the cross sectoral intervention where the financial information is almost always missing and where a lack of information causes deficiency in coordination of the activities in the field among different actors.

According to the information made available to the evaluation team, in some instances, the funds planned by the relevant ministries to support civil society organizations were eventually not spent on the activities planned under the NAP and had to be reallocated, due to the poor response by organizations to the public call. For this reason, as well, it is important that monitoring reports on the NAP implementation include financial information and present the data on the spent versus planned funds for its implementation.

**Finding 12: Gender-responsive budgeting is not recognized as a financial support for the implementation of the NAP**

GRB is a significant tool introduced by the NAP, but it is currently in its initial phase and is not used as a financial support for the implementation of the NAP. There is no clear link between the gender-responsive budget programmes and the measures and activities in the NAP.

as the Government of Serbia introduced the amendment to the Law on Budget Systems and its subsequent instructions planning for gradual introduction of gender goals and indicators in budget programmes of all direct and indirect budget users at the national, provincial and local level. With a view of efficiency, this is the intervention area that is generally deemed to be efficient, since mainstreaming a gender perspective into policy at all levels and stages is both a strategy and tool for achieving the ultimate goal of gender equality. In other words, even by making small changes to the policy processes and results, big-scope effects can be reached.

The process of gender-budgeting introduction is currently supported with the technical and expert assistance from donors, which means that its support lies outside the institutional capacities of Serbia and this is something that should be addressed in planning the next NAP. This important achievement of the efforts to mainstream gender into the budget policies in the Republic of Serbia, however, is not yet recognized as a strong mechanism to support the implementation of the Gender Equality Strategy and its NAP. There are no programme budgets for the NAP implementation in the relevant ministries nor has the process of gender-responsive budgeting been fully implemented in the sectors relevant for the NAP so that the programmes could be attributable to the NAP implementation. This means that there is no clear link with the gender equality strategic priorities translated into the NAP activities and measures with the gender-responsive budget programmes in the relevant Ministries. Therefore, current gender responsive budget programmes have not helped the evaluation team in the assessment of allocated expenditure versus the actual spending for the NAP activities or to ascertain if the outcomes of the programmes represent a value for money. Also, there are no programme budgets for the NAP implementation in the relevant ministries nor has the process of gender-responsive budgeting been fully implemented in the sectors relevant for the NAP so that the programmes could be attributable to the NAP implementation.

Overall, most significant results in the implementation of the NAP have been recognized in mainstreaming gender into the budget policies,



**Finding 13: The planning and presentation of funds for the implementation of the measures and objectives in the NAP is inconsistent. It is hard to follow the flow of money**

The NAP lacks consistency within its objectives as well as transparency with respect to resources required versus those planned, allocated or spent for the implementation of the measures and activities specified in it.

The programme resources cannot be tracked to provide information whether they were adequately planned and put in use to achieve the planned results. Mostly statements used throughout the NAP in the colon “Funds required” were that “no additional funds were required”, which should mean that the NAP is mostly budgeted in the regular procedure of the Government Budget preparation and approval. This is a conclusion that could not be validated through the evaluation. For example, although under specific objective *1.1 Increased gender equality capacities and knowledge of managers and staff in public authorities*, one measure (1.1.1) required an amount of RSD 150,000, but without specifying the source of funding, so it is not clear where these funds were provided from, as the CBGE was identified as the holder of the implementation of the activities together with other partners – the Ministry competent for public administration and local self-government, educational institutions (particularly accredited gender studies), citizen associations, international organizations – particularly UN, and whether the partners participated in the funding or used the above specified funds. A similar measure, for example, that also requires activities to amend the training programme (for training of judges and prosecutors, measure 1.1.3.) is funded out of the regular budget according to the NAP. For some objectives (e.g. *1.1.4 Increased capacities for the application of CEDAW in court disputes*), available funds are stated as donor funds, without specifying the amounts which should have been known

and available at the time of the NAP planning. For other measures under the same objective (e.g. 1.2.2 Initiative to review teaching content and textbooks to eliminate gender stereotypes, discriminatory content and discriminatory language), production of some studies and analyses to identify gender stereotypes and discriminatory content in programmes and textbooks, as well as amendments of textbooks are planned to be carried out, the implementing agencies identified are the CBGE and the Ministry competent for education – Institute for the Improvement of Education, and the funds required are stated as RSD 200,000.00. However, due to the inconsistency in providing the financial information in the NAP, it is not clear whether this amount is “an additional amount required” on top of the budgetary funds – then of which of the two implementing agencies, the CBGE or the Ministry/Institute or whether it is a total amount required. Further, for a similar activity that should produce a number of studies and analysis, to be implemented by the CBGE in cooperation with the Centres for Gender Studies, Ministry competent for science and scientific and research institutions and organizations (not identified) (Measure 1.3.2), it is stated that funds required are donor funds, but no donor is specified as a partner in the implementation, so neither the amount nor the source of funding can be established.

**Finding 14: Hidden costs incurred in the implementation of the activities are not identified (e.g. the costs of the activities carried out by relevant ministries)**

This includes funds that are not explicitly stated but assumed to be allocated within the budget of the implementing institution, but also the costs of human resources invested in the achievement of the goals stated (“no additional funds required”).

Closely related to the issue of gender-responsive budgeting, and already noted above, it is found that the programme resources cannot be



tracked to provide information whether they were adequately planned and put in use to achieve the planned results. Mostly statements used throughout the NAP in the colon “Funds required” were that “no additional funds were required”, which should mean that the NAP is mostly budgeted in the regular procedure of the Government Budget preparation and approval. This is a conclusion that could not be validated through the evaluation. However, the fact that funds for the implementation of some measures and activities in the NAP that are not spelled out in the document itself but assumed to be part of the regular budget of the designated implementing agency implies that those funds are not recognized as a contribution towards achievement of the NAP’s goals. So they remain hidden costs of the implementation and therefore affect the overall visibility of the efforts and results in the NAP’s implementation, which contribute to the general lack of transparency with respect to the availability and use of resources. Furthermore, hidden costs also include costs of the human resources (e.g. employees of the ministries) invested in the implementation, which should be made known and recognized as necessary for the implementation of the NAP.

**Finding 15: No cost-effective or cost-benefit analysis was done in the planning of the NAP interventions or during its implementation**

EFFECTIVENESS OF THE INTERVENTION AS A relationship between the invested and the results cannot be estimated. The lack of cost-benefit analysis is also reflected in the inconsistency of the interventions in terms of their level, scope and targets; some measures are “soft measures” or addressing only practical needs, while others are too general and without a clear target which makes them difficult to measure for result. Inconsistency is found also in assignment of responsibility for the implementation of some interventions in terms of resources available.

Those interventions under the NAP aiming at systemic changes are inherently deemed to be more efficient. For example, certain outputs were delivered in pursuing **the objective of gender-sensitive formal education**, namely the introduction of mandatory education programmes about gender equality and inclusion of contents on gender equality in the exam for obtaining teaching licences, revision of curricula contents and textbooks for elimination of gender stereotypes, discriminatory contents and language. The measures under this objective are found to be effective as they are of a systemic nature since among the results achieved are amendments to the Law on Textbooks (prescribing removal of gender stereotypes from the textbooks) and that among 19 accredited programmes for teachers (for obtaining/maintaining license), one directly refers to competencies in gender equality, several programmes refer to prevention of violence, and more programmes refer to prevention of discrimination.<sup>102</sup> In the school year 2017/2018 more than 1700 teachers, expert assistants and managers employed in education were included in the trainings about gender equality and gender based violence and discrimination. In this way, gender competence has become a subject of mandatory and accredited content for teachers to work in schools and to maintain their licence. As for the above number of trained teachers and other educational staff in one school year (1.700), it is impossible to qualify it is as a result toward reaching the outcome, as the indicator of outcome is simply the number of staff in education having attended training in gender equality, human rights and anti-discrimination, so its evaluation according to the efficiency criterion is difficult. In regard to that, some funds are specified as required under this specific objective, but, since the outcome indicator was not specific enough (any number of trained staff members), it is again not clear whether the actual number of trained staff was dependent or conditioned upon the funding available, as the evaluation finds that no costing of the measures and activities was done at the time of the NAP planning.

102 <http://katalog2016.zuov.rs>

The NAP achieved results with respect to the objective of **increased gender equality capacities and knowledge of managers and staff in public authorities** as shown under the criterion of effectiveness and the intervention can be assessed as efficient as it entailed amendments to the bylaw that enabled modification of the Programme of the State Qualifying Examination to include the subject of gender equality and prevention of discrimination. The same was done with regard to the Programme for the continuous training of lawyers and public prosecutors carried out by the Judicial Academy. This intervention is far-reaching since future civil servants will gain gender competence as part of the regular content required for their qualification. Still, the actual application of the competence in the performance of their professional duties will have to be monitored for adjustments in the training if needed and this intervention will require to be resourced.

Yet, the implementation of the NAP's objective of **developing knowledge and visibility of academic results in gender studies** could be evaluated to be inefficient in the very design of its measures, the main reason being that it provides for the CBGE as responsible for its implementation, while it does not fall within its responsibility and, as stated several times throughout other chapters, this body is not sufficiently resourced to implement required measures (unlike the universities listed as its partners). Also, significantly, during the evaluation, a question was posed several times as to whether this objective should not be more efficiently pursued if merged with the previous, more general one, i.e. gender-sensitive formal education.

In the analysis of efficiency with respect to the objective of **improving women's economic and labour market status, especially of women from vulnerable groups** under NAP's strategic goal 2, it is important to note that whilst the results under this objective were to some extent visible, the stated measures were assessed as insufficient for the achievement of the above objective (see Chapter on Effectiveness). For their financial aspect, these measures included provision of financial assistance and incentives to women and the reports on the implementation

of the activities reviewed by the evaluation team specified the amounts distributed, however, they are lacking in addressing the effects of the distributed finances and therefore do not allow for evaluation of the value for money. Grant management must comply with the requirement of cost-effectiveness, i.e. a monitoring mechanism of money spending towards the desired goal must be in place. This can be illustrated with the example of the funds allocated for the programme encouraging development of entrepreneurship: in 2017, the Ministry of Economy allocated RSD 250 million of grants, together with the allocation from the Development Fund of RSD 583 million, but out of those funds, only 5% was granted to female entrepreneurs. This information is then used as evidence for planning and designing further measures and actions that should target the established wide equality gap and better serve the desired goal of increased equality of women and men.

#### FINDING 16: COSTING OF THE MEASURES AND ACTIVITIES WAS NOT DONE IN THE PLANNING OF THE NAP

The NAP does not provide consistent financial information with relation to all objectives, measures and activities and no other source of information proved that costing activities were done in order to establish an adequate level of resources required to achieve goals planned for the nap period.

As seen from the above example, some measures were assessed as inadequate for reaching the planned target. Again, even where a specific amount of funds is stated in the NAP, as, for example, for measure 2.1.3. *Supporting single parents by systematically solving the issue of non-payment of alimony; other measures in support of housing, employment and access to childcare services*, for which the outcome indicator reads "improved economic status of women and men living alone with children" and "reduced child poverty rate", the funds required for the implementation of the projects at local

level involving the delivery of babysitting services and congregate housing for single parents (needs assessment and model options) amount to RSD 3,000,000 per tender, the financial information does not allow for any assessment whether for this objective sufficient resources are planned. The formulation of the measure, the outcome indicator and the activities are not specific enough and therefore not measurable, which also contributes to the conclusion of low efficiency of the implementation even when specific funding amounts are presented.

Furthermore, in measure 2.1.4 Supporting young and teenage mothers in continuing their education in finding employment, with emphasis on vulnerable group of women, a link to other funding sources is provided, which is the allocation under the National Action Plan for Youth and Youth Officers at local level, and no additional funds are required in the NAP. This practice is also not recommended, as it lacks transparency and could be seen as weakening of the measure implementation which is left entirely within another mechanism outside of the NAP.

It is evaluated that best results under NAP's goal 2 were obtained in achieving the specific objective of **equal participation of women and men in public and political decision-making**, while a low level of achievement is found with respect to those objectives pursuing a better economic and labour market status of women, enhance the role of women in the security system, women and men in rural areas actively and equally contribute to development and have equal access to development results and improved health of women, and no progress is recorded in achieving equal participation of women and men in parenting and economy of care.

The measures and activities for achievement of the above objectives are generally assessed as inadequate in terms of addressing the structural obstacles to achieve the effective equality of women and men and empowerment of women in accordance with the above objectives. For example, a measure for creating available, alternative and new services for children care, care for older and dependent persons is envisaged, but it mostly follows the logic of reducing the burden that is now borne by

women than to redistribute responsibilities between women and men. Failing to tackle the cause of the imbalanced distribution of the responsibilities now falling mostly on women, these measures cannot be said to be efficient. In addition, when we look at the resources planned for the implementation of this measure, especially when new services are planned to be introduced, the NAP does not provide for any financial information, so a conclusion can be made that there was no genuine commitment to implement this measure by the NAP's creators.

For the **establishment and functioning of the mechanisms for gender equality at all levels of government**, it is found that they are mostly established as 40% local self-governments are reported to not have them, but a significant number of these is not functional, as it is assessed according to the activities they realized in the period of the NAP implementation. This in effect makes the mechanism inefficient in achieving the relevant objectives stated under the NAP. Furthermore, an inadequate funding basis is already mentioned with respect to the national mechanism of the CBGE, as well as the lack of human resources, in particular for operative tasks. Despite this setback, however, the CBGE managed to create a network of gender focal points within the ministries, provide reports on the implementation of the NAP for two years and coordinate the local gender equality mechanisms, which all shows that its scarce resources were used in the way that produced results.

Still, there is a significant room for improvement of efficiency of an overall coordination mechanism for gender equality, not in the least by providing adequate budgeting.

### 3.4 Impact

In order to assess this evaluation criterion, an estimation was made to what extent the NAP objectives contributed to achievement of the strategic goal of improved gender equality in all areas and at all levels. The full effects of the strategy can be evaluated only after a certain period of time has passed since the intervention. Impact and sustainability are most frequently assessed within final evaluations of strategies that have already been implemented. Having in mind that the NAP defines the application

of the Strategy for Gender Equality for the first half of the strategic period, it cannot be expected that effects on gender equality are completely achieved. The NAP concerns only the first half of the strategic cycle and because of that, this evaluation was more directed towards assessment of relevance and effectiveness, in order to provide recommendations for the second half of the strategic cycle. Regardless of the fact that the emphasis was put on effectiveness, it is very important to consider how much the NAP has impacted the changes so far in the areas that are defined as priority areas within the Strategy and the National Action Plan.

Impact analysis was implemented at the level of the three basic priority NAP goals:

1. Changed gender patterns and improved gender equality culture
2. Increased equality between women and men by implementing an equal opportunities policy and measures
3. System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes

**Finding 17: Gaps in design of the GE NAP directly reflected in the impact of the individual results. Weak design and lack of clearly design activities in some areas resulted in varied impact at different levels and areas of gender equality**

In several areas, increased dynamics of changes were noticed directly owing to the influence of measures and activities defined within the NAP, but results are still not visible. In other words, these processes have not reached the point where significant changes are accomplished, at the level of system, structures, institutions, individuals in the form of transformed relations, practices, culture and behavior.

Basically, evaluation findings show that different processes were initiated under NAP implementation, but impact at system, structural or individual level is not visible.

In the areas where low effectiveness of NAP implementation is found, it clearly cannot be expected that the situation could have changed significantly. On the other hand, in the parts where relatively higher effectiveness of the implementation was registered, it also does not mean that a higher degree of impact was achieved, since in some areas changes are difficult to initiate and the situation does not easily change, or it is necessary for these changes to stabilize in time before they can show effects.

**High impact** was found in the area of participation of women in the political decision making, but only for legislative power, gender sensitive statistics within Statistical Office of the Republic of Serbia,

**Medium impact** is identified only in areas of increased safety of women from gender-based violence, violence in the family and partner relations, establishment of functional gender equality mechanisms at all levels.

**Low positive impact** was found in areas of increased capacities for gender equality among managers and staff in public authorities, gender sensitive formal education, increased public awareness of the significance of gender equality, equal participation in political decision making in other branches of power than legislative, better economic and labor market status of women, especially of those in vulnerable groups, improved role of women in the security system, improved health of women and equal access to healthcare services, gender analysis of policies, programmes and measures, gender sensitive records in institutions, international and regional cooperation.

**Areas without any impact** include development of knowledge and visibility of academic results in gender studies, equal participation of women and men in parenting and economy of care, equality between men and women in rural areas.

No effects are visible in view of the changes of the gender equality situation among marginalized social groups, not even in the group of rural women who are placed in the focus of certain interventions planned by the NAP, especially with respect to other marginalized groups of women that are quite sporadically targeted by particular measures (such as Roma women in the aspect of early marriages or women with disabilities in view of certain healthcare services, and the like).

**Finding 18: Though patriarchal values are still persistent, the changes of norms and values underpinning gender equality culture in Serbia are visible**

Changes in attitudes representing norms and values related to gender roles and gender equality are slow but visible. Patriarchal values are in decline, but still prevailing in the society. It is hard to estimate how much they are the consequence of NAP interventions and to which extent they are the consequence of more complex social changes related to modernization processes.

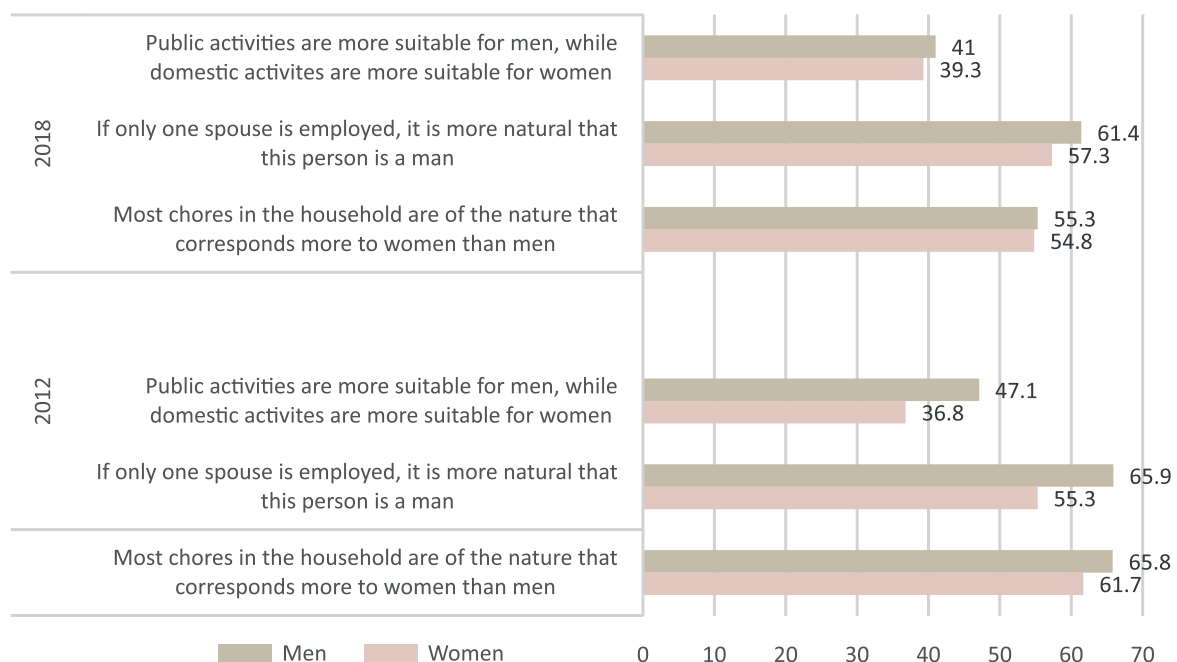
Attitudes of men and women to gender equality and the recognizability of policies in the field of gender equality are the indicator for this outcome. Precise measuring of the impact is not possible since there was no baseline study that would enable measurement of changes. In order to get basic insights in the changes gender

related in attitudes, data from other studies were used. Studies on attitudes towards gender roles are very rare and one of very few studies which enables comparison is the study done by the Institute of Sociology and Social Research of the Faculty of Philosophy, University of Belgrade, which examines a wide spectrum of social changes, among which are attitudes towards gender roles, used for measuring manifestation of patriarchal or liberal value orientations. This study was conducted over several years and data enabling comparison are available for the years 2012 and 2018. Comparative data show that there were changes in attitudes towards gender roles, i.e. there was a decline in the share of those who agree with attitudes indicating a patriarchal orientation.

Patriarchal attitudes are still prevalent, but in decline in both women and men. However, it is difficult to say to what extent such general change is a consequence of NAP implementation, since changes to the culture are very complex and slow processes, connected with an array of structural changes.

## FIGURE 7:

Attitudes towards gender roles by gender, Serbia 2012 and 2018



Source: Data base, Survey conducted within the project *Challenges of New Social Integration in Serbia*, conducted by the Institute for Sociological Research of the Faculty of Philosophy of University of Belgrade, supported by the Ministry of Education, Science and Technological Development of the Republic of Serbia, 2012 and 2018



A greater positive impact of the NAP within this priority area is registered only in the area of gender based violence. With regards to the capacities and knowledge of managers and staff in the state administration, despite higher effectiveness in the implementation of the activities and measures under the NAP, effects are still not visible. As previously shown, according to attitudes towards gender equality present in the state administration, at the level of general attitudes, employees recognize the significance of gender equality, but they do not recognize the application of standards of gender equality in the functioning of their organizations.

In the following chart, evaluations of effectiveness and impact are shown, according to which we notice that in a majority of areas under the specific objectives, a weak positive impact was made, except for the development of knowledge and visibility of academic results in the area of gender studies, where impact was not recorded, whereas in the area of increased safety of women, a relatively high positive impact was achieved.

### TABLE 16:

Strategic goal 1 – changed gender patterns and improved gender equality culture

OBJECTIVES	EFFECTIVENESS	IMPACT
1.1. Increased gender equality capacities and knowledge of managers and staff in public authorities	• 3	• 2
1.2. Gender-sensitive formal education	• 2	• 2
1.3. Developing knowledge and visibility of academic results in gender studies	• 1	• 1
1.4. Increased public awareness of gender equality	• 2	• 2
1.5. Increased safety of women from gender-based violence, violence in the family and intimate partner relationships	• 3	• 3
<b>Average score</b>	<b>• 2.2</b>	<b>• 2</b>

#### LEGEND

Cannot be evaluated, no data or information	Not effective/ No impact /no sustainability	Low effectiveness/ Positive impact /Sustainability	Medium effectiveness/ Positive impact /Sustainability	Completely realized/ Strong positive impact/ High sustainability
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#### Finding 19: Impact of NAP implementation is most visible at the System level

System level impact of NAP is mostly visible in the change of legislation related to gender based violence, establishment of gender equality mechanisms at different levels and in gender sensitive official statistics stored and published by the Statistical Office of Serbia.

A greater impact at system level is noticed only in the area of prevention and protection against gender-based violence and violence in the family. The impact is visible as an improved legal framework which, besides enacting the Law on Prevention of Violence in the Family, also includes amendments to the Criminal Law with the aim to harmonize it with the Istanbul Convention. The impact indicator is the large number of considered cases of violence (34,486 from 1 June 2017 to 30 September 2018), as well as the large number of emergency protection measures issued (13,563 in the same period). Nevertheless, progress is not equal in all systems of protection; institutions do not act uniformly, irrespective of their legal obligation. There is insufficient support for women's organizations that provide services of help and support for victims of violence, and the degree of prejudice and stereotypes is high among professionals who have the obligation to act, which all lead to weak application of certain measures and limit the effect of other measures. Failures happen while applying measures, since in some cases issuance of emergency protection measures is not based on a risk evaluation, so some cases ended up with femicide.

#### Finding 20: Equally significant impact is made at the institutional level/s, especially in terms of capacity development and enhanced understanding of gender equality requirements within the framework of ongoing public administration reforms

At the institutional level of change, effects are visible primarily in increased understanding of the significance of gender equality, better understanding of the policy goals to improve gender equality and clearer recognition of roles and responsibilities in that area.

At the institutional level of change, effects are visible primarily in increased understanding of the significance of gender equality, in decreased resistance to gender equality policies and initiatives, better understanding of the policy goals to improve gender equality and clearer recognition of roles and responsibilities in that area. Still, gender competence is still not great, not even among the persons who were appointed as gender focal points in the ministries and other institutions or among those who participate in the local mechanisms for gender equality.







It is envisaged that achievement in priority area of the NAP related to the equal opportunities is monitored through the Gender Equality Index (the general one and per domains). The Gender Equality Index was published in the report for 2018, and it actually monitors changes in the period from 2014 to 2016, so it cannot be seen as quite an appropriate indicator of changes impacted by NAP implementation (although certain data used for the calculation of the index in are calculated for the index in special domains refer to 2017). Comparative data from the Index suggests an improvement of gender equality. As presented in figure 8, measured by Gender Equality Index, gender equality in Serbia improved during 2014–2016. This is indicated by an increased index value of 3,4 points. There is also an increase in index values for majority domains, with the highest increase in the domain of power (figure 8). There is no

change in the domain of time, the area related to unpaid household work division and care for family, which was the area of low effectiveness of NAP implementation. Domains of work, money and health show modest improvements; these areas are targeted by NAP interventions within the equal opportunities goal. The domain

of knowledge is excluded from this priority area, and structural inequalities in the education are already recognized as one of the gaps in the NAP (education is included only within priority on gender equality culture, in relation to elimination of stereotypes).

## FIGURE 8:

Change in Gender Equality Index values for main domains

Domain		Change	
	Work	0.9 2014 – 67.3 2016 – 68.2	↑
	Money	1.1 2014 – 59.1 2016 – 60.2	↑
	Knowledge	0.4 2014 – 56.9 2016 – 57.3	↑
	Time	- 2014 – 48.7 2016 – 48.7	→
	Power	9.3 2014 – 28.0 2016 – 37.3	↑
	Health	0.6 2014 – 83.4 2016 – 84.0	↑

Source: SIPRU, Gender Equality Index Serbia 2018.

In this priority area, the NAP achieved weaker effectiveness than in the first priority area and hence a small impact. The only area where a higher NAP impact is noticeable is the area of political participation – the domain of power according to the Gender Equality Index. This

impact is principally reflected in the increase in number of women in the legislative authority at all levels, whereas in other spheres of decision-making, the progress is considerably smaller.

TABLE 17:

Strategic goal 2 – Increased equality of women and men by implementing equal opportunities policy and measures

OBJECTIVES	EFFECTIVENESS		IMPACT	
2.1. Equal participation of women and men in parenting and economy of care	● 1		● 1	
2.2. Equal participation of women and men in public and political decision-making	● 2	● 4	● 2	● 4
2.3. Better economic and labor market status of women, especially of those in vulnerable groups	● 2		● 2	
2.4. Improved role of women in the security system	● 2		● 2	
2.5. Women and men in rural areas actively and equally contribute to development and have equal access to development results	● 2		● 1	
2.6. Improved health of women and equal access to healthcare services	● 2		● 2	
<b>Average score</b>	● 2		● 1.8	

## LEGEND

Cannot be evaluated, no data or information	Not effective/ No impact /no sustainability	Low effectiveness/ Positive impact / Sustainability	Medium effectiveness/ Positive impact / Sustainability	Completely realized/ Strong positive impact/ High sustainability
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**FINDING 21: ALTHOUGH IMPORTANT, LEGAL CHANGES ALONE ARE NOT SUFFICIENT MEANS FOR AN OVERALL\_SYSTEMIC CHANGES**

While in certain areas (i.e. political representation of women) legal changes (quotas) lead to significant changes, in other areas, legal propositions opened the room to change but were not sufficient to induce it (such in the case of more equal parental obligations or access to property in rural areas).

An impact at the system level is primarily reflected in the number of women participating in the legislative authority. A delay in the adoption of the Law on Gender Equality had certainly diminished the potential of NAP to

achieve greater impact in different areas. System effects are seen as joint registration of property ownership, although they are not of such a nature to enable significant transformation of the property relation in rural areas (due to patrilocality of households). The measures for increasing employment and entrepreneurship and agricultural activity are also a part of the system conditions which enable economic empowerment of women, but they can only partially be attributed to the NAP, dating back from the earlier period of the policy reform of employment, social inclusion and gender equality.

At the institutional level, an impact of the NAP is seen in defining certain criteria and procedures for measuring support for entrepreneurship of women, reformed procedures, such as ownership registration and the like.

The effects on gender relations, gender practices and women's position are relatively weak and can be seen through a slight increase in the

employment of women and the availability of various forms of support for the economic activity of women. According to data of the Republic Geodetic Authority of 2017, a total of 23.42% of women were owners of lots, 24.70% were owners of buildings and 42.50% were owners of special parts of buildings. Here we speak of exclusive ownership by women (property rights), whereas there is a percentage of real estate properties which is registered as joint ownership/co-ownership by women and men in all three types of properties (lots, buildings and special parts of buildings) and it is 9.49%.

In the area of gender mainstreaming of policies, the indicator of achievement of the expected outcome is the increased number of documents, programmes, projects and measures that introduce a gender perspective to contribute to the equality of women and men.

**Finding 22:** There is clear evidence that the existing gender mainstreaming advances in Serbia are

made due to the implementation of GE NAP (in particular in comparing statistics and trends from 2015–2018)

The area of NAP related to third priority goal, gender mainstreaming, is the area with most visible impact. This is the area where the impact of NAP on the changes identified by the evaluation is also most visible in comparison to other areas influenced simultaneously by other policies or broader and more complex social processes.

The greatest impact was achieved in the area of gender-sensitive statistics collected and published by the Statistical Office of the Republic of Serbia, as well as in the area of establishing mechanisms for gender equality. For gender-responsive budgeting, it is still not possible to evaluate effects despite good effectiveness, since these processes are in the initial stage and time is needed for them to show the first effects.

**TABLE 18:**

Strategic goal 3 – System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes

OBJECTIVES	EFFECTIVENESS		IMPACT <sup>103</sup>	
3.1. Established functional gender equality mechanisms at all levels	● 3	● 2	● 3	
3.2. Gender analysis of policies, programmes and measures	● 2		● 2	
3.3 Available gender-sensitive statistics and records	● 4	● 2	● 4	● 2
3.4. Established international and regional cooperation and exchange of good practices	● 3		● 3	
3.5. Gender-responsive budgeting systematically applied in all public authorities, direct and indirect budget beneficiaries	● 3	● 4	● 0	
<b>Average score</b>			● 2.8	
			● 2.8	

LEGEND

Cannot be evaluated, no data or information	Not effective/ No impact /no sustainability	Low effectiveness/ Positive impact / Sustainability	Medium effectiveness/ Positive impact / Sustainability	Completely realized/ Strong positive impact/ High sustainability
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103 For impact average score is calculated without 3.5.

NAP effects in this area are system-wide, since they establish rules that modify methods of preparation, adoption and implementation of policies relevant for gender equality in institutions. These changes are founded in law, bylaws or other regulations. Under the influence of measures and activities arising from the NAP, institutional procedures, practices and capacities of institutional stakeholders are changing to include gender equality in policies and to view and formulate their policies from the point of influencing gender equality. However, the effects are higher at the national level, whereas at the local level not only that the positive changes are not visible, but there were negative processes and the disappearance of previously started dynamics in the implementation of local policy in gender equality.

**Finding 23: Role of CSOs in NAP implementation is insufficient, in particular in comparison with other practices in the region**

Women's and other CSOs dedicated to improvement of gender equality were not sufficiently included nor empowered through NAP implementation.

It is important to strengthen the capacities of civil society through the NAP, since it has multiple roles – from providing services to critical monitoring and indicating required change directions in order to achieve further progress. According to available information, civil society organizations have not been significantly included in NAP implementation and effects on the development of the civil society, especially of women's and feminist organizations, are not very substantial.

### 3.5 Sustainability

Analysis of sustainability aims to evaluate extent to which positive results and effects achieved by the NAP are sustainable in future. It is important to view threats to sustainability in order to timely address them and to secure that the achieved

results continue to be effective in the following period.

**Finding 24: Evidence collected thus far supports the notion that the sustainability of individual results is more feasible when underpinned by different ongoing reform processes**

Evidence from GBV and GRB work point to the fact that sustainability of results and instigated changes is higher when those changes were consequence of alignment with other reform processes, and were enshrined within international standards (particularly through EU accession process), encoded in laws, bylaws, and where there is high awareness and commitment of stakeholders. It seems that only then the competences of stakeholders are developed so they can support and maintain processes.

Opportunities for sustainability of the change in knowledge on gender equality among the staff in the state administration have been substantially increased by the introduction of the gender equality subject in the State Qualifying Exam and regular trainings within the Judicial Academy. Nevertheless, positive results achieved in terms of changed gender patterns and improvement of the gender equality culture are not yet secured. The increase in gender competence of managers and the staff of the public administration may be jeopardized by frequent human resources changes, a failure to introduce and apply procedures through which they could implement newly acquired competence in their regular activities and the areas of policies that fall under their responsibility. The absence of efforts for further strengthening of these competencies and their standards also poses a factor which jeopardizes sustainability of the results already achieved.



TABLE 19:

Strategic goal 1 – Changed gender patterns and improved gender equality culture

OBJECTIVES	EFFECTIVENESS	IMPACT	SUSTAINABILITY
1.1. Increased gender equality capacities and knowledge of managers and staff in public authorities	• 3	• 2	• 2
1.2. Gender-sensitive formal education	• 2	• 2	• 2
1.3. Developing knowledge and visibility of academic results in gender studies	• 1	• 1	• 1
1.4. Increased public awareness of gender equality	• 2	• 2	• 2
1.5. Increased protection of women from gender-based violence, violence in the family and intimate partner relationships	• 3	• 3	• 3
<b>Average score</b>	• 2.2	• 2	• 2

## LEGEND

Cannot be evaluated, no data or information	Not effective/ No impact /no sustainability	Low effectiveness/ Positive impact / Sustainability	Medium effectiveness/ Positive impact /Sustainability	Completely realized/ Strong positive impact/ High sustainability
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In terms of increased safety of women against gender based violence and violence in the family and intimate partner relations, sustainability of results was initially secured by the introduction of legal measures. However, if measures enabling better and more efficient norm application are not introduced, so that they improve the functionality of the system of protection that would respond to the needs of victims, the sustainability of the achieved results will be compromised. In that case, partial sustainability may be achieved, only at the level of emergency response, but not at the level of a definite, satisfactory and appropriate protection of victims in accordance with their needs.

In the priority area identified as increased equality of women and men by implementing equal opportunity policies and measures, there were a relatively small number of achieved results and positive impacts, so considerations on sustainability may primarily refer to increased participation of women in public and political life, mainly in the legislative authority. Adoption of the Law on Gender Equality envisages a

quota of 40% that may secure further progress and sustainability of this achievement, which is undoubtedly great not only for Serbia, but also in comparison to the average state of affairs in the EU to which the Gender Equality Index implies. Any further delay of the adoption of the Law on Gender Equality including these provisions or a possible threat to this achievement by introducing amendments to the election laws, presents a real threat to sustainability which should be into account in the preparation of the new NAP as well.

TABLE 20:

Strategic goal 2 – Increased equality of women and men by implementing equal opportunities policy and measures

OBJECTIVES	EFFECTIVENESS		IMPACT		SUSTAINABILITY	
2.1. Equal participation of women and men in parenting and economy of care	● 1		● 1		● 1	
2.2. Equal participation of women and men in public and political decision-making	● 2	● 4	● 2	● 4	● 2	● 4
2.3. Better economic and labor market status of women, especially of those in vulnerable groups	● 2		● 2		● 2	
2.4. Improved role of women in the security system	● 2		● 2		● 1	
2.5. Women and men in rural areas actively and equally contribute to development and have equal access to development results	● 2		● 1		● 1	
2.6. Improved health of women and equal access to healthcare services	● 2		● 2		● 2	
<b>Average score</b>	● 2		● 1.8		● 1.7	

## LEGEND

Cannot be evaluated, no data or information	Not effective/ No impact /no sustainability	Low effectiveness/ Positive impact / Sustainability	Medium effectiveness/ Positive impact / Sustainability	Completely realized/ Strong positive impact/ High sustainability
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Increased rates of employment of women are principally not a sufficient indicator of improvement of women's status on the labor market, which should be taken into consideration when evaluating results.

However, even when this aspect is taken into account, sustainability is compromised, since the rate of informal employment of women increased at the same time, which opens up an issue about the quality of the new employment and its sustainability. Results in the area of improving the role of women in the security system were achieved in view of the NAP adoption, but not in its implementation, which actually implies that for now there are no real effects on the change of the situation, so it makes no sense to consider sustainability of the intervention.

In the area of system-wide introduction of a gender perspective in adoption, implementation and monitoring of public policies, a relatively high sustainability may be evaluated for the improvement of gender statistics, primarily those falling within the responsibility of the Statistical Office of the Republic of Serbia. The continuous progress in improving gender statistics and the inclusion of expert communities and civil society in these processes show a great openness of the Statistical Office of the Republic of Serbia to further achieve progress in this respect. Also, the processes of harmonization with the EUROSTAT standards will further lead these processes in the direction of greater availability of data from a broader range of research, which will provide sex-disaggregated data and enable assessment of situation in a great number of areas.

### TABLE 21:

Strategic goal 3 – System-wide gender mainstreaming in the policy adoption, implementation and monitoring processes

OBJECTIVES	EFFECTIVENESS		IMPACT <sup>104</sup>		SUSTAINABILITY	
3.1. Established functional gender equality mechanisms at all levels	• 3	• 2	• 3		• 2	
3.2. Gender analysis of policies, programmes and measures		• 2	• 2		• 2	
3.3. Available gender-sensitive statistics and records	• 2	• 4	• 2	• 4	• 2	• 4
3.4. Established international and regional cooperation and exchange of good practices		• 3	• 3		• 3	
3.5.. Gender-responsive budgeting systematically applied in all public authorities, direct and indirect budget beneficiaries	• 3	• 4	• 0		• 3	
<b>Average score</b>	• 2.8		• 2.8		2.6	

#### LEGEND

Cannot be evaluated, no data or information	Not effective/ No impact /no sustainability	Low effectiveness/ Positive impact / Sustainability	Medium effectiveness/ Positive impact / Sustainability	Completely realized/ Strong positive impact/ High sustainability
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104 For impact average score is calculated without 3.5.

Gender-responsive budgeting may be expected to be sustainable, although the effects cannot be evaluated. However, the system-wide changes are here of such a nature that, when the system is established, and stakeholders successfully fulfill their roles in the new system, the reproduction of adequate procedures and practices may run smoothly. Besides, standards which are defined in this area under the influence of the processes of accession to the EU and harmonization with the standards of budgeting in the EU all contribute to sustainability of this system change.

**Finding 25: Legal ambiguity regarding mandates, roles and responsibilities of gender equality mechanisms mean that sustainability of gender equality mechanisms is still under risk**

Several factors flag up threats to the issue of sustainability of gender equality mechanisms: 1) CBGE is not grounded in the Law, 2) institutional overlaps and conflicts over the responsibilities in the area prevent effective actions, 3) there are weak human and financial resources, a lack of standardized coordination procedures, and high fluctuation of personnel in the institutions.

Regarding the mechanisms for gender equality, sustainability is evaluated as relatively low, for numerous reasons. The CBGE as the main body for the field of gender equality has no foundation in the Law but in a decree, which provides a weaker basis for its sustainability. The aspirations of the Sector of Anti-Discriminatory Policies and Gender Equality of the Ministry of Labor, Employment, Veterans and Social Affairs to take over some activities and competencies of the CBGE showed how the effectiveness of implementation of policies in this area could be jeopardized due to overlapping competencies and insufficient division of roles. Also, these aspirations jeopardize sustainability of the body for gender equality as this body is positioned to be an inter-sectoral body, rather than being placed in a single sector where possibilities of multisector approach will be lost and the coordination of the most diverse stakeholders

will be impossible – those stakeholders whose engagement is necessary to effectively implement policies for improvement of gender equality. The lessons learned from the previous institutional solution – the Directorate for Gender Equality, which was a part of the above Ministry, have shown exactly how this solution was not adequate and how important it is for a national mechanism for gender equality to remain an inter-sectoral body, which however needs to have foundations in the law and to be placed high in the governing hierarchy, for instance, in the Cabinet of the President or Vice President of the Government. Also, for the sustainability of such a body, it is extremely important that it is adequately resourced, which means that it has to be expanded by setting up an operative office and having a budgetary allocation from the Republic of Serbia at its disposal, in a programme budget, rather than being resourced by only a small number of salaried personnel.

The sustainability of the local mechanisms is rather compromised and it should become one of the priority areas in the following strategic cycle, since greater effects will not be achieved without consistent implementation of policies in local communities, for as long as the next NAP is effectively implemented at the central level.

### 3.6 NAP contribution to SDGs

**Finding 26: NAP corresponds well with UN Development Agenda until 2030, but contribution to targets is rather small**

Priorities and objectives in NAP correspond well with SDG 5 and other targets relevant for improvement of gender equality, but due to the uneven effectiveness and low impact, contribution is still not high.


The NAP corresponds well with UN Development agenda until 2030 in the sense that areas covered by NAP, objectives and measures are aligned with relevant SDGs and targets. The contribution of the NAP to the SDGs is, however, uneven due to the uneven effectiveness and impact of the NAP in different areas of implementation. In the following table the NAP contribution to SDGs is


assessed. The NAP contributes more to SDGs and targets in which there is stronger correspondence in objectives, more effective implementation with higher impact. This covers only few areas. It should be taken into account that not all SDG indicators are developed with the same level of precision and that data are unevenly available for different targets to measure progress as indicated by the previously mentioned assessment.








TABLE 22:

NAP contribution to SDGs

Sustainable Development Goals	SDG Targets	SDG Indicators	NAP contribution
 <p><i>Achieve gender equality and empower all women and girls</i></p>	<p><b>5.1:</b> End all forms of discrimination against all women and girls everywhere</p>	<p>5.1.1 Whether or not legal frameworks are in place to promote, enforce and monitor equality and nondiscrimination on the basis of sex</p>	<p><b>Medium contribution</b></p> <p>The entire NAP is designed to contribute to achieving this goal, as various measures, from the change of norms, through capacities of staff in public authorities to perform their tasks in a non-discriminatory way, to services of support and empowerment, contribute to eliminating discrimination. In addition, the objective “increasing gender equality capacities and knowledge of managers and staff in public authorities” includes the measure of “continued training of lawyers on human rights, CEDAW Convention and its implementation in protecting rights of women in court disputes”. However, the legal framework is not completed. There is a law prohibiting discrimination, but new Law on Gender Equality is not yet enacted.</p>
	<p><b>5.2:</b> Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</p>	<p>5.2.1 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age</p> <p>5.2.2 Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence</p>	<p><b>Medium contribution</b></p> <p>Objective 1.5 which pertains to increased safety of women from gender-based violence, violence in the family and intimate partner relationships fully corresponds with this target. This is area of high level of effectiveness of NAP implementation and medium positive impact. The indicators measuring achievement of SDGs are prevalence rates. Because the OSCE survey on wellbeing and security of women was conducted for the first time in 2018, it is not yet possible to measure progress in this way.</p>
	<p><b>5.3</b> Eliminate all harmful practices, such as child, early and forced marriage, and female genital mutilation</p>	<p>5.3.1 Proportion of women aged 20–24 years who were married or in a union before age 15 and before age 18</p> <p>5.3.2 Proportion of girls and women aged 15–49 years who have undergone female genital mutilation/cutting, by age</p>	<p><b>Low contribution</b></p> <p>One of the measures for achieving specific objective 2.1 Equal participation of women and men in parenting and economy of care is dedicated to this objective. It envisages prevention of early juvenile marriages, especially in Roma communities. However, this measure is not effective.</p> <p><b>Not applicable</b></p> <p>There is no objective that exclusively addresses these harmful practices, but the objective 1.5 also encompasses this target by providing for the harmonization of the law with the Istanbul Convention which also covers these specific forms of violence against women.</p>

Sustainable Development Goals	SDG Targets	SDG Indicators	NAP contribution
 <p><i>Achieve gender equality and empower all women and girls</i></p>	<p><b>5.4</b> Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate</p>	<p>5.4.1 Proportion of time spent on unpaid domestic and care work, by sex, age and location</p>	<p><b>Not contributing</b> The NAP directs interventions towards this target in part relating to equal participation of women and men in parenting and economy of care (objective 2.1). However this is the area with no effective implementation and up to date without impact.</p>
	<p><b>5.5</b> Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life</p>	<p>5.5.1 Proportion of seats held by women in national parliaments and local governments</p>	<p><b>High contribution</b> The achievement of this target in the NAP is based in objectives pertaining to equal participation of women and men in public and political decision-making (Objective 2.2). The political participation of women in legislative power is above one third which makes this component of specific objective fulfilled.</p>
	<p><b>5.6</b> Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences</p>	<p>5.1.2 Proportion of women in managerial positions</p> <p>5.6.1 Proportion of women aged 15–49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care</p>	<p><b>Low contribution</b> Unlike the previous aspect, the participation of women on managerial positions in public enterprises is still below 30% which is target set by NAP, and NAP is not effectively implemented in this area.</p> <p><b>Low contribution</b> The achievement of this target is enabled by the NAP objective 2.6 which provides for improved health of women and equal access to healthcare services. However, effectiveness is evaluated as low in this area of NAP implementation.</p>

Sustainable Development Goals	SDG Targets	SDG Indicators	NAP contribution
 <p><b>5</b> GENDER EQUALITY</p> <p><i>Achieve gender equality and empower all women and girls</i></p>	<p><b>5.a</b> Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources, in accordance with national laws</p> <p><b>5.b</b> Enhance the use of enabling technology, in particular information and communications technology to promote the empowerment of women</p> <p><b>5.c</b> Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels</p>	<p>5.a. 1(a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure</p> <p>5.b. 1 Proportion of individuals who own a mobile telephone, by sex</p> <p>5.c. 1 Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment</p>	<p><b>Low contribution</b> Measures aimed at providing women equal access to agricultural production resources direct interventions towards this SDG target (measure 2.5.1), but the NAP does not contain measures for better access to economic resources for general female population. Measures aimed at supporting female entrepreneurship through different funds (measure 2.3.1) partially correspond with this target.</p> <p><b>Not contributing</b> The NAP does not contain measures that would lead to achieving this sustainable development target.</p> <p><b>Not applicable</b> The NAP is the very policy promoting gender equality, and it provides for, through numerous measures, legislative changes which should enable the empowerment of women and promotion of gender equality. However, the SDG indicator measures at global level and therefore is not applicable.</p>
 <p><b>5</b> GENDER EQUALITY</p> <p><i>End poverty in all its forms everywhere</i></p>	<p><b>1.4</b> By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance</p>	<p>1.4.1 Proportion of population living in households with access to basic services</p> <p>1.4.2 Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure</p>	<p><b>Low contribution</b> As regards this sustainable development target, NAP measures aimed at promoting female entrepreneurship, social entrepreneurship and cooperatives (measures 2.3.1, 2.3.3 and 2.3.4), as well as increasing formal employment of women, in particular older women and women from vulnerable groups (2.3.2), ensuring that women have equal access to agricultural production resources (2.5.1), as well as supporting rural women for agricultural production (2.5.2), correspond with it. However, these are areas of very low effectiveness of NAP implementation.</p>

Sustainable Development Goals	SDG Targets	SDG Indicators	NAP contribution
 <p><b>2</b> ZERO HUNGER</p> <p>End hunger, achieve food security and improved nutrition and promote sustainable agriculture</p>	<p><b>2.3</b> By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment</p> <p><b>8.5:</b> By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value</p>	<p>2.3.1 Volume of production per labor unit by classes of farming/pastoral/forestry enterprise size</p> <p>2.3.2 Average income of small-scale food producers, by sex and indigenous status</p>	<p><b>Low contribution</b></p> <p>Measures for supporting agricultural production (2.5.2) and access to resources relevant for agricultural production (2.5.1) also contribute to achieving this sustainable development target. This is area of low effectiveness of NAP implementation.</p>
 <p><b>8</b> DECENT WORK AND ECONOMIC GROWTH</p> <p>Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</p>	<p><b>8.5.1</b> Average hourly earnings of female and male employees, by occupation, age and persons with disabilities</p> <p><b>8.5.2</b> Unemployment rate, by sex, age and persons with disabilities</p>	<p><b>Low contribution.</b></p> <p>This sustainable development target is particularly supported by the NAP objective which provides for improved economic and labor market status of women, especially of women from vulnerable groups (2.3) particularly measures aimed at increasing formal employment of women, in particular older women and women from vulnerable groups (2.3.2) and ensuring that everyone enjoys equal employment and labor rights (2.3.5). However, this is area of low effectiveness of NAP implementation.</p>	<p><b>Low contribution.</b></p> <p>A large number of measures is aimed at this sustainable development target but they are not effectively implemented.</p>
 <p><b>10</b> REDUCED INEQUALITIES</p> <p>Reduce inequality within and among countries</p>	<p><b>10.2</b> By 2030, empower and promote the social, economic, and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status</p>	<p>10.2.1 Proportion of people living below 50 per cent of median income, by age, sex and persons with disabilities</p>	<p><b>Low contribution.</b></p> <p>A large number of measures is aimed at this sustainable development target but they are not effectively implemented.</p>

4.

## CONCLUSIONS

# CONCLUSIONS

The Strategy for Gender Equality 2016–2020 with the National Action Plan for the period 2016–2018 were adopted at a turning point when changes occurred in the institutional mechanisms for gender equality, as well as broad political changes that were marked with frequent elections and changes of priorities in different policies significant for gender equality, together with social and economic conditions marked with recovery from the effects of the economic crisis that hit Serbia in 2008, and whose effects lasted longer than in some developed countries of the EU which recovered much faster. The Strategy and the NAP were composed and adopted in a very short period of time, which affected certain solutions in the design and limited possibilities for broad consultations that had been implemented during preparation of the previous strategy. The assessment that it was important to rapidly and efficiently secure a new strategic framework at the expense of a high level of stakeholder participation is justified, especially when compared to the processes of the NAP preparation for the application of the UN Resolution 1325, which was actually characterized by a high level of stakeholder participation and long-lasting process of preparation, but afterwards with the absence of implementation.

**Conclusion 1:** NAP implementation and monitoring mechanisms at the national level are more effective than it was the case with previous Strategy and NAP, even though the capacities of the new national mechanism for gender equality are small.

The NAP implementation mechanisms are undoubtedly more effective, better coordinated in comparison to the implementation mechanisms

of the previous strategy, despite the fact that the capacities of the new national mechanism for gender equality are small. It is important to note that reports on the implementation were made for each year and also this evaluation of the NAP in the middle of the strategic cycle was organized for preparation of the next NAP on the basis of learned lessons from the first cycle. The horizontal mechanisms of coordination are more functional, ministries are more responsive in submitting reports and data, and the understanding of the roles in the current NAP is greater in almost all sectors. However, there is still a plenty of space for further improvement of coordination mechanisms with strengthening gender competence of the employees in all ministries and institutions, especially persons appointed as gender focal points. Their status and roles should be consolidated in accordance with appropriate act on systematization of job positions, which will enhance institutionalization of mechanisms for mainstreaming of gender into the policies at the multisector level.

**Conclusion 2:** The implementation of NAP was not achieved to a satisfactory degree at the local level and systematic information on the implementation in local communities is missing due to the limitations to vertical coordination mechanisms between national and local levels.

At the local level, some retrograde trends and inactivity could be observed. The NAP did not provide for adequate measures specifically designed to encourage and coordinate implementation by local mechanisms, nor to establish regular and standardized mechanisms of monitoring and reporting on initiatives implemented in line with NAP by local administrations.



**Conclusion 3:** NAP goals and objectives are relevant, targeting areas and problems of gender inequality that were present at the time of adoption and have been present today, but there are gaps stemming from the lack of an explicit and comprehensive theory of change, such as gender segregation in education, gender gaps in earnings and social benefits, etc.

**Conclusion 4:** NAP was implemented with **uneven effectiveness** across three priority areas, with **most effective** implementation in the area of system-wide changes induced by the introduction of **gender mainstreaming** mechanisms and **less effective** implementation in the areas of changing the **culture of gender equality and promoting equal opportunities**. This uneven effectiveness in implementation was observed within the three priority areas as well.

The area in which the NAP was most effectively implemented was the system-wide changes that should enable, for a long term, not only continuous implementation of specific policies for improvement of gender equality, but also to integrate standards and principles of gender equality in all processes of preparation, adoption and implementation of policies. This area refers to the third strategic goal of the NAP and it is of great significance for all other areas of gender equality, since without such a system in place, advances in the improvement of gender equality may remain only in the domain of project tasks, along with fragmentary interventions which are weak in scope, effect and of questionable sustainability. In this respect, good effectiveness is primarily shown in improving gender statistics, under the responsibility of the Statistical Office of the Republic of Serbia, which are fundamental to the development and monitoring of evidence-based policy making. The initial processes of introducing gender-responsive budgeting also show great effectiveness in their implementation, and it is this mechanism that should enable system-wide integration of a gender perspective into all areas, as well as coordinated efforts by which the interventions are directed into particular areas in a synchronized manner, which has to give more effects. Mechanisms for gender equality were established at the national, provincial and, to a large degree, in

local administrations. Still, except for the national mechanism, weaker effectiveness of the other mechanisms for gender equality is noticeable, which was also observed system-wide during consultations with various stakeholders in the process of the evaluation. The first gender analyses of policies, programmes and measures were also implemented, but these are more exceptions than widespread practice; nor is international cooperation particularly dynamic: on the contrary, it has declined within the region.

In terms of changes to the prevailing gender patterns and improved gender equality culture, the NAP was most effectively implemented in the area of increased security of women against gender based violence, violence in the family and in intimate partner relations, as well as in the area of increased capacities of public officials and the staff in the public administration, whereas effectiveness is low in the area of achieving gender-sensitive education and raising the level of awareness about gender equality. Also, there was no effective implementation in the area of gender studies and the development of knowledge and academic results.

The lowest effectiveness was measured in the area of increasing the equality of women and men by implementing equal opportunity policies and measures. The NAP more effectively achieved results in the areas of participation of women in political decision-making, mainly through participation in legislative authorities at all levels. Other areas within this strategic goal have low effectiveness, with partially achieved results, whereas in the area of changing patterns of dividing house chores and parental responsibility, the NAP was not effectively implemented.

**Conclusion 5:** Factors influencing more effective implementation were related to higher awareness of the problem, the availability of financial resources, effective partnerships and an adequate combination of types of interventions, while factors inhibiting effective implementation were related to inconsistencies in measures, fragmented and small-scale interventions, lack of funds and unclear competences and weak coordination mechanisms.

The factors which contributed to effective implementation of the NAP in the areas that were evaluated with the highest scores in that respect, include the following:

- Widespread awareness of the problem among the key stakeholders (as in the case of gender based violence), easy recognizability of the NAP goals among the stakeholders, which facilitates their inclusion in the implementation.
- Availability of financial sources used to support the implementation of the measures and activities continuously and with adequate breadth.
- Creation of partnerships between various stakeholders, donors, institutions and the non-governmental sector, which enables them all to contribute relevant resources.
- An appropriate combination of intervention types (measures and activities): from amendments of laws, regulations, through campaigns and education for strengthening capacities of all stakeholders, so that they contributed to changes and establishment of mechanisms, services, etc., through their actions.
- Media attention that is directed to the problems or the interventions. Such attention makes the problem more visible and thus mobilizes different stakeholders.
- Synergy of the interventions – simultaneous processes which operate in the same direction, i.e. multiple interventions of different kinds simultaneously or sequentially impact certain areas or problems, in order to achieve additional effects. Processes are mutually supported in such interventions, thus creating better results and achieving better effects for gender equality. Even though the different interventions in this set of simultaneous interventions are not of uniform effectiveness, they contribute to improving effectiveness in those areas which “lag behind”.

The factors which contribute to weak effectiveness of implementation of certain areas of the NAP include the following:

- Absence of clear connection between different areas and types of intervention, due to the lack of a consistent and clear theory of change.
- The fragmentary nature of measures and activities, which impact only isolated aspects of particular problems (e.g. the training for entrepreneurship or incentive measures for entrepreneurship). Integrated measures would be able to achieve better results and later have greater effects on the state of play.
- Weaknesses in the design of measures and activities which are not specific or comprehensive enough.
- The small scope of interventions in important areas effected only through projects or pilot actions, without their later roll-out or transfer and integration into a system-wide action.
- The small number of stakeholders involved in the implementation and non-inclusion of the civil society.
- Unclear competencies, overlapping and weak mechanisms of coordination in implementation, monitoring and reporting.

Having in mind the level of results achievement until mid-2018, as well as the ambitiousness of the expected outcomes in 2020, it is hard to expect that these outcomes will be achieved in any area of the NAP. For instance, it may be expected that political participation will be close to achieving its expected result in 2020, but the problem presents the exceptionally low participation of women among representatives of the municipalities and prospective mayors, even if participation of women in executive bodies at all levels is increased at least to one third, which is also highly unlikely.

**Conclusion 6:** Processes are visible, but impact is not yet there in majority areas, excluding political participation of women in legislative power, improved gender sensitivity of the national statistics, improved protection of women from gender based and domestic violence.

Having in mind that the NAP defined the implementation of the Strategy for Gender Equality only for the period of three years, and that the evaluation encompassed only the first

stage of the strategic cycle, it cannot be expected that greater effects are to be achieved, i.e. that the results and goals of the NAP lead to visible changes in different areas of gender equality, which presented the subject of the strategic intervention. The evaluation showed that the processes are visible, that numerous changes were instigated, that if the trend of continuation and support for these changes resumes, visible effects may be expected at the end of the strategic period. What is visible at present is the impact that the NAP has on changes in the system of the protection of women against gender based violence, violence in the family and in intimate partner relations, which is seen in the increased number of reported cases of violence, brought charges, passed sentences and declared emergency protection measures. Having in mind that in this area there is a great dynamism of change, a high degree of recognizability of the problem significance, as well as high commitment of the various stakeholders to improve the area of prevention and protection, it may be expected that changes will continue in that direction and that sustainability of results will be high. However, weaknesses are noticeable in the implementation of norms, in quality of services, in cooperation between various stakeholders and in keeping records, indicating a large area for further improvement.

Great impact was observed in regard to political participation of women in the legislative authority at all levels, and opportunities for sustainability of this achievement are great if they are supported or even improved by the new Law on Gender Equality, which in its present draft provides for an increase of the quota to 40%.

Effects are noticeable also in improved gender statistics, activities of the national mechanism for gender equality in coordinating and monitoring policies, as well as in the initial steps for introduction of gender-responsive budgeting. Effects in the system of mainstreaming policies is seen through “soft” indicators, better understanding of the gender equality issue among stakeholders from different institutions which took part in the evaluation, absence of the resistance to this topic (at least open resistance) and understanding of the roles and

tasks arising from the NAP. The sustainability of started processes will depend on the strength of interventions in the following cycle of the Strategy implementation.

**Conclusion 7:** Financial aspects of NAP in the design as well as in implementation are the weakest link as financial resources were not systematically defined in the NAP and systematic and comprehensive records on financing implementation of activities is missing, preventing insight into efficiency aspects of the implementation.

The information provided to the evaluation team was not sufficient for a traditional efficiency assessment of the implementation of the NAP and the team relied on the descriptions of the activities and results, lacking financial information. Efficiency was assessed in this evaluation through the prism of time and funds compared with the results achieved. At this midterm point we cannot state with certainty that least costly resources were always utilized to achieve the best results mainly because clear financial processes and relevant funding procedures and allocation of donor funds have not always been clearly stated. For this reason, we can also not be clear about the delivery rate, as the NAP does not have annual budgeted plans to enable us to follow on this at the annual level and identify any variations. Some positive examples of the use of resources to achieve far-reaching and sustainable effects are regulatory changes resulting in amended curriculum for the State Qualifying Exam for civil servants and accredited programmes for teachers’ licenses, introducing the subject of gender equality and human rights, and similar results.

However, on the negative side, the delivery rate of the NAP can be linked to the lack of funds provided to the civil society, which in some instances can be assessed as funds lost for the implementation of the NAP as they were reallocated to other (regular) activities of the relevant ministries following unsuccessful calls for project applications.

The fact that hidden costs of the implementation of the numerous activities that were carried out under the NAP were not recognized, but

were considered regular costs of the activities of the implementing agencies (mainly relevant ministries) is linked with the fact that the ministries do not report specifically and regularly on the implementation of the NAP and therefore their contribution to its results is not made visible which can reduce their motivation and recognition.

It is also important to note that the two-year span is a period too short to fully assess efficiency of the measures and activities as they have mostly not yet achieved the stated objectives.

**Conclusion 8:** NAP corresponds well with SDG 5 and relevant targets in other SDGs, but its contribution to the achievement of these targets is uneven due to the uneven effectiveness of the implementation.

5.

## LESSONS LEARNED AND BEST PRACTICES

# LESSONS LEARNED AND BEST PRACTICES

During the evaluation of the NAP, important lessons were learned, which should be taken into account in the preparation of an action plan for the second stage of the Strategy for Gender Equality implementation.

**Lesson 1: NAP should be developed not by individual consultants but by teams with multiple competences in order to provide quality document with clear objectives, relevant measures, precise indicators and robust coordination and financial plans.** Preparation of complex strategies and action plans is a task that requires team work which combines different expertise, effective inclusion of civil society in designing policies and an adequate timeframe. The practice that strategies and action plans are written by individuals should be abandoned, especially having in mind the new Law on the Planning System of the RS, which sets out higher standards for the preparation of strategic documents. It is not sufficient that the task of preparation of a strategic document is effected only by persons who are experts in the respective areas, but also by persons who have other specific competencies and knowledge, such as in methodology of defining indicators, cost calculations, both explicit and hidden ones. Only through team work can such successful combination of expertise be obtained that may result in better quality of design of a strategic document.

**Lesson 2: The role of civil society is crucial in defining priorities as well as later in the implementation.** The contribution of civil society in designing documents needs to be substantial and productive (to integrate inputs of the civil society to a realistic extent), and not formal, which is often the case when the civil society is invited at the end of the process to validate the

document or offer comments which are then not taken into consideration. At the same time, participatory processes must not be too long, too expanded, since they reduce the effectiveness of the preparation of the strategy and waste more resources which could be invested in its implementation. In such a participatory process, the civil society is enabled to provide useful inputs also regarding the areas of implementation where their contribution would be most effective, but they can also recognize areas that are important but insufficiently covered by actions of civil society so that they can redirect their actions in future.

## **Example of good practice: Empowering women leadership**

The Women Leadership Academy realized seven academies for 170 participants, women from political parties. The Women Leadership Academy helps development of leadership skills of women to empower them for a political activity. The Women Leadership Academy gathers talented and perspective women leaders to engage in mutual cooperation. Participants are also encouraged to point out the issues important for gender equality within their engagement in political parties or parliament at different levels and to initiate finding of adequate solutions. The Women Leadership Academy is organized in cooperation with the National Democratic Institute and the Belgrade Fund for Political Excellence, the Center of Modern Skills and the Center for Support of Women in Kikinda.



**Lesson 3: Plan should be grounded in the comprehensive and consistent, explicit theory of change.** Without a ToC, NAP remains (more or less) a list of desired changes that are not mutually interlinked and without clear understanding of causes and consequences. A ToC should be developed with a high level of competences in the area and well contextualized.

**Lesson 4: Development of quality document needs time.** The time factor is also important and, despite the common understanding that it is important that strategic documents are adopted fast to avoid a gap in significant policies, it is still important to leave enough time for the preparation of strategic documents, because if they are not defined well, their implementation will be lacking. To that effect, it is of utmost significance to start with the preparation of the next strategic cycle in good time. This would mean that along with the preparation of the new NAP, the preparation of a new strategy should start next year, to have a new strategy adopted in 2020 and its implementation starting at early 2021.

**Lesson 5: Take care of synchronization of the system and structural changes.** Upon identifying goals and measures, it is very important to take into account the dynamics of other systemic and structural changes which are of key significance for the respective policy areas. For instance, without fundamental reforms of the state administration, more sophisticated mechanisms for horizontal and vertical coordination of activities cannot be established for the implementation of gender equality policy. Sophisticated mechanisms of programme budgeting cannot be introduced for gender equality if the competencies for gender equality of those who should implement the new mechanisms of budgeting are not upgraded enough. To that effect, coordination with other strategic processes should become a vital part of planning policies in the field of gender equality.

#### Examples of good practice: how to produce change at system level

Increased competencies for gender equality through the State Qualifying Examination

Decree on Amendments to the Decree in the Programme and Method of Taking the State Qualifying Examination (“Official Gazette of the RS”, no. 76/17): “In the Programme of the State Qualifying Examination... in the part which sets out the Programme of the State Qualifying Examination for civil servants with higher education, in the exam subject The Principles of State Administration System and Constitutional Order, after the wording: “Special cases of discrimination”, the following words are added “Policy of equal opportunities based on gender”...

The Decree also brings forth amendments to the exam subject of Labour Legislation, as well as to the professional examination for civil servants with secondary education and other subjects which are taken within the State Qualifying Examination.

The Decree was amended owing to the coordinated action of the Ministry of Public Administration and Local Self-Government, the Republic Secretariat for Legislation, the Ministry of Finance, the Ministry of European Integration and the Coordination Body for Gender Equality.

#### ***Gender responsive budgeting***

Gender responsive budgeting goes along with reform related to transition to programming budgeting at all levels. UN Women provides continuous technical and expert support to GRB introduction on national and provincial level since 2015, through its core funds. As a result, more than 900 civil servants are trained in GRB implementation and reporting, while GRB is introduced in budgets of 47 budget users at national and provincial level.

#### ***Lesson 6: Integrated and concentrated interventions have more effect than fragmentary ones, and system interventions have more effect than project interventions.***

Most changes are registered in the areas which were “bombarded” by numerous and various interventions of a greater number of stakeholders, as in the case of women’s protection against gender based violence. Different measures should be concentrated in such a way that they produce changes in one area of gender equality aspect. At the same time, different but integrated measures should be combined so they could lead to desired changes and not to expect that one type of measure will initiate a series of changes (e.g. improvement of economic status cannot be achieved only by increasing entrepreneurship and employment). Also, in combining different measures, whenever it is possible, endeavor to introduce first the system measures and then other measures which will foster well-founded changes (e.g. in case of parental leave for men which is non-transferable to mothers, instead of a campaign which fosters usage of the rights that the law only addressed as a possibility).

#### **Example of good practice: prerequisites created for imposing urgent measures in protection of women from violence**

In order to align system for prevention and protection of women from violence with Istanbul Convention, new Law on Prevention of Domestic Violence was enacted in 2017. Pursuant to Article 17 of the Law, it is regulated that urgent measures are to be imposed after risk evaluation is done by the competent police officer, the one who received the specialized training by virtue of Article 28 of the Law on Prevention of Domestic Violence. The Law envisages two urgent protection measures – temporary removal of the perpetrator from the apartment and temporary restraining order so that the perpetrator cannot contact and approach the victim of violence. Application of the Law on Prevention of Domestic Violence was postponed (*vacatio legis*) and the training was held for the competent police officers; the Ministry of Justice developed and realized together with the NGO Autonomous Women’s Center and support of the United Nations Development Programme (UNDP) a pilot programme in Kruševac, Čačak and Užice, in order to establish prerequisites and presumptions for effective application of provisions of the Law on Prevention of Domestic Violence.

***Lesson 7: Strong, formalized mechanisms of horizontal and vertical coordination of implementation and monitoring is a prerequisite of high effectiveness and strong impact.*** Assuming tasks and obligations arising from the NAP, cooperation in implementation of measures and activities, reporting on realized activities and achievements and available funds should be clearly identified, formalized and facilitated with adequate tools and instruments, in order to become a routine practice. Without this institutionalization of the coordination procedures, both horizontally (between the ministries and institutions at the national level) and vertically (between the national, provincial and local level), measures and activities cannot be implemented effectively nor can they achieve far-reaching effects.

6.

## RECOMMENDATIONS

# RECOMMENDATIONS

Recommendations are developed taking into account the perception of recommended actions and measures reported by stakeholders during the data collection phase. Recommendations are produced in a participatory manner, in consultations with CSOs, experts, representatives of international organizations and suggestions provided by representatives of Public Policy Secretariat on new standards and requirements for drafting policies in line with the new Law on Planning System. Workshops with CSOs and experts provided most contributions for the development of recommendations. Key findings and recommendations were also validated by ERG and group of independent experts and CSOs representatives during validation workshop.

Taking into account that the NAP is very ambitiously designed for the period of 2016–2018 and that the remaining period is shorter (2019–2020), it is of key importance to prioritize the objectives for the second phase of the implementation of the Strategy. Here are provided two sets of recommendations: one related to the design of the NAP and process of implementation and the other related to thematic areas of gender equality.

## 6.1 Process related recommendations

This set of recommendations is addressed to Coordination Body for Gender Equality as the stakeholder that will influence the design of the next stage of the GE Strategy implementation, and experts team that will draft next NAP.

### Recommendation 1: Better prioritization and more consistent intervention in priority areas through three lines of actions

Three lines of actions are recommended to be pursued by CBGE in planning second stage of the implementation of Strategy for Gender Equality:

**Line of action 1:** Keep a strong focus on gender mainstreaming, pressing for further changes in order to have a critical impact and sustainable systemic level results at national, provincial and local levels. Gender mainstreaming will make later interventions easier in other areas. In this scenario, further efforts should be invested in the area under Strategic Goal 3, to further advance gender equality mechanisms, gender mainstreaming, and gender responsive budgeting, based on solid gender sensitive data and analysis and coordinated with international standards and initiatives. Some objectives from other priority areas should be transferred to this strategic area in order to achieve more consistent and effective change. This includes development of standards for gender competences among employees in public administration, institutions providing public services (including judiciary, health care, education professionals), which will make them better suited to fully implement changes induced by NAP interventions.

**Line of action 2:** Develop comprehensive programmes for two important areas: the Programme for preventing and combating gender based violence and the Programme for Economic Empowerment of Women. The first programme would enable more systematic action against GBV in all spheres (public and private), as violence pervades all levels of social and private life (violence in political discourse,

in governance institutions, in the workplace, schools, social service institutions, communities, etc.), but with strongest focus on protection from intimate partner violence, domestic violence and femicide. The programme should have a strong focus also on services for victims of violence. The Programme for economic empowerment should be comprehensive, including objectives related to gender equality in access to economic resources, economic participation and economic position of women. It should entail objectives related to the redistribution of economic power and responsibilities in both spheres of ‘productive’ and ‘reproductive’ economy, including changing patterns of parenting obligations and unpaid household work. It should also include re-evaluation of the reproductive economy by introducing a satellite national account. It should strongly combine economic, employment and social policy (including protection) measures.

**Line of action 3:** Other areas should be addressed with different approaches:

- A direct approach should be reserved for the areas that will be primarily under responsibility of CBGE. This would include changes of gender stereotypes, campaigns for raising awareness, and similar.
- A mainstreaming approach should be used for areas such as access to health and sexual and reproductive health of women, gender equality in education, women, peace and security and similar. This means that measures should be mainly mainstreamed in the sectoral policies with strong involvement of CBGE and CSOs, but under primary responsibility of line ministries (i.e. Ministry of Health, Ministry of Education Science and Technological Development) or special bodies created for the implementation of respective strategies (such in case of NAP 1325).

### **Recommendation 2: Improved design of the NAP for the second stage based on a theory of change and a solid monitoring and financial framework**

2.1 The next NAP should start from a theory of change developed within the framework defined

by the Strategy for Gender Equality. Within defined priorities, objectives and measures should be redefined or reorganized in the way that interrelates causes and consequences, mutually connected changes and sequential understanding of changes, as the dynamic of reforms and changes in different areas is very important to enable effective implementation later. These could be ‘smaller’ theory of changes that will define the intervention in the particular area. CBGE could guarantee this precondition by ToR for development of new NAP.

2.2 The justification of the NAP needs to include a discussion of whether the initiatives under the NAP are producing a public good and why those specific initiatives were chosen over their alternatives. The weak points in identification of specific initiatives and activities in the NAP are the lack of a particular economic analysis of those proposed initiatives. Fundamental issues such as the public sector rationale, comparison against alternatives, and measurement of benefits against investments should inform project justification (the identification of specific initiatives, steps and activities).

2.3 CBGE should pay particular attention to the development of appropriate monitoring framework in the next NAP. All goals, objectives and results should have precisely defined indicators, with clear definitions and available and reliable data sources. Process indicators should be clearly differentiated from results and impact indicators.

2.4 Cost-benefit estimates should be available and used in advance of planning and decision-making for the next NAP to ensure transparency and informed decision-making, and to make sure that adequate resources are allocated to achieve desired goals and objectives. This is important in particular as the funding for the implementation comes from different sources, such as UN agencies, relevant sector budgets and the like, and with a view of the fact that for the full implementation of programme budgeting with a gender perspective, a clear link is yet to be established with the priority areas of intervention identified in the Strategy for Gender Equality and its NAP.

2.5 The cost-benefit analysis should be summarized, preferably in a single table that includes major benefits and costs. This should be done at least for the big spending lines so that future analysis of the efficiency criteria is possible. Such a table should be submitted along with a discussion of the main assumptions or empirical evidence that lies behind the numbers. Additionally, spreadsheets behind the appraisal analysis should be saved for review during implementation and final evaluation. This will help promote and strengthen the RS government's agenda to focus on results.

2.6 The responsibility for conducting and directing the cost-benefit analysis should not lie with those who have vested interests in the outcome. Namely, it should be an externally undertaken analysis, the results of which the government or the CBGE can use to inform the design of the new NAP and the new Strategy for Gender Equality.

2.7 The NAP should be further operationalized by translating its interventions into the annual programmes of work of the implementing parties, with accompanied funds allocation, which is also in accordance with the new requirements of the Law on the Planning System of the Republic of Serbia to consolidate strategic information within the institutional planning process.

Key actors that should consider these recommendations are CBGE, Public Policy Secretariat and the Team of Experts engaged for drafting the new NAP.

### **Recommendation 3: Improved coordination and monitoring of the implementation**

3.1 It is important for the second phase of the implementation of the Strategy to enhance the coordination and monitoring mechanisms horizontally. This means that regular coordination meetings should be organized by CBGE with Gender Focal Points in the ministries and institutions with reporting on activities implemented and planning present and future activities. Standardized written reporting should be introduced and all implementing stakeholders should submit annual reports to CBGE on implemented activities, obstacles and challenges and mitigation strategies.

3.2 Vertical coordination should be improved between CBGE, the Provincial Secretariat for social policy, demography and gender equality and local gender equality mechanisms. Besides regular annual meetings, more formal coordination should be organized, with standardized annual reporting by local mechanisms to CBGE prior to the annual meeting where results should be discussed and forthcoming activities planned. If possible, meetings with local mechanisms should be biannual and in addition to the main meetings other forms of exchange of practices should be organized. Inter-municipal cooperation should be strengthened through clusters or mentoring by most advanced local administrations. Local CSOs should be included in these processes.

3.3 Independent monitoring of the implementation of gender equality policies at local level should be supported by CBGE, and standardized tools could be used by CSOs engaged to perform independent monitoring for these purposes.



## 6.2 Thematic recommendations

These recommendations are more specific and require engagement of various stakeholders.

Main recommendation	Specific recommendations	Target
<b>Recommendation 4:</b> Establish and standardize gender competences for all employees in public administration, institutions and public services	4.1 The set of gender equality competences for employees in public administration and public services should be defined	CBGE, the Ministry of Public Administration and local self government, the National Academy for Public Administration
	4.2 Trainings on gender equality should be developed around common gender competences but also should contain modules adjusted to specific positions in the public administration or public services (i.e. social protection, health, taxation, etc.).	CBGE, the Ministry of Public Administration and local self government, the National Academy for Public Administration
	4.3 Gender competences should become a part of the prerequisites to occupy positions and part of the evaluation of performance and promotion of employees in public administration.	The Ministry of Public Administration and local self government, the National Academy for Public Administration
	4.4 It is necessary to introduce standardized tests before and after the training which would contain attitudes according to which the competence is measured, in order to systematically monitor progress, and to adjust training contents according to the results.	CBGE, the National Academy for Public Administration
	4.5 It is necessary to centralize records on training in gender competences.	The National Academy for Public Administration
	4.6 It is necessary to monitor how the newly acquired competences are practiced, to get feedback on obstacles to apply competences in everyday work in public administration and public services and inform responsible institutions on gaps in order to improve measures in the next policy cycles.	CBGE, the Ministry of Public Administration and local self government
	4.7 It is especially important to include in trainings the gender focal points in the Ministries, as well as the representatives of local administrations, who are deemed to have a relatively low level of knowledge and gender equality competence.	CBGE, the National Academy for Public Administration, all ministries
<b>Recommendation 5:</b> Set tighter control over school textbooks in order to eliminate gender stereotypes and foster a critical approach to gender inequalities in literature and similar content	5.1 It is needed to operationalize the notion of gender-sensitive contents.	CBGE, Ministry of Education, Science and Technological Development, Institute for Education of the Republic of Serbia
	5.2 It is necessary to make records of textbooks that are being used at all levels of education as well as the records of those which were proposed for accreditation and then rejected or returned due to lack of agreement with the gender equality standards.	Ministry of Education, Science and Technological Development, Institute for Education of the
	5.3 It is needed to continue with education of employees about gender equality (and not only teachers) in educational institutions at all levels of education.	CBGE, Ministry of Education, Science and Technological Development
	5.4 It is needed to expand the trainings to textbooks authors.	CBGE, Ministry of Education, Science and Technological Development
<b>Recommendation 6:</b> Redefine roles related to the promotion of gender studies	The objective of developing the knowledge and visibility of academic results in gender studies could be included in the next NAP as part of the objective of gender sensitive education, but with more appropriately defined roles in promotion activities. As presently CBGE is defined as main implementing stakeholder, this should be changed so that the Universities of Belgrade and Novi Sad are implementing actors together with the Ministry of Education, Science and Technological Development, who should secure budgetary resources for financing the studies. CBGE could be the partner assisting the promotion and financing research from other funds, as well as building the network of gender study experts and researchers that can contribute to the gender equality policies.	CBGE, experts team drafting new NAP
<b>Recommendation 7:</b> Include objectives and measures related to gender segregation in education	In the area of education, one important aspect is omitted to be addressed by the NAP – gender segregation at the secondary and tertiary level education, which is very important as it creates the basis for segregation in the labor market and different chances of women and men to achieve quality life and social inclusion in other spheres. CBGE should pay attention that this area is included in the next NAP There are various measures used with this aim across the EU Member States and these experiences could be transferred to Serbia.	CBGE, experts team drafting new NAP, Ministry of Education, Science and Technological Development

Main recommendation	Specific recommendations	Target
<b>Recommendation 8:</b> Take leadership in raising awareness campaigning and monitor better cultural changes	8.1 CBGE should take leadership and provide a large, multi-layered public campaign for raising awareness on gender equality. The campaign should cover areas included in the next NAP, enabling more awareness on the importance of issues, motivating all stakeholders to engage more effectively and change the attitudes of citizens.	CBGE, experts team drafting new NAP
	8.2 Effects of campaigns should be measured, and those results should feed the next campaigns	CBGE, experts team drafting new NAP
	8.3 In order to monitor change in gender stereotypes, or more broadly changes in values and norms related to gender roles and gender relations, it is important to specify indicators and instruments. A set of attitudes for measuring norms, values and stereotypes should be developed and used in opinion polls in time intervals that correspond with the policy cycles. This should be done in partnership between CBGE and academic research community.	CBGE, experts team drafting new NAP
	8.4 Public discourse of politicians should be in line with gender equality principles. In order to promote these principles, standards should be introduced through a specific gender equality codex that should be shared among decision makers, including those at the highest ranks at the national and local levels of governance. The main responsibility for developing codex should be assigned to CBGE, but dissemination, application should be shared with Gender Focal Points, local mechanisms, while monitoring should be assigned to independent organizations – CSOs.	CBGE, Government of Serbia, National Assembly
<b>Recommendation 9:</b> Develop a comprehensive programme for prevention and combating gender based violence, or, in case of a separate strategy against GBV, retain objectives related to promotion of zero tolerance to violence, elimination of gender stereotypes underpinning a culture of violence against women	9.1 It is recommended to create a separate programme for prevention and combating GBV that will approach this issue in a holistic manner, not only as a part of the objective related to changes in culture and norms. This opportunity arises from the new Law on the Planning System of the Republic of Serbia. This would be necessary solution if new Strategy for preventing and combating gender based violence against women will not be developed and adopted.	CBGE, Ministry of Interior, Ministry of Justice, Ministry of Labour, Employment, Veterans and Social Affairs, Public Policy Secretariat
	9.2 It is needed to establish regular monitoring of protection of women from gender based violence. Presently no governmental body is in charge of monitoring the prevalence of violence against women or recorded and processed violence cases and system of protection. There is no centralized and synchronized data register for this data. The Statistical Office of Serbia has been introducing research on VAW in line with Eurostat methodology, but there is no body in charge to use these data as monitoring body. This should be defined in the programme for preventing and combating VAW.	CBGE, Ministry of Interior, Ministry of Justice, Ministry of Labour, Employment, Veterans and Social Affairs, Public Policy Secretariat
	9.3 The programme for preventing and combating VAW should pay particular attention to women from marginalized groups, as presently there are no precise data on prevalence of violence among women from these groups, nor about their protection.	CBGE, Ministry of Interior, Ministry of Justice, Ministry of Labour, Employment, Veterans and Social Affairs, Public Policy Secretariat, SIPRU
	9.4 The programme should be fully aligned with the Istanbul Convention in covering all forms of violence defined by Convention and applying standards in development of legal, prevention, protection services and judicial processing of VAW.	CBGE, Ministry of Interior, Ministry of Justice, Ministry of Labour, Employment, Veterans and Social Affairs, Public Policy Secretariat

Main recommendation	Specific recommendations	Target
<b>Recommendation 10:</b> <b>Develop a comprehensive Programme for the Economic Empowerment of Women</b>	10.1 To draft separate program for economic empowerment of women. This is the area of lower progress in achieving results and therefore it requires much more effort in the coming period. Having in mind that many specific objectives in this part of the NAP are related to the economic empowerment of women and their economic participation that are fragmented, not consistent and not sufficiently comprehensive, this part of the Strategy could be developed in a separate, comprehensive and consistent programme aiming at the transformation of gender economic relations and empowerment of women.	CBGE, Ministry of Labor, Employment, Veterans and Social Affairs, the Ministry of Agriculture, the Ministry of Trade, Tourism and Telecommunication, the Ministry of Finance, the Ministry of Economics, the Ministry of Environmental Protection, the Ministry of Education, Science and Technological Development, the Ministry of Youth and Sport, and the Minister without portfolio in charge for innovation and technological development, Secretariat for Public Policies
	10.2 Programme should be based on a clear theory of change that will integrate different areas of economic participation (market and non-market, paid and non-paid, agricultural and non-agricultural, different forms of employment, entrepreneurship, social entrepreneurship, including cooperatives, etc.) and should be reconsidered in holistic manner and against different groups of women as they are a very heterogeneous category.	
	10.3 In addition to economic participation, other economic elements should become part of the intervention (wages, social insurances, benefits, scholarships, remittances, assets), as well as the access to resources important for economic position (financial markets, technologies, etc.).	
	10.4 The equal participation of women and men in parenting and economy of care should be expanded not only to caring activities but to all household activities as household chores are the strongest bastion of patriarchy, overburdening women and undermining their wellbeing.	CBGE, Ministry of Labor, Employment, Veterans and Social Affairs
	10.5 Calculate the price of unpaid household work and organize awareness raising campaigns or supporting CSOs in organizing activities around rising awareness of unpaid household work performed dominantly by women.	CBGE, Ministry of Labor, Employment, Veterans and Social Affairs, Ministry of Economics, Statistical Office of Serbia
	10.6 Introduce a satellite national account that will monitor the economic value added by unpaid household work.	CBGE, Ministry of Economics, Statistical Office of Serbia
	10.7 Foster the transformation of parenting roles, to be distributed more evenly among women and men by introducing stronger law provisions, such as non-transferable fathers' leave during the first months after the child's birth. This measure has yielded good results in other countries (e.g. 'fathers' quota' in Nordic countries), so it can be expected that it would also lead to a change in Serbia.	CBGE, Ministry of Labor, Employment, Veterans and Social Affairs
	10.8 In the area of improved economic and labor market status of women, especially women from vulnerable groups, additional measures should be included as presently the NAP is more focused on entrepreneurship. It is recommended to introduce measures such as:  a) Measures for monitoring and sanctioning discrimination in advertising jobs;  b) More effective measures for complaints on discrimination during selection and recruitment processes that will protect women who file complaints;  c) More effective inspection that will address the problems of informal employment and violation of social rights based on work and on the work;  d) Measures that are related to the other aspects of economic position, beyond or before employment, such as access to property, financial markets and services, technologies, social insurances, etc.	CBGE, Ministry of Labor, Employment, Veterans and Social Affairs, Ministry of Agriculture, Ministry of Economy, SIPRU
	10.9 All measures for economic empowerment (access to resources, participation, protection) should be much more tailored in line with the specific potential and needs of different marginalized groups of women.	

Main recommendation	Specific recommendations	Target
<b>Recommendation 11: Advance further political participation of women, but pay more attention to participation of women in decision making in other areas where power is exercised (economy, sport, science and research, culture and art)</b>	11.1 Equal participation of women and men in public and political decision-making, should be further improved by increasing quotas to 40% as the proposal of the Law on Gender Equality introduces in both legislative and executive power at all levels.	CBGE, Labor, Employment, Veterans and Social Affairs
	11.2 Political parties should become an important focus of intervention as the low participation of women in political power has its roots in the political parties. Data on the proportion of women in the main bodies of political parties should be public, parties should regularly provide analysis on gender aspects and propose measures for promotion of gender equality in party ranks. Independent bodies for protection of equality should monitor more closely this form of discrimination of women and produce reports and recommendations that will put pressure on the political parties.	CBGE
	11.3 The scope of this area of the Strategy should be expanded in the manner that is defined in the power domain of the Gender Equality Index, as to include political, economic and social power (which includes different areas such as sport, financing research and science), but it should also include culture.	CBGE, Ministry of Culture and Information, the Ministry of Youth and Sport, the National Assembly, the Women's Parliamentary Network.
<b>Recommendation 12: Continue with a strong focus on gender mainstreaming and use more effective tools to advance it</b>	12.1 To enhance the formal position and capacities of CBGE as the main gender equality mechanism. It should be stipulated by law, supported from the budget, and should be organized with an office that is operational.	Government of the Republic of Serbia
	12.2 To enhance the horizontal coordination in the national government by defining a job position of focal points for gender equality in ministries through the systematization of employment regulation, by increasing their gender equality competences and by improving coordination mechanisms through regular meetings, standardized forms for reporting, etc.	Government of the Republic of Serbia
	12.3 To enhance the vertical coordination, between CBGE and the network of focal points in the ministries with local mechanisms. A strong system of reporting, coordination of joint activities, participation in joint projects could contribute to this goal.	CBGE, Ministry of Public Administration and Self-Government
	12.4 In order to achieve objective of gender analyses of policies, measures and programmes, it is necessary to adopt a systemic approach rather than the project one, to regulate roles, relations, procedures, and standards through laws and bylaws, to define effective mechanisms of application, provide availability of relevant data and enable supervision by civil society over gender mainstreaming of bodies and policies at all levels. A gender audit should be organized in all ministries and public institutions and result-based action plans for promotion of gender equality drafted and implemented.	CBGE, Ministry of Public Administration and Self-Government, Public Policy Secretariat
	12.5 Gender sensitive statistics and records should be further improved within the ministries and public institutions in several ways: <ul style="list-style-type: none"> <li>Internal records on employees, gender equality in the institution/ organization should be improved, regularly analyzed and published in the annual reports of the ministries and public institutions.</li> <li>In order to facilitate this development, standardized indicators and reporting templates should be introduced and mentoring support provided during the first years.</li> <li>Gender sensitive evidence on the situation and trends in the sector under responsibility of the ministry or institution should be achieved, and where and when possible disaggregated in such a way as to enable monitoring the situation of different vulnerable groups.</li> <li>Data should be more accessible in line with the principles of an open government.</li> </ul>	CBGE, Ministry of Public Administration and Self-Government, Public Policy Secretariat
	12.6 Gender responsive budgeting should remain an important objective in the next phase as this is the main instrument to achieve gender mainstreaming of policies and programmes. The process should be completed at the end of the Strategy for Gender Equality time frame	CBGE, Ministry of Finance, Public Policy Secretariat
<b>Recommendation 13: Improve further regional cooperation</b>	Regional cooperation should be further strengthened. This could be done in different ways, through gender equality forums organized jointly by gender equality mechanisms, a regional gender equality strategy, like South-East Europe 2020 coordinated by the Regional Cooperation Council or through regional projects promoting partnership between the mechanisms and CSOs.	CBGE, Ministry of Foreign Affairs

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# ANNEXES

# ANNEXES

## Annex 1

### *Stakeholders who delivered Progress activity assessment questionnaire*

	Main implementing stakeholders		Partner stakeholders
1.	Coordination Body for Gender Equality	19.	Public Prosecutors Office
2.	Ministry of Finance	20.	Social Inclusion and Poverty Reduction Unit
3.	Ministry of Education, Science and Technological Development	21.	University of Nis
4.	Ministry of Justice	22.	University of Novi Pazar
5.	Ministry of Labour, Employment, Veterans and Social Policy	23.	Standing Conference of Towns and Municipalities
6.	Ministry of Culture and Information	24.	Associations for Women with disabilities
7.	Ministry of Health	25.	Office for cooperation with civil society
8.	Ministry of Youth and Sport	26.	Office for human and minority rights
9.	Ministry of Public Administration and Local Self Government	27.	Republic Geodetic Institute – Cadaster Office
10.	Ministry of Economics	28.	National Employment Service
11.	Ministry for Environmental Protection	29.	Chamber of Commerce of the Republic of Serbia
12.	Ministry of Defense	30.	National Assembly
13.	Ministry of Agriculture	31.	Regulatory body for electronic media
14.	Human Resource Management Service	32.	Ombudsman
15.	Institute for Education of the Republic of Serbia	33.	Commissioner for the Protection of Equality
16.	AP Vojvodina Secretariat for social policy, demography and gender equality	34.	Women's Platform for Development
17.	Judicial Academy		
18.	Republic Secretariat for Public Policies		

UN agency	
35.	UN Women
36.	UNDP
37.	UNICEF
38.	OHCHR
39.	UNDP SEESAC
40.	UNFPA

### *Stakeholders who participated in the interviews*

Stakeholders coordinating the preparation of NAP	
1.	Coordinator of working group for the preparation of Strategy for Gender Equality and Action Plan
2.	Former senior advisor in the Coordination Body for Gender Equality during the preparation of the Strategy and NAP
3.	The expert responsible for drafting NAP
Key implementing stakeholders	
4.	Coordination Body for Gender Equality
5.	Ministry of Justice
6.	Ministry of Labour, Employment, Veterans and Social Policy
7.	Ministry of Culture and Information
8.	Ministry of Health
9.	Ministry of Youth and Sport
10.	Ministry of Public Administration and Local Self Government
11.	Ministry for Environmental Protection
12.	Ministry of Agriculture
13.	Human Resource Management Service
14.	Institute for Education of the Republic of Serbia
15.	AP Vojvodina Secretariat for social policy, demography and gender equality
16.	Judicial Academy
Stakeholders partners in implementation	
17.	Republic Secretariat for Public Policies
18.	Public Prosecutors Office
19.	Social Inclusion and Poverty Reduction Unit
20.	Representatives of University of Nis
21.	Representatives of University of Novi Pazar

22.	Standing Conference of Towns and Municipalities
23.	Associations for Women with disabilities
24.	Office for cooperation with civil society
25.	Office for human and minority rights
26.	Republic Geodetic Institute – Cadaster Office
27.	National Employment Service
28.	National Assembly (Committee on Human and Minority Rights and Gender Equality)
29.	Regulatory body for electronic media
30.	Commissioner for the Protection of Equality
<b>Donor community</b>	
31.	UN Women
32.	UNDP
33.	ILO
34.	EU Delegation in the Republic of Serbia
35.	OSCE
<b>Key stakeholders from civil society, leading organizations in the specific areas of NAP</b>	
36.	Representative of Women’s Center Kikinda (the area of VAW)
37.	Representative of Women’s Platform for Development (Gender responsible budgeting)
38.	Representative Women’s Platform for Development (Gender responsible budgeting)
39.	Independent expert on NAP 1325)
40.	A11 Initiative for Economic and Social right (employment and social protection)
<b>Additional interviews</b>	
41.	Ministry of European Integration
42.	Women studies and research Novi Sad
43.	Roma Women’ Center BIBIJA
44.	Gender legal expert



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41. Vlada Republike Srbije (2018) Zakon o udžbenicima, “Službeni glasnik Republike Srbije”, br. 12/2018. <https://www.paragraf.rs/propisi/zakon-o-udzbenicima.html>



### Annex 3

List of issues included questions were related to:

1. the synchronisation of Law on the Prohibition of Discrimination with EU directives;
2. status of adoption of the bill on gender equality;
3. measures taken to ensure the interdependence and avoid overlap between bills on gender equality and free legal assistance;
4. establishment of mechanisms for gender equality at different levels of governance;
5. introduction of temporary special measures aiming at increasing the political participation and representation of women, to promote women's employment and education;
6. steps taken to address discriminatory stereotypes regarding the roles of women and men in the family and society, with additional information on the impact that the national campaign to increase birth rate which has been supported by religious leaders has had on the overall perception of the traditional roles of women and girls in the family and society;
7. measures taken to provide gender sensitive formal education and support to women and girls who wish to choose non-traditional career paths;
8. implementation of the Law on the Prevention of Domestic Violence of 2016;
9. measures taken to address gender-based violence and put in place a new national strategy for preventing and eliminating violence against women;
10. the timeline for adopting the strategy for the period 2017–2022 to prevent and eliminate trafficking in human beings;
11. prevalence of prostitution and the legal framework applicable to prostitution;
12. updated information on the representation of women in the political and public life;
13. updated and disaggregated data on the dropout rates;
14. results of the implementation of the national action plan on employment;
15. timeline for adopting the draft national programme for the preservation and improvement of sexual and reproductive health and rights;
16. steps taken to improve the availability and quality of sexual and reproductive health counselling services for women and girls;
17. measures taken to increase the participation of rural women in decision-making in political life, their access to education, employment, land ownership and management and microcredit schemes, the availability of social assistance services and public transportation for older women living in rural areas;
18. measures taken to develop gender-sensitive procedures for processing asylum applications and determining refugee status of women and girls;
19. degree of implementation of the National Strategy on Social Inclusion of Roma men and women for the period 2016–2025;
20. disaggregated data on intersecting forms of discrimination faced by other disadvantaged groups of women, including poor and older women, women with disabilities and female heads of households in obtaining access to education, employment and social assistance;
21. measures taken to prevent and reduce number of underage and forced marriages and teenage pregnancies, in particular in the Roma community. Full version of the List of issues could be found at the address: [https://tbinternet.ohchr.org/\\_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fSRB%2fQ%2f4&Lang=en](https://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fSRB%2fQ%2f4&Lang=en)

