

# Gender Equality Index for the Republic of Serbia





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Measuring Gender Equality in the Republic of Serbia 2016

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Government of the Republic of Serbia  
COORDINATION BODY  
FOR GENDER EQUALITY



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Confederazione Svizzera  
Confederaziun svizra

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## Abbreviations list

LFS	Labor force survey
GREVIO	Group of Experts on Action against Violence against Women and Domestic Violence
EIGE	European Institute for Gender Equality
EC	European Commission
ERP	Economic Reform Programme
ESRP	Employment and Social Reform Programme
EU	European Union
EWCS	European Working Conditions Survey
IPA	Instrument for Pre-Accession Assistance
IPARD	Instrument for Pre-Accession Assistance in Rural Development
NAD	National Priorities for International Assistance 2014–2017 with Projections until 2020
NAP	National Action Plan
OSCE	Organization for Security and Co-operation in Europe
PPS	Purchasing Power Standard
SES	Structure of Earnings Survey, pilot survey for 2014
FRA	Fundamental Rights Agency
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
WMID	Women and Men in Decision Making

## Country abbreviations

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

# Foreword

Dear citizens,

I am particularly pleased to point out that Serbia, being the only country outside the European Union to introduce the Gender Equality Index in 2016, has created its second Index this year. Not only does the new Index make us the first in the region to follow the dynamics of the EU countries in this area, but it demonstrates our strong commitment to European values as well as our political readiness to improve gender equality in Serbia.

The Gender Equality Index is an important measurement instrument of the European Union that measures gender equality on a scale of 1 (full inequality) to 100 (full equality) across six domains: knowledge, work, money, health, time and power, as well as two satellite domains: violence and intersecting inequalities.

I can proudly state that Serbia has improved its score by 3.4 points in two years and that today the Gender Equality Index for the Republic of Serbia is 55.8 points. Compared to the European average, Serbia made a major shift between the two reporting periods. While a shift of 1.2 points was recorded at the EU level, Serbia has achieved an almost triple progress in two years. It is important to point out that Serbia does not record negative changes in a single domain.

However, Serbia is 10.4 points behind the EU average. This difference has been reduced in two years and that's good, but we are not satisfied with that. The greatest success in achieving gender equality has been realized in the domain of power, primarily thanks to the sub-domain of political power, due to increased participation of women in the national parliament and government, and mainly due to increased participation of women in local assemblies. Compared to the EU Member States, the smallest difference is in the domain of health, while the biggest lag is recorded in domains of time and money.

The data tells us that we need to work very hard so as to eliminate gender gaps and to provide to the citizens of Serbia equal opportunities for living and working.

The initiative for the calculation of the second Gender Equality Index for the Republic of Serbia has been launched by the Coordination Body for Gender Equality, the Social Inclusion and Poverty Reduction Unit of the Government of the Republic of Serbia and the Statistical Office of the Republic of Serbia, with the support of the European Institute for Gender Equality in Vilnius.

By establishing the Coordination Body for Gender Equality four years ago, Serbia has placed this area among the priorities of structural reforms. Improving the position of women and their participation in the political, economic and social life of the country is one of our main goals. But the path to achieving full gender equality is a long and complex one and it requires the involvement of all institutions, civil society organizations, international partners, and citizens of Serbia. Only together can we create a gender-sensitive society that we aspire to.

The Report on the Gender Equality Index in Serbia before you is the result of efforts of the Government of Serbia to continuously monitor the state of gender equality by applying this international instrument. Our goal is to create public policies based on reliable and quality information and to monitor the effects of their implementation in order to improve the status of gender equality.

I invite all of you to help us with your example and commitment in achieving the goal – creating a society of equal opportunities for all citizens.

Zorana Z. Mihajlović, PhD

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Deputy Prime Minister of Serbia,  
Minister of Construction, Transport and Infrastructure  
President of the Coordination Body for Gender Equality



## Key findings

The Gender Equality Index for the Republic of Serbia indicates improvement of gender equality in the period 2014–2016, given that the index value in this period increased by 3.4 points. This increase is largely the result of an increase in the value of the index in the domain of power, which recorded the highest increase, but also a moderate or slight increase in the index values in the domains of labor, money, knowledge and health. The index did not record changes only in the domain of time, because the same data was used for both periods as there was no repeated research. No domain has recorded negative changes.

Compared to the average of EU Member States (EU-28), Serbia has recorded a lower index value of 10.4 points, with this difference declining compared to 2014 when it was 12.6 points. The differences between Serbia and the EU-28 average are the highest in the domains of power, time and money, and the lowest in the domains of health, knowledge and work. Compared to the EU-28 average, Serbia made a major shift between the two reporting periods. Namely, the value of the indices in Serbia for the period 2014–2016 has increased by 3.4 points, while in the European Union during the period 2012–2015 it increased by 1.2 points. Regarding the total index value, Serbia was ranked 22nd in relation to the Member States, the same position as it was according to the index values for 2014.

The Gender Equality Index shows an increase in value due to an increase in most domains, but it is important to note that within these domains these positive developments are not without controversies and inconsistent trends, which in some areas indicate improvement of the situation with stagnation or deterioration in other areas.



### Domain of work

The index value in the domain of work increased due to increased participation, while slight deterioration was observed in the sub-domain of segregation and quality of work. In addition, the increased index value in the sub-domain of participation was primarily due to the increase in the employment rate of men and women, in terms of overall improvements that the index measures as the level of achievement, and not because of a decrease in the gender gap in employment, which even slightly increased. The rise in the index value in the sub-domain of participation was also contributed to by the increase in the overall lifespan of women and men, with the gender gap dropping slightly in this aspect. Compared to the average of the EU-28, Serbia has recorded a lower index value in the domain of work by 3.3 points and takes 22nd place when ranked with the Member States, being the closest to Bulgaria and Hungary by the index value for the domain of work. The most successful country in this domain, Sweden, has 14.4 points more than Serbia.



## Domain of money

Positive change is also recorded in the domain of money. The rise was identified due to the rise in the index value in both sub-domains – financial resources and the economic situation. Nevertheless, this is still a domain in which Serbia has the biggest lag behind the EU-28 average – as much as 19.4 points. In this domain, Serbia is ranked penultimate, with only Romania having a lower index value in this domain, primarily because of the index value in the sub-domain of financial resources, while in the sub-domain of the economic situation Serbia has recorded a worse score than Romania. Compared to the country with the best result in the domain of money in the EU-28, Luxembourg, Serbia lags behind by 34.2 points.

Data on intersecting inequalities indicate that some groups have more unfavorable characteristics in areas monitored by the domain of money index. Single-member households, single parents with children and families with multiple children have more unfavorable characteristics in terms of financial resources and are exposed to higher risks of financial poverty. When it comes to access to financial resources, disadvantaged are young people, people with lower education, older women and the population living in rural areas. Youth, elderly women and persons of lower education, especially men, are mostly exposed to the risk of financial poverty. This lower exposure to financial poverty of women younger than 65 is a specific feature of Serbia and represents a deviation from the dominant phenomenon in the EU where the risks of financial poverty are more prevalent among women than among men.



## Domain of knowledge

In the domain of knowledge a slight increase in the index value was recorded due to the increase in the results in the sub-domain of participation and achievement and despite the slight negative change in the sub-domain of segregation. This positive change in the sub-domain of achievement is primarily recorded as a result of an increase in the share of people with tertiary education. When ranked with the Member States, Serbia shares the 16th and 17th place with the Czech Republic. Compared to the EU-28 average, Serbia lags 6.1 points, with poorer results in participation and achievement than in segregation. In fact, when Serbia is compared with the Czech Republic, which records the same result in the domain of knowledge, or with Cyprus and Hungary that are directly ranked before or after Serbia, it is observed that in Serbia, compared to these countries, a better result was recorded in the sub-domain of segregation and a lower result was recorded in the sub-domain of participation and achievement. Therefore, what might be Serbia's potential advantage – a somewhat more favorable situation in the area of segregation in relation to a larger number of EU-28 countries – could be jeopardized if the trend of deterioration continues. Compared to Denmark, which records the highest index value in this domain, Serbia has a lower value by 16.3 points.



## Domain of time

No changes were observed in the domain of time<sup>1</sup> and the index value for this domain in 2014 and 2016 is 48.7. When viewed by sub-domains, it is observed that a slightly higher index value is recorded in the sub-domain of housework activities than in the sub-domain of social activities. The data used to calculate the index for the domain of time show marked gender inequalities in the household care as well as in terms of possibilities of performing activities that are significant for the quality of life such as recreation, participation in cultural events and the like, indicating a poorer quality of women's lives and a high workload for employed women. Compared to the EU-28 average in the domain of time, Serbia has recorded a value lower by 17 points. Compared to the results of the Member States in the domain of time, Serbia is ranked 25th, ranking between Romania and Portugal, but although its value is the most similar to these countries, it differs by the fact that it is significantly worse in the sub-domain of housework activities and better in the sub-domain social activities.



## Domain of power

In the domain of power Serbia made the biggest shift, judging by the increase in the index value by 9.3 points. This shift is largely attributed to the rise in the index value for the sub-domains of social and political power, while a slight decline in economic power is observed. When looking more closely at what exactly led to the increase in the index value in these two sub-domains, it has been observed that in the sub-domain of political power the rise was due to a consistent increase in the share of women among MPs of the National Assembly and at ministerial positions in the Government of the Republic of Serbia, as well as among the representatives in local assemblies, and in the sub-domain of social power due to a significant increase in the share of women in boards of broadcasting companies. At the level of domain of power, compared to the EU-28 average, Serbia has recorded an index value lower by 11.2 points. Serbia is ranked 16th when compared to individual Member States and lags by 42.2 points behind the best ranked Sweden. When looking at the elements of the index for the domain of power, it can be observed that Serbia has values that are above the EU-28 average in sub-domains of political and economic power (55.5 compared to 52.7 for the sub-domain of political power and 44.8 compared to 39.5 for the sub-domain economic power), while in the sub-domain of social power it occupies the last place among the Member States and lags behind the EU-28 average by 34.2 points. The index in the domain of power shows how important it is to consistently improve gender equality in different areas of decision-making – the achievements in areas of political power are diminished by the absence of parallel improvements in the domain of social power.

<sup>1</sup> The same data was used to calculate this domain both times due to the lack of recent data.



## Domain of health

The domain of health has the highest score in relation to other domains of the index for the Republic of Serbia. The index value of the domain of health has increased by 0.6 points between 2014 and 2016. The rise was recorded primarily due to the increase in the sub-domain of access to health care, and then in the sub-domain of the health status (increased life expectancy for women and men and the expected healthy years of life for both women and men), while in the sub-domain of health-related behaviors (healthy and risky behaviors) no changes could be noted in the absence of repeated research. Compared to EU Member States, Serbia is ranked 20th and is positioned between Slovakia and Portugal, while it lags behind the EU-28 average by 3.4 points. Compared to Sweden, which has the best result in the domain of health, Serbia lags behind by 10.1 points.



## Domain of violence

The violence domain is presented in this report on the basis of individual indicators, not on the basis of the index for this domain calculated by EIGE. A survey conducted by the Organization for Security and Co-operation in Europe (OSCE) on the well-being and safety of women, which represents the basis for calculating the index, was conducted during the summer so the data were not available at the time the index was calculated. However, due to the OSCE's willingness to support the presentation of the state of data in this domain the report on Gender Equality Index for the Republic of Serbia contains the data concerning the prevalence of various forms of violence against women. These data indicate that 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.

	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	0.9 2014 – 83.4 2016 – 84.0	

Table 1: Change in the values of the Gender Equality Index at the domain level, 2014 – 2016

# 1. Introduction

The Gender Equality Index of the European Institute for Gender Equality (EIGE) is an instrument that measures gender inequalities in the European Union (EU). The Gender Equality Index measures gender equality on a scale of 1 (full inequality) to 100 (full equality) in six core domains: work, money, knowledge, time, power, health and two satellite domains: intersecting inequalities and violence. Serbia is the first country outside the European Union to have introduced the gender equality monitoring through the Gender Equality Index in 2016. The 2018 report is the result of an effort to continuously monitor the situation in the field of gender equality through the application of this instrument in order to obtain reliable and quality information on the basis of which it is possible to monitor the effects of policies and further improve gender equality in Serbia. Reporting on the basis of the Gender Equality Index enables monitoring of the achievement in different domains of gender equality in a comparative framework, comparing the situation in Serbia with the state of the EU – at the level of average as well as in relation to individual Member States. Such monitoring is of great importance in the process of EU accession and allows the identifying of domains where more decisive progress is needed in order to reach the standards of the EU countries, using the experience of states that can represent good models. Bearing in mind that the reporting on the results of the Gender Equality Index in the countries of the Western Balkans region is under way, there are also opportunities for comparison within the region, which can provide a significant contribution to regional initiatives to improve the status of gender equality.

The 2018 report was prepared in cooperation with the Coordination Body for Gender Equality of the Government of the Republic of Serbia, the Social Inclusion and Poverty Reduction Unit of the Government of the Republic of Serbia and the Statistical Office of the Republic of Serbia, with the guidance and support of the European Institute for Gender Equality.

A report on the status in different areas of gender equality, based on the Gender Equality Index, is being published at an important time for gender equality policy in Serbia. The implementation

period of the National Action Plan (NAP) for implementing the Strategy for Gender Equality (hereinafter referred to as the Strategy) for the period 2016–2018 will end in 2018 and the preparation of a new Action Plan for the implementation of the strategy for the period 2019–2020 will begin. The Gender Equality Index is a good starting point for monitoring the progress achieved by providing insights into the initial status, before adopting the Strategy and NAP, as well as monitoring the impact of measures and activities from the NAP, but only for certain indicators for which the values are calculated based on data from 2017. By the end of 2018, the results of an evaluation of the progress achieved during the implementation of the NAP with recommendations for the next implementation period of the Strategy will also be available.

In addition, 2018 represents an extremely dynamic year in the field of promoting gender equality, both in terms of government activities and civil society activities. In July 2018, Serbia has submitted its first report to the GREVIO<sup>2</sup> Committee on the Implementation of the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention). Serbia has submitted a report to the CEDAW Committee in 2017, and in 2018 a dialogue with this important international instrument for the elimination of all forms of discrimination against women was continued. Civil society organizations have submitted several shadow reports to the GREVIO and CEDAW Committee, highlighting the experiences and priorities for preventing and combating discrimination and violence against women.

A system of gender-responsive budgeting is under way in Serbia. The obligation of gender-responsive budgeting was introduced in 2015 by adopting amendments to the Budget System Law. The introduction of gender-responsive budgeting is a step further in the reform of the budget system, and the obligation of all budget users is to implement gender-responsive budgeting by 2020. According to the available data, 40 institutions at the national

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<sup>2</sup> GREVIO (Group of Experts on Action against Violence against Women and Domestic Violence) is an expert body responsible for monitoring the implementation of the Istanbul Convention.

level and 18 institutions at the provincial level will apply the principles of gender-responsive budgeting in the budget for 2019, in accordance with the annual plan for introducing gender-responsive budgeting. The mechanisms for programming international assistance are also under way through a strategic document National Priorities for International Assistance in the Republic of Serbia in the period 2014–2017 with projections until 2020 (NAD), which should ensure that access to funds available through the IPA II framework and other donor funds will contribute to the promotion of gender equality.

In 2017, the EIGE has published a report that showed progress in a ten-year period, during which the Gender Equality Index was used as a tool to support gender equality policies in the EU. The index has undergone methodological changes that required the previous index values to be recalculated according to the new methodology. These methodological changes were also applied to the Gender Equality Index for the Republic of Serbia, which is fully in line with the methodology of the Index for EU-28<sup>3</sup>. Thanks to the advanced synchronization of the statistics of the Republic of Serbia with the statistics of the European Union and the inclusion of Serbia in some important European researches that serve as a source for calculating the value of individual indicators within the index, it was possible to fully apply the same indicators and measures to the calculation of the new Gender Equality Index as in case of EU-28. For the purpose of monitoring the changes in relation to the previous reporting period, the previous Index values for Serbia were recalculated according to the new methodology.

This report presents the comparative values of the Gender Equality Index for the Republic of Serbia for 2014 and 2016. It should be kept in mind that the data on the basis of which the values of individual indicators within the index were calculated are not related to the same year because different surveys that collect data for these indicators have different implementation dynamics. Data from 2014 were used for most indicators for the Gender Equality Index for 2016, while data for the period 2015–2017 were used for most indices for the Index 2018. Annex 1 lists all indicators together with the data sources and the year to which the data relate.

The report presents values for the overall Gender Equality Index and domains (work, money, knowledge, time, power and health). This report presents for the first time intersecting inequalities in the domain of money within the Gender Equality Index for the Republic of Serbia. The available data provided that intersecting inequalities are calculated for groups defined by type of family, age, education level and degree of urbanization of place of residence.

The domain of violence is the only domain for which the index value for the Republic of Serbia has not been calculated. A survey on the well-being and safety of women, which forms the basis for calculating the Index value for this domain, was conducted in Serbia for the first time during the summer of 2018 thanks to the OSCE initiative. The data were therefore not available in the period when the values of the Gender Equality Index were calculated, but the OSCE team showed a great deal of understanding and readiness to provide basic data for the needs of the Gender Equality Report, so that data on the prevalence of various forms of violence against women were published instead of the index in the violence domain. Based on data from a survey conducted by the OSCE, it will be possible to calculate the values of the index for the violence domain within the next report on the Gender Equality Index.

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<sup>3</sup>In calculating the first Gender Equality Index for Serbia some indicators were replaced due to lack of data, or due to the fact that the research that served as a source for these data was not implemented in Serbia.

## 2. What is the Gender Equality Index?

### 2.1 About the Gender Equality Index

The Gender Equality Index is a composite indicator that enables the measuring of the complex concept of gender equality in all EU Member States over time. The Gender Equality Index measures the gender gap, while taking into account the levels of achievement in policy areas that are monitored in each domain. Therefore, the high value of the Gender Equality Index represents at the same time low gender gap and high achievement in a given area (EIGE, 2015: 7).

The Gender Equality Index is based on a gender perspective that reflects the most important areas of EU policy. It is conceptually designed to be based on the view that gender equality contributes to the transformation of society<sup>4</sup>. Hence, the values of the index reflect above all the gender gap and not the specific position of women and men individually.

The Gender Equality Index consists of eight domains (Chart 1). Six domains – work, money, knowledge, time, power and health – make the core of the index. Two satellite domains (intersecting inequalities and violence) complement this index core but are not its part because they are applicable only to parts of the population – violence against women only applies to the female population, while in the case of intersecting inequalities the gender gap is measured within specific social groups. Each domain consists of several sub-domains that represent key aspects of the given areas (Chart 1).

### 2.2 Methodological framework

The Gender Equality Index is a composite indicator obtained by merging individual indicators into a single measure based on a multidimensional concept. It relies on three basic components: a transparent and well-founded methodology, clear statistical principles and statistical compliance with the conceptual framework. The index was constructed using a methodology that defines ten steps for the development of aggregate indicators developed by the Joint Research Center of the European Commission and the Organization for

Economic Co-operation and Development.

The initial indicators for calculating the Gender Equality Index have been selected from a set of 200 potential indicators identified based on the availability of data in the EU, from various sources, including Eurostat, the European Foundation for the Enhancement of Living and Working Conditions and the Directorate-General for Legal Affairs and Consumers. Indicators are defined as outcome indicators, that is, measurements of the state of affairs in a certain aspect.

During the process of drafting the Gender Equality Index, the EIGE applied strict criteria for data quality control, according to which data should be available, regularly updated, comparable over time and available to all EU Member States. A detailed explanation of the methodology for constructing the index and measuring its value is available in the first report of the European Institute for Gender Equality (EIGE, 2013).

The Gender Equality Index for the EU-28, published in 2017, contained a series of changes in relation to previous periods, due to the continual efforts to improve the index. In the domain of work, the indicator of flexibility of working time within the sub-domain of segregation and quality of work is replaced by career prospects index. In the domain of time, indicators are measured on the total population rather than on the employed population as was the case before, and the activities of care are broadly defined so that with care for children they include care for the elderly household members and care for persons with disabilities. Indicators for political and economic power are calculated on the basis of an average of three years instead of using data from

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<sup>4</sup> More on the conceptual framework on which the Gender Equality Index is based can be learned from the first report for Serbia (SIPRU, 2016). The detailed presentation of the conceptual framework on which the Index is based is given in the first report of the European Institute for Gender Equality (EIGE, 2013). Reports and methodological publications of EIGE are available at the following address: <https://eige.europa.eu/gender-equality-index>



one year due to large variations in data that depend on election cycles. Further indicators for the violence domain have been developed, and indicators of health factors that are related to healthy behavior (daily consumption of fruits and vegetables and regular physical activity) and risk behavior (smoking and alcohol consumption) are included in the health index indicators.

The indicators used to calculate the Gender Equality Index in Serbia are fully aligned with the indicators in the EU-28. These indicators are shown in the table in Annex 1, together with the data sources and the year to which the data relate.



Chart 1: The conceptual framework - domains and sub-domains of Gender Equality Index

## 3. Context in the Republic of Serbia

### 3.1 Institutions and Policies of Relevance to Gender Equality

#### 3.1.1 International framework

The institutional framework and gender equality policies in Serbia are guided by the obligations that the state of Serbia has taken over by acceding to important international legal and political instruments. Republic of Serbia is the successor to the obligations of SFRY to the United Nations Convention on the Political Rights of Women (1953), the International Covenant on Civil and Political Rights (1966), the International Covenant on Economic, Social and Cultural Rights (1966) and the Convention on the Elimination of All Forms Discrimination of Women (1980). By accepting the guidelines and standards of gender equality defined by the Beijing Declaration and Platform for Action, Serbia has opted for the promotion of gender equality and the empowerment of women in a comprehensive manner in all areas of society.

Serbia has also ratified the European Convention for the Protection of Human Rights and Fundamental Freedoms, which guarantees the rights and freedoms of all who live in the 47 member states of the Council of Europe (Article 1). The principle of the prohibition of discrimination on grounds of sex is guaranteed by Article 14 and Protocol 12 to this Convention. Also, the European Social Charter guarantees economic and social rights without discrimination.

In addition to general international legal and political instruments, a number of special laws regulate the exercise of rights, the prohibition of discrimination or the specific forms of protection and empowerment of women. The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) is the basis for national policies, legal and institutional mechanisms for the prevention and protection of women from gender-based violence. The Council of Europe's Anti-Trafficking Convention provides a framework for defining trafficking instruments for women, men and children for the purpose of sexual, working or other types of exploitation. The Council

of Europe Convention on Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention) is the first international instrument to criminalize all kinds of sexual offences against children. Women's security and protection in conflict and post-conflict societies is defined by United Nations Security Council Resolution 1325 – Women, Peace and Security.

The recently adopted Gender Equality Strategy of the Council of Europe for the period 2018–2023 provides important guidelines to Member States in the process of promoting gender equality. It envisages two simultaneous processes, one of which concerns the adoption and implementation of specific policies and measures that promote different areas of gender equality, and the other to consistently and comprehensively integrate the principles of gender equality into the processes of adopting, implementing, monitoring and evaluating the effects of all policies and programs.

Another important document is the European Commission's Gender Equality Strategy for the period 2016–2019, focusing on five priority objectives:

1. Increasing female labour-market participation and the equal economic independence of women and men;
2. Reducing the gender pay, earnings and pension gaps and thus fighting poverty among women;
3. Promoting equality between women and men in decision-making;
4. Combating gender-based violence and protecting and supporting victims;
5. Promoting gender equality and women's rights across the world.

The final goal is operationalized by a special document Transforming the Lives of Girls and Women through EU External Relations 2016–2020, which defines the EU's support in third countries in the field of promoting gender equality, protection and empowerment of women and girls.

The European Commission (EC) report on Serbia's progress in the EU accession process is an important instrument that guides reform processes, including those aimed at promoting gender equality. In the European Commission's Annual Report on Serbia 2018 (European Commission, 2018), the European Commission stated, among other things, that additional efforts should be made to change the attitudes of the society regarding the roles and responsibilities of women and men. Also, one of the recommendations also concerns the adoption of the Law on Gender Equality and the delineation of responsibilities of the Coordination Body for Gender Equality and the newly established Sector for Anti-Discrimination Policy and the Promotion of Gender Equality in the Ministry of Labour, Employment, Veteran and Social Affairs with the aim of establishing an efficient institutional framework for gender equality. The EC report noted that there was a change in the legal framework for the protection of women against violence introduced by the amendments to the Criminal Code and the adoption of the Law on the Prevention of Domestic Violence. It was pointed out that women with disabilities, older women, those living in rural areas and Roma women are still the most exposed to various forms of discrimination.

### 3.1.2 National institutional framework and gender equality policies

The Constitution of the Republic of Serbia guarantees equality of women and men, prohibits discrimination on grounds of sex and other personal characteristic and prescribes the obligation of the state to conduct a policy of equal opportunities. The legal basis for the regulation of equal rights and the achievement of gender equality in Serbia is in the Gender Equality Law, which was adopted in 2009. The adoption of the new Gender Equality Law is expected to eradicate the weaknesses observed during the implementation of the Gender Equality Law. It is also important to mention the Law on the Prohibition of Discrimination, which represents the legal basis for sanctioning and eliminating all forms of discrimination, including discrimination based on gender and gender identity (Article 2). The entire set of special laws regulates the conditions for achieving gender equality in specific areas (work and

employment, social and health care, protection against violence, access to property, etc.).

Goals and measures for the promotion of gender equality in Serbia are defined by the umbrella National Strategy for Gender Equality (2016–2020) with the Action Plan for the period 2016–2018. The Strategy defines three main 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.

An Action Plan evaluation was conducted in the second half of 2018 and its findings and recommendations will provide the basis for the development of a new Action Plan that will operationalize the implementation of the Strategy for the second period of the strategic cycle.

When it comes to planning documents relevant to the field of gender equality, a new Action Plan for the implementation of United Nations Security Council Resolution 1325 – Women, Peace and Security in the Republic of Serbia (2017–2020) was adopted in 2017. Also, implementation of the activities foreseen in the Action Plan for Implementation of the Strategy for Prevention and Protection against Discrimination for the period 2014–2018 is in progress, about which several regular reports have been published<sup>5</sup>. The National Strategy for the Prevention and Elimination of Violence against Women in Family and in Partnership Relations was adopted for the period 2011–2015 and no new strategy was adopted after this period expired.

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<sup>5</sup> These reports are available on the website of the Office for Human and Minority Rights of the Government of the Republic of Serbia, at <http://www.ljudskaprava.gov.rs/sr/node/145>

In 2017, Serbia submitted its fourth periodical report to the CEDAW Committee and it will present its report to this Committee at the beginning of 2019. In the process of preparing this session, several civil society organizations have submitted their shadow reports to the CEDAW Committee. The Coordination Body for Gender Equality of the Government of the Republic of Serbia has submitted its first report to the GREVIO Committee on the implementation of the Istanbul Convention in Serbia in 2018, and several civil society organizations have prepared their shadow reports.

Effective implementation of gender equality policies requires an efficient institutional framework. The Coordination Body for Gender Equality of the Government of the Republic of Serbia represents the central coordination mechanism for gender equality issues at the national level. The Coordination Body for Gender Equality is chaired by the Deputy Prime Minister and the Minister of Construction, Transport and Infrastructure, and its mandate is to coordinate the work of state administration bodies and other institutions in order to promote gender equality and the position of women and men in the Republic of Serbia. The Coordination Body initiates and monitors the implementation of strategic documents, laws and other regulations in the field of gender equality, provides expert opinions and directs the work of state bodies in activities that directly or indirectly affect gender equality and it coordinates state bodies in the field of gender equality. Sector for Anti-Discrimination Policy and Gender Equality has been established within the Ministry of Labour, Employment, Veteran and Social Affairs. This Sector monitors anti-discrimination policies and provides support to relevant ministries, other state bodies and civil society organizations in the field of anti-discrimination. There are also local mechanisms for gender equality in Serbia, in the form of a working body or persons in charge of gender equality matters. According to information from the Standing Conference of Towns and Municipalities, 129 local self-governments have established gender equality mechanisms.

Independent institutions play an important role at the national level, such as the Ombudsman, i.e. Deputy Ombudsman for Children's Rights and Gender Equality whose competences include the subject of gender equality, and the Commissioner for the Protection of Equality, whose mandate is to prevent all forms of discrimination, including discrimination based on gender.

At the level of the Autonomous Province of Vojvodina, the Provincial Secretariat for Social Policy, Demography and Gender Equality is responsible for gender equality, and the expert work in the field of gender equality and empowerment of women is carried out by the Provincial Institute for Gender Equality. The Office of the Provincial Ombudsman also has a gender equality sector.

## 3.2 Socio-economic context

The socio-economic context within which it is necessary to observe the picture obtained on the basis of the Gender Equality Index is extremely complex given that this is a society that has entered a period of intense reforms related to the transformation after socialism with a delay in comparison to other former socialist countries of the Central and Eastern Europe that are now members of the EU. The period of delayed and then intensified reforms after 2000 was also disturbed by the global economic crisis in 2008, which due to uncoordinated transformation processes had more severe and lasting consequences in Serbia than in some other European countries. Recovery from the crisis, the continuation of reforms and the application of austerity measures, combined with reforms defined in accordance with the conditions of EU accession, create an extremely complex socio-economic context in which the burden, as well as the benefits from the reform processes are not distributed equally to different groups of population, including to women and to men.

The economic growth rate has been continuously positive since 2015, and in 2017 it was 2% of real GDP growth. However, when compared to the EU-28 average, this growth rate is somewhat lower and GDP per capita is significantly lower than the European average (Table 2). In the same period there was an increase in the rates of activity and employment of the working age population (15-64), with the simultaneous decline in unemployment and inactivity rates, but labor market indicators continue to be less favorable than the EU-28 average. High economic inequalities are also expressed in the degree of risk of financial poverty as well as income inequalities measured by the Gini coefficient, which are greater than in any of the EU-28 Member States. Compared to the EU-28 average, Serbia has a more favorable situation in terms of retention of young people in education, because the drop out rate is significantly lower than the EU-28 average.

Demographic indicators provide the picture of low fertility, with retaining traditional tendencies in terms of marriage and divorce. The overall fertility

rate in Serbia is lower than the average of the EU-28, entering marriage is on average earlier than in the EU-28, the marriage rate is higher – 5.2 marriages per 1,000 inhabitants compared to 4.3 in the EU-28, and the divorce rate is lower – 25 divorces per 100 marriages compared to 43 in the EU-28.

Recent research on gender stereotypes, norms and values related to gender roles are relatively seldom. The available ones indicate that patriarchal patterns are still prevalent, and that men are more conservative than women in that respect (Hughson, 2018).

INDICATORS	SERBIA	EU-28
<b>ECONOMIC GROWTH<sup>6</sup></b>		
GDP, real growth in %, 2017	2	2.4
GDP per capita in EUR	5.581	30.000
<b>DEMOGRAPHIC INDICATORS<sup>7</sup></b>		
Population on 01/01/2017 (in million) <sup>8</sup>	7.0	511.5
Share of women in total population, in %, 2017	51.3	51.1
Rate of total fertility (number of live born children per woman in fertile period), 2016	1.46	1.6
Average age of women at first childbirth, 2016	27.8	29.0
Marriage rate (per 1,000), 2015	5.2	4.3
Divorce rate (number of divorced marriages per 100 marriages in 2015)	25.4	43.1
<b>ACTIVITY AND EMPLOYMENT<sup>9</sup></b>		
Activity rate for working age population (15–64), 2017	66.7	73.4
Employment rate for working age population (15–64), 2017	57.3	67.7
Unemployment rate (% of unemployed in active population, 2017)	14.1	7.6
Inactivity rate for working age population (15–64), 2017	33.3	26.6
<b>POVERTY AND SOCIAL EXCLUSION IN 2016</b>		
Poverty risk rate (% of population)	25.5	17.3
Gini coefficient	38.6	30.8
Percentage of young people (18–24) who have dropped out	6.2	10.6

Table 2: Basic indicators of the socio-economic situation in the Republic of Serbia in comparison to the EU-28

<sup>6</sup> Source: Ministry of Finance of the Republic of Serbia, Public Finance Bulletin, July 2018, at: <http://www.mfin.gov.rs/pages/article.php?id=13953>

<sup>7</sup> Sources: for Serbia – Statistical Office of the Republic of Serbia, for EU-28 – Eurostat.

<sup>8</sup> Sources: Statistical Office of the Republic of Serbia and Eurostat.

<sup>9</sup> Sources: Labor Force Survey, Statistical Office of the Republic of Serbia and Eurostat.

## 4. Gender Equality Index in the Republic of Serbia in 2016

This chapter presents the results of the Gender Equality Index – firstly, the overall score and then the results per domains. Within each domain, the situation in 2016 is indicated and changes in relation to 2014, at the domain and sub-domain level. In addition, the situation in Serbia is shown in relation to the EU-28 average as well as in relation to individual Member States. An overview of the methodology, i.e. indicators based on which the index for domains and sub-domains have been defined is presented in the domain sections and overview of policies and measures that were adopted and applied in the observed period in order to improve the situation in the given areas are summarized at the end. Intersecting inequalities are shown only for the domain of money.

### 4.1 Gender Equality Index in Serbia: Changes from 2014 to 2016 and Comparison with EU-28

According to the results of the Gender Equality Index, Serbia has progressed in the field of gender equality in the period 2014–2016. Index value for Serbia in 2016 is 55.8, which is an increase of 3.4 points compared to 2014 (Chart 2).

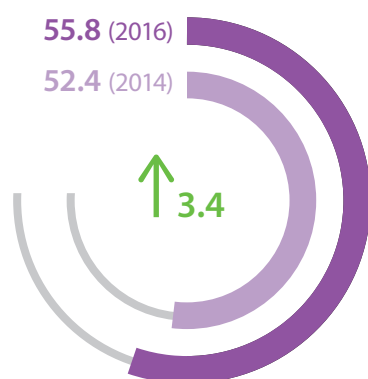


Chart 2: Gender equality index, Republic of Serbia, 2014-2016.

This rise in the value of the Gender Equality Index is largely due to the increase of results in the domain of power. The domains of work, money, knowledge and health also have a rise in value, while no changes have been recorded in the domain of time due to the lack of repeated research since 2014. No domain records a negative trend in index values. As it will be seen from a later analysis, the processes of promoting gender equality are not without contradictions and sometimes inconsistent trends within the domain, but the basic index values point to the systematic advancement of gender equality in all domains (except for time).

When Serbia is compared with the European Union, it is noted that the value of the overall gender equality index in Serbia is lower than the EU-28 average for 2015 by 10.4 points (Chart 3).

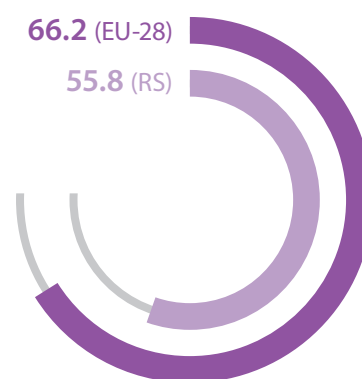
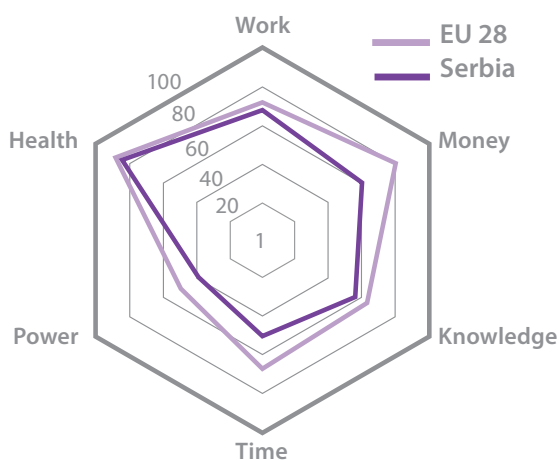


Chart 3: Gender Equality Index, Republic of Serbia (2016) and EU-28 (2015)

However, the gap between the EU-28 average and Serbia decreased compared to 2014, when it was 12.6 points. In order to achieve full gender equality, it is necessary to look up to countries that show the best values of the Gender Equality Index, such as Sweden, Denmark and Finland (Chart 6).

When the Gender Equality Index in Serbia is compared with the EU-28 index by domains, in order to see in which areas the deviation from the EU-28 average is greater or less, it is noted that the difference in relation to the EU-28 is more pronounced in the domains of power, time and money, and lesser in the domains of health, knowledge and work.

Positive changes in the value of the Gender Equality Index relative to the previous period of index calculation are somewhat more pronounced in Serbia than in the EU-28 (3.4 to 1.2 points), however, it should be borne in mind that the comparison does not apply to the same year (Chart 5).



Graph 4: Gender equality index by domains, Republic of Serbia (2016) and (2015)

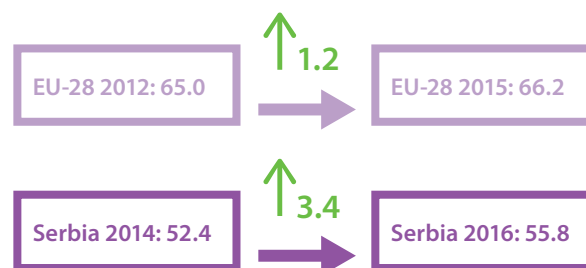


Chart 5: Gender Equality Index, EU-28 (2012-2015) and the Republic of Serbia (2014-2016)

When Serbia is compared with individual EU Member States, according to the value of the overall Gender Equality Index, it takes 22nd place. Compared to the previous period of reporting on the Gender Equality Index, Serbia did not change its ranking position, although the composition of the group of countries ranked lower or higher than Serbia has somewhat changed.

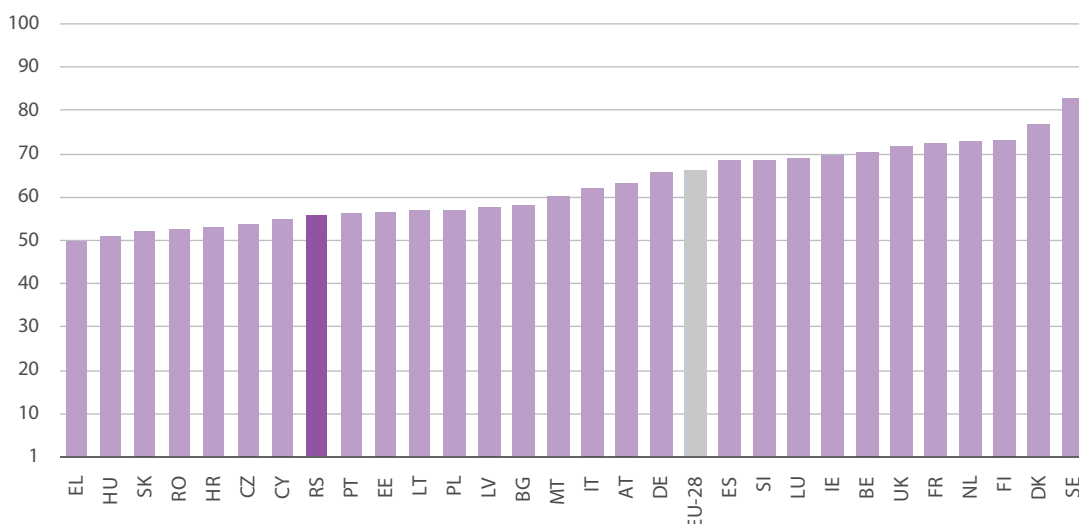
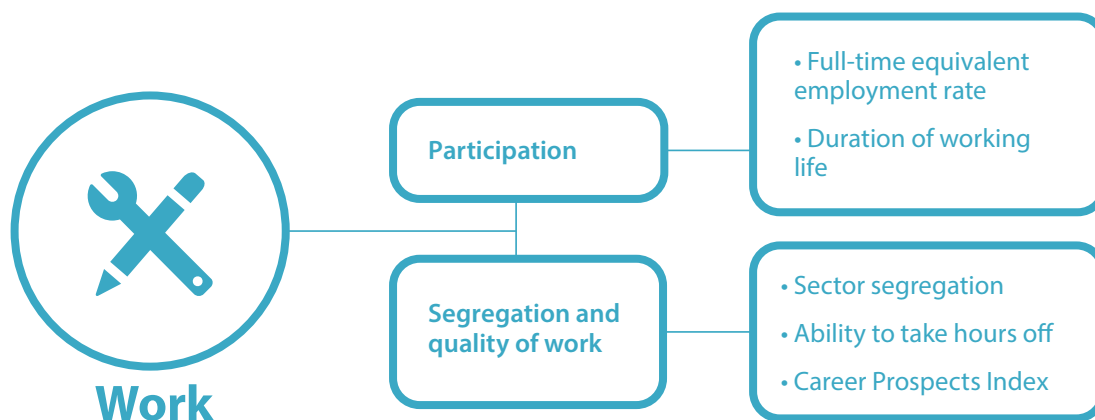


Chart 6: Gender Equality Index, Republic of Serbia (2016) and 28 EU Member States (2015)



## 4.2 Domain of work



In the domain of work the Gender Equality Index measures whether women and men have equal access to the labor market and whether they work equally in quality forms of employment and working conditions. The domain of work includes two sub-domains: participation and segregation in the labor market and quality of employment.

Participation refers to the level of employment and gender gap in the employment of women and men, pointing to their chances of accessing jobs or employment. This sub-domain combines two indicators: the full-time equivalent employment rate for the population aged 15 and over and duration of working life (for the population aged 15 and over). The full-time equivalent employment rate is obtained by comparing the average number of hours for each employee with the average number of hours of full-time employees (EIGE, 2017: 13).

Gender segregation and quality of work are elements of second sub-domain. Segregation refers to the horizontal and vertical engagement of women and men in different sectors, occupations and decision-making positions in the labor market. Concentration of women or men in certain sectors of economy or professions indicates horizontal gender segregation in the labor market, while concentration at decision-making positions, or insufficient representation in these positions, displays vertical forms of gender segregation. Sector segregation is measured by the participation of women and men in the sectors of education, health and social work. The quality of work is measured based on flexible working hours and career prospects. Flexibility is registered based on the ability of women and men to get an hour or two off during working hours in order to perform activities related to family care. The Career Prospects Index measures several aspects of the quality of employment: continuity of employment, defined by type of employment contract, job security (probability of losing a job in the next 6 months), chances for career advancement and chances for developing a work organization in terms of number of employees. The Career Prospects Index is measured on a scale from 0 to 100 points, with the highest value indicating the best career prospects.

#### 4.2.1 Situation for 2016 and changes in relation to 2014

In the domain of work there was a slight rise in the index value of 0.9 points (from 67.3 to 68.2) compared to 2014. This rise is due to increased participation and has been achieved despite the fact that there has been a slight deterioration in the sub-domain of segregation. Namely, when looking at sub-domain values (Chart 7), it can be observed that the value in the sub-domain of participation went up by 2.6 points, but that the value in the sub-domain of the segregation decreased by 0.4 points.

The rise in the results in the sub-domain of participation can be attributed, above all, to the total increase in employment in Serbia, and not to the reduction of the gender gap. The full-time equivalent employment rate rose from 39.8% in 2014 to 42.8% in 2016, but the gender gap at these rates (the difference between the men's and women's rates) remained the same, even slightly increased – in 2014 it was 14 and in 2016 it was 14.2 percentage points<sup>10</sup>. The improvement is also registered in the second indicator of participation, duration of working life. Total duration of working life has increased from 31.2 to 32.2 years in the observed period, but in this case the gender gap was also slightly reduced, from 6.9 years in 2014 to 6.6 years in 2016.

A slight decrease in the index values for the sub-domain of segregation and quality of work is largely attributed to segregation, which shows a decrease in the value of this indicator, from 12.2 to 11.9. Values for indicators to measure the quality of work are only available for 2015 when the European Working Conditions Survey was conducted so these indicators do not affect the change.

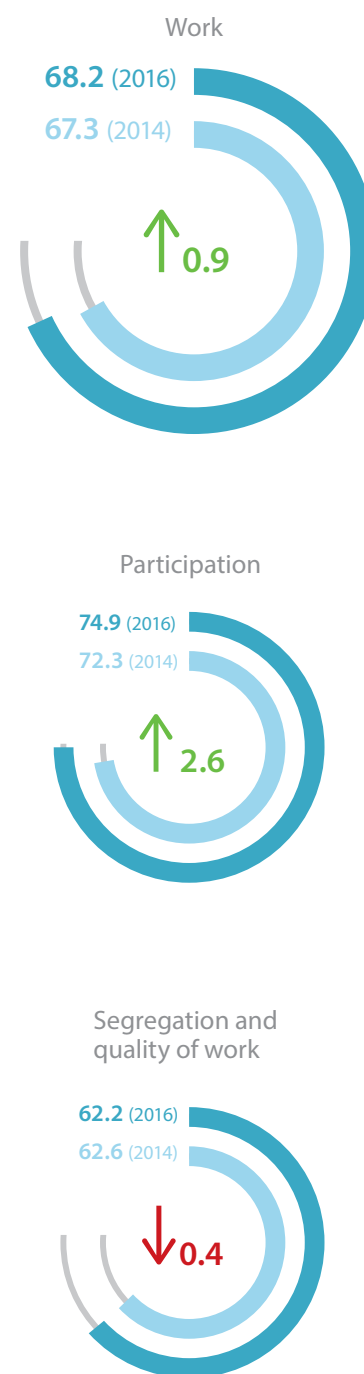


Chart 7: Gender equality index in the domain and sub-domains of labor, Republic of Serbia, 2014 and 2016

<sup>10</sup>The rate for women increased from 33.0% to 35.9% and for men from 47.0% to 50.1%.

## 4.2.2 The Republic of Serbia in comparison with the EU-28

Compared to the EU-28 average in the domain of work, Serbia shows an index value lower by 3.3 points. However, despite the fact that in the observed period the situation in Serbia has improved, primarily in terms of participation, it is precisely in this sub-domain that the gap between Serbia and the average state of the EU-28 is greater than in the sub-domain of segregation and quality of work, 4.9 points to 1.8 points, respectively.

Despite the improved results in the domain of work, Serbia has not changed its position in ranking with EU Member States. In both observed periods, it occupies 22nd place according to the index value of the domain of work. Serbia is most similar to Bulgaria and Hungary, with Bulgaria having a higher value on the indicator for sub-domain participation, but a lower value in the sub-domain of segregation and quality of work, while in comparison to Hungary Serbia has higher index values in both sub-domains. In comparison to Sweden, the country with the highest index of the domain of work, Serbia marks a difference of 14.4 points.

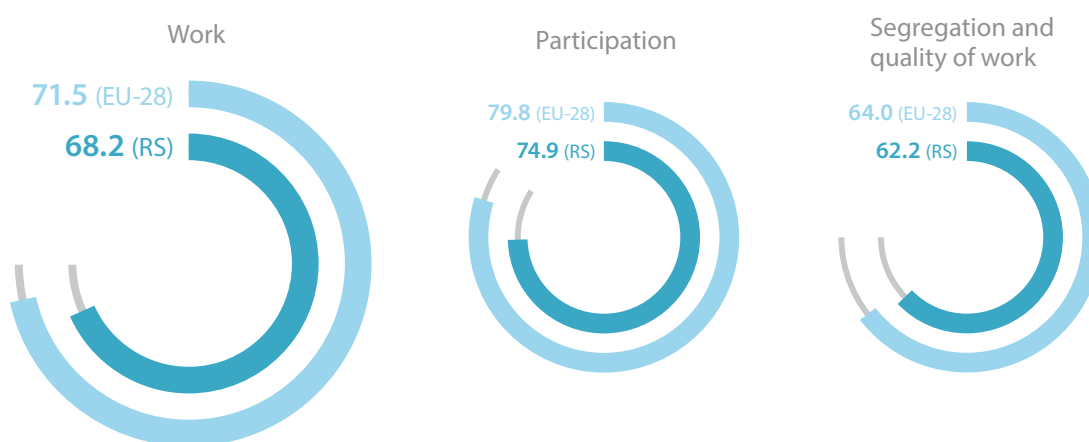


Chart 8: Gender equality index in the domain of work and sub-domains, Republic of Serbia (2016) and EU-28 (2015)

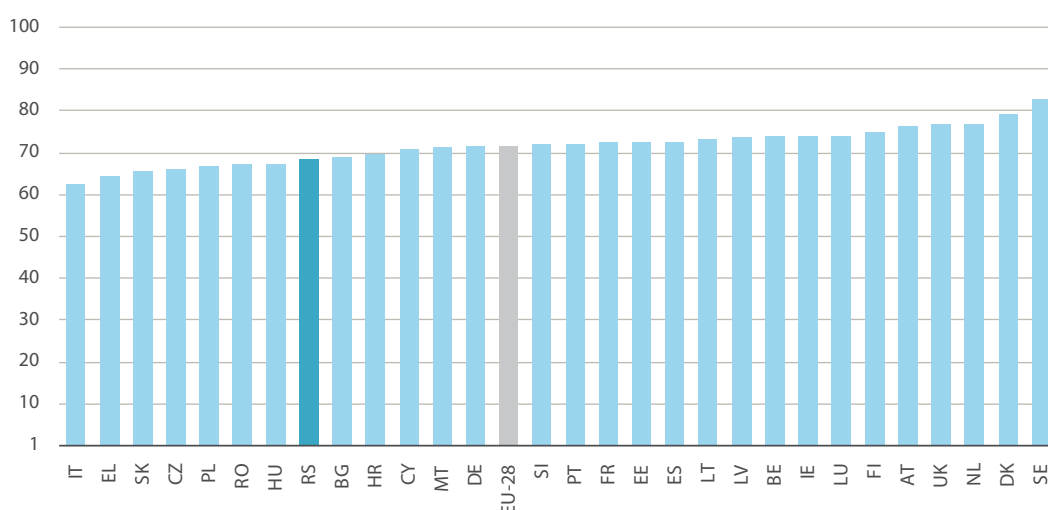


Chart 9: Gender Equality Index in the domain of work, Republic of Serbia (2016) and EU-28 (2015)

The promotion of gender equality in the domain of work is the subject of umbrella and sectoral policies in Serbia. National Strategy for Gender Equality (2016–2020) with Action Plan for the period 2016–2018 has defined improvement of economic and labour market status of women, especially members of vulnerable groups as one of its specific goals (objective 2.3). The achieving of this goal is envisaged by applying different measures:

- Monitoring and encouraging the development of women entrepreneurship,
- Increasing the formal employment of women, especially elderly women and women from vulnerable groups,
- Developing women's co-operatives in rural and urban areas,
- Promoting women's social entrepreneurship in urban and rural areas,
- Ensuring equal enjoying of all rights related to employment and work.

In addition, a specific measure within the specific objective of promoting gender equality in rural areas (Objective 2.5) is envisaged which foresees increasing the availability of incentives for women in rural areas for agriculture and entrepreneurship. The data from the Report on the Implementation of the Action Plan during 2016 and 2017 indicate that within the framework of measures of support to entrepreneurs implemented by the Ministry of Economy, within the program START UP 2017, almost 500 women participated in entrepreneurship educational programs, and that 154 women have been beneficiaries of mentoring services.

The National Employment Strategy (2011–2020) contains measures to achieve equal opportunities for women and men in the field of work. This Strategy sets out the measures required to create systemic preconditions for a policy of equal opportunities in the labor market, measures encouraging entrepreneurship, self-employment and employment of women. The Strategy also provides measures to improve mechanisms to eliminate discrimination against women in employment and at work, as well as special measures for women at risk of multiple

discrimination (Roma women, women from forced migrant groups, victims of violence, etc.). The increase in women's activity and employment rates is defined by the Strategy as one of the indicators of success in its implementation.

The Strategy evaluation on the first five years (2011–2015) of its implementation was published in 2017. In this report, it is noted that there has been a slight improvement in the position of women in the labor market in terms of increasing the rates of activity and employment, but that the gender gap remains pronounced and that the employment of women continues to lag behind the employment of men (Ministry of Labour, Employment, Veteran and Social Affairs, 2017). An action plan for the implementation of the National Employment Strategy for 2018 for improving the position of women in the labor market explicitly defined a measure (measure 2.9) – encouraging the employment of unemployed women by their greater involvement in active employment measures, particularly women from vulnerable categories (single mothers, victims of domestic violence, victims of trafficking, beneficiaries of financial social assistance and Roma women). A number of other measures that are not directly defined as measures to improve the position of women can contribute to their better position in the labor market, but this will be difficult to follow bearing in mind that the indicators envisaged to monitor the success of this Action Plan are not gender-sensitive.

The Employment and Social Policy Reform Program (ESRP), which constitutes an important framework for policy planning in the process of EU harmonization, identifies issues related to employment of women and provides for special measures to increase their participation in the workforce, especially women from marginalized groups. This program envisages development of special measures to support the employment of women, especially single mothers, encourage initiatives at the local level that provide job openings for unemployed women without qualifications or with very low qualifications, as well as measures to encourage female entrepreneurship. Special measures are also foreseen for improving

the employment of the Roma population, including measures to encourage entrepreneurship and co-operatives among Roma women<sup>11</sup>.

However, although conceived as the main mechanism for dialogue on priorities in the areas of social policy and employment through which strategic priorities should be aligned with EU priorities and standards, and that its implementation is monitored and reported to the EC, for now, this strategic document did not play this role. The Economic Reform Program for the period 2018–2020 played the role of the main mechanism. This program, however, is extremely economic in its nature, with a very limited focus on social aspects and equal chances in employment and economic empowerment of women. Expected effects on gender aspects of employment appear either sporadically (such as the effects of measures to increase the competitiveness of agricultural holdings from the IPARD program on economic participation and the position of women in rural households), or are insufficiently precise, as in the case of the expectation that by improving active employment measures and equal engagement of unemployed men and women into programs and measures of active employment will have equal results in terms of increasing the acquisition of knowledge, skills and work experience. Again, the indicators in these areas are not gender sensitive, which limits the ability to monitor the effects of measures on women and men. For this reason, it is not possible to identify the achieved results in terms of increased employment of women based on the monitoring report on the implementation of the priority structural reforms (PSR) and ERP<sup>12</sup>.

A set of strategies aimed at improving the socio-economic situation of different social groups also defines measures of economic empowerment and increase of employment. National Youth Strategy for the period 2015–2025 foresees improved employability and employment of young women and men as one of its main strategic goals. To achieve this goal, a number of measures are envisaged, including measures related to the development of mechanisms that promote employment and youth employability, increased coherence of knowledge, skills and competences

acquired in the process of lifelong learning with labor market needs, incentives for the development of youth entrepreneurship and a developed functional and sustainable system of career guidance and counseling for youth. Implementation of the Strategy is defined by the Action Plan for the period from 2015 to 2017, but the indicators for measuring the results are not gender sensitive.

The National Strategy for Social Inclusion of Roma (2016–2025), through a special objective, envisages encouraging the inclusion of working age members of the Roma national minority in the formal labor market and improving employability, employment and economic empowerment, in particular of Roma belonging to the categories of hard-to-employ unemployed persons<sup>13</sup>. These measures and expected outcomes are gender-responsive.

Strategy for Agriculture and Rural Development of the Republic of Serbia for the period 2014–2024 defines a series of measures to improve agricultural production and to promote employment in rural areas. It defines the welfare of the rural population, with full respect for the vulnerable position of young people and women in the rural labor market, as well as the social position other sensitive groups as one of the guiding principles on which the proposed measures are based<sup>14</sup>.

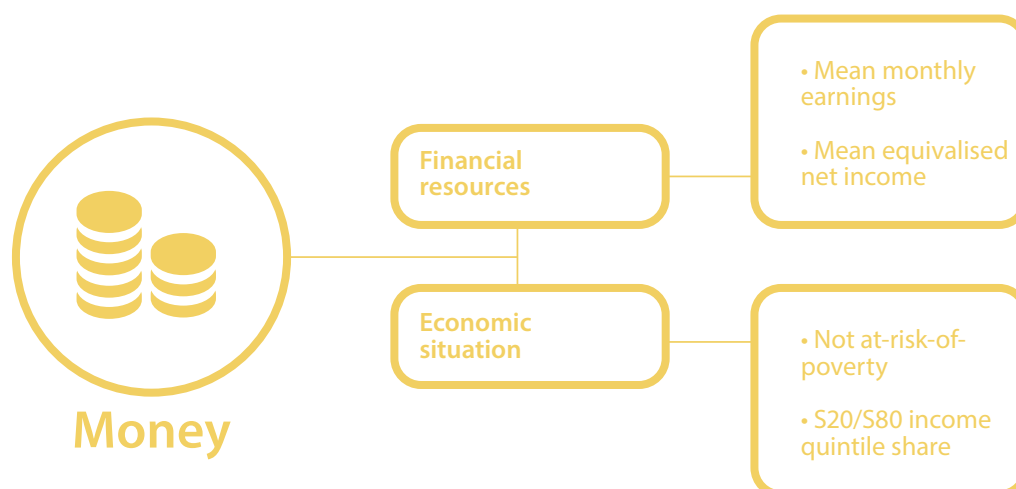
<sup>11</sup> Government of the Republic of Serbia, ESRP, p. 40–41.

<sup>12</sup> ERP Implementation Report for the period 2017–2019 is available in the ERP for the period 2018–2020, pages 140–174, at <http://www.mfin.gov.rs/UserFiles/File/strategije/2018/ERP%202018-2020%20SRB%20FINAL.pdf>

<sup>13</sup> Government of the Republic of Serbia, Strategy for Social Inclusion of Roma (2016–2025), p. 59.

<sup>14</sup> Government of the Republic of Serbia, Strategy for Agriculture and Rural Development of the Republic of Serbia (2014–2024), p. 60.

### 4.3 Domain of money



Gender inequalities in access to financial resources and the economic situation in which women and men live is measured in the domain of money.

The sub-domain of financial resources contains the data on monthly earnings of women and men measured by two indicators. The first indicator represents monthly earnings based on work, and the second represents the mean equivalised net income, which besides salaries based on paid work includes pensions, social benefits, as well as any other source of income. Both are reflected in the Purchasing Power Standard (PPS), which is an artificial currency that takes into account differences in price levels between countries.

The sub-domain of the economic situation measures the exposure of women and men to the risks of poverty and the distribution of income between women and men. Indicators included in these components of the index measure the share of population not at-risk-of-poverty (whose income is above or at the level of 60% of median income in the country) and the share of the lowest and highest income quintile by gender. This last indicator is used to measure the level of income inequality between women and men. Unlike the income distribution indicators in the EU-28, which only refers to a population older than 16 years, this indicator in the Gender Equality Index for the Republic of Serbia includes the entire population.

### 4.3.1 Situation for 2016 and changes in relation to 2014

In the domain of money there is a positive change in the period 2014–2016. An rise of 1.1 points (from 59.1 to 60.2) in the index value was recorded due to the improvement of the situation in both sub-domains, although somewhat more in the sub-domain of financial resources, where the index value increased by 1.6 points compared to the sub-domain of the economic situation where an increase of only 0.2 points is recorded.

The rise in the index value in the sub-domain of financial resources is the result of an increase in the mean equivalised net income<sup>15</sup> from 5,374 PPS in 2014 to 6,179 PPS in 2016. Changes in the sub-domain of economic situation are extremely small and cannot be analyzed in detail.

### 4.3.2 The Republic of Serbia in comparison with the EU-28

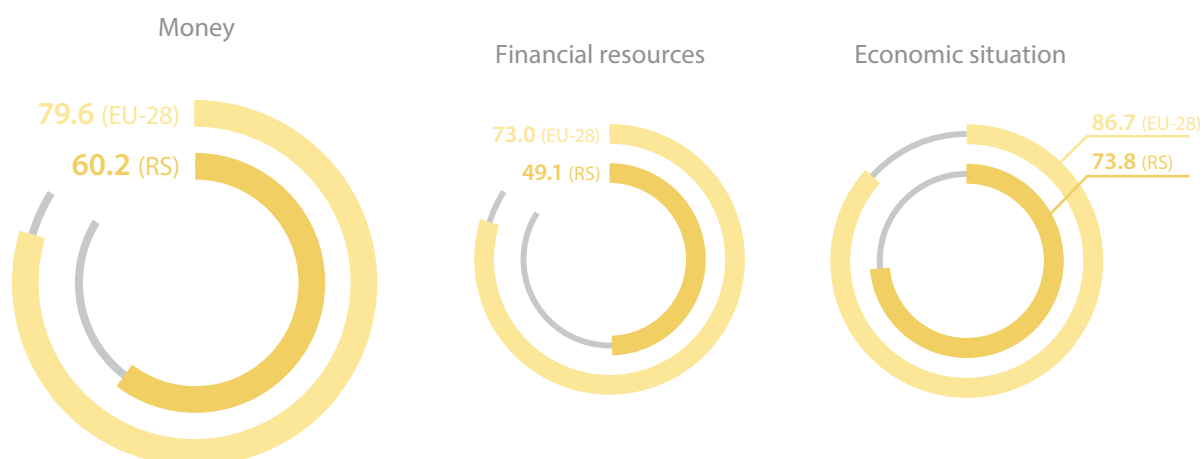
Despite the positive change recorded in the domain of money, this remains the domain in which the largest difference between Serbia and the EU-28 average is recorded. This difference in 2016 was 19.4 points, while in 2014 it was 20.5 points, indicating that the gap in relation to the EU-28 average is decreasing. The difference between Serbia and the EU-28 average is significantly higher in the sub-domain of financial resources (23.9) than in the sub-domains of the economic situation (12.9).

Compared to EU Member States, Serbia shows an index value in domain of money higher only from Romania (60.2 compared to 59.4), while in 2014 Serbia was in the last position. It should be kept in mind that higher value in the domain of money compared to Romania is due to higher value in the sub-domain of financial resources, while in the second sub-domain – the economic situation – Serbia recorded lower values than Romania. Compared to Luxembourg, the country that shows the highest index value in this domain, Serbia lags behind by 34.2 points.



Chart 10: Gender Equality Index in the domain and sub-domains of money, Republic of Serbia, 2014 and 2016

<sup>15</sup>The values of average monthly earnings indicators could not affect the change in index values for this sub-domain because the research that represents the data source for calculating the mean monthly earning indicator was the Research of the Structure of Earnings that was a pilot research conducted in 2014. Data from this research were used for calculating indicators in both time periods.



Graph 11: Gender equality index in the domain and sub-domains of money, Republic of Serbia (2016)

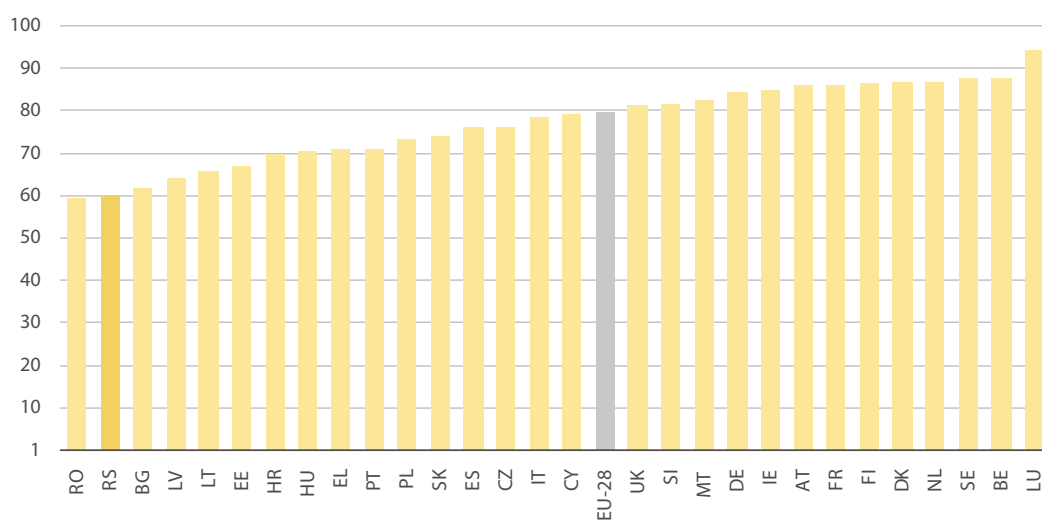


Chart 12: Gender equality index in the domain of money, Republic of Serbia (2016) and EU-28 (2015)



### 4.3.3 Intersecting inequalities in the domain of money

The domain of intersecting inequalities refers to the intersection of gender characteristics with other characteristics such as age, disability, belonging to different social groups defined on the basis of ethnicity, religion, sexual orientation, social class, place of residence. The purpose of this domain is to point out that sex in interaction with other characteristics of social groups creates specific conditions and positions in the areas covered by the basic domains of the Gender Equality Index (EIGE, 2013: 31).

Intersecting inequalities in the domain of money were calculated for the first time in Serbia due to the availability of data necessary for calculating this satellite domain. In its report on gender equality in the EU-28, the European Institute for Gender Equality analyzed how the gender identity in the interaction with life in a particular type of household or characteristics such as age, education, disability and country of birth affect the situation of different groups in domains covered by the Gender Equality Index. In accordance with the available data, the analysis of intersecting inequalities in Serbia was possible only for groups defined by type of household, age and education, with an aspect related to the degree of urbanization of the settlement, which is a specificity of the report for Serbia in relation to the report for the EU-28.

Intersecting inequalities in the domain of money are observed on the basis of two indicators: the mean equivalised net income, which is an indicator for the sub-domain of financial resources and indicator for the economic situation, which measures the share of the population at risk of poverty, that is, with an income below 60% of median income in Serbia.

Data on the average equivalised net income show that single member households, single-parent households, and households with two or more dependent children have lower incomes than the average for Serbia. The largest difference compared to the average for Serbia in 2016 was recorded among households consisting of families with two adult members and three and more dependent children. Behind them are single-parent family households, and then single-member households. The data indicate that the increase in the number of children is associated with a decline in income. Thus, couples without children or with one child have income above the average for Serbia, and as soon as

the ratio of the number of adults and children in the family becomes equal or tips to the benefit of the number of children, household income drops, growingly moving away from the average. An exception to this rule are single-member household, but it should be borne in mind that these single-member households are not predominantly households of young people and employed persons who have not yet entered a partnership or have established a family, but that these are mostly households of elderly single persons, especially women who have a longer life expectancy but an unfavorable economic situation.

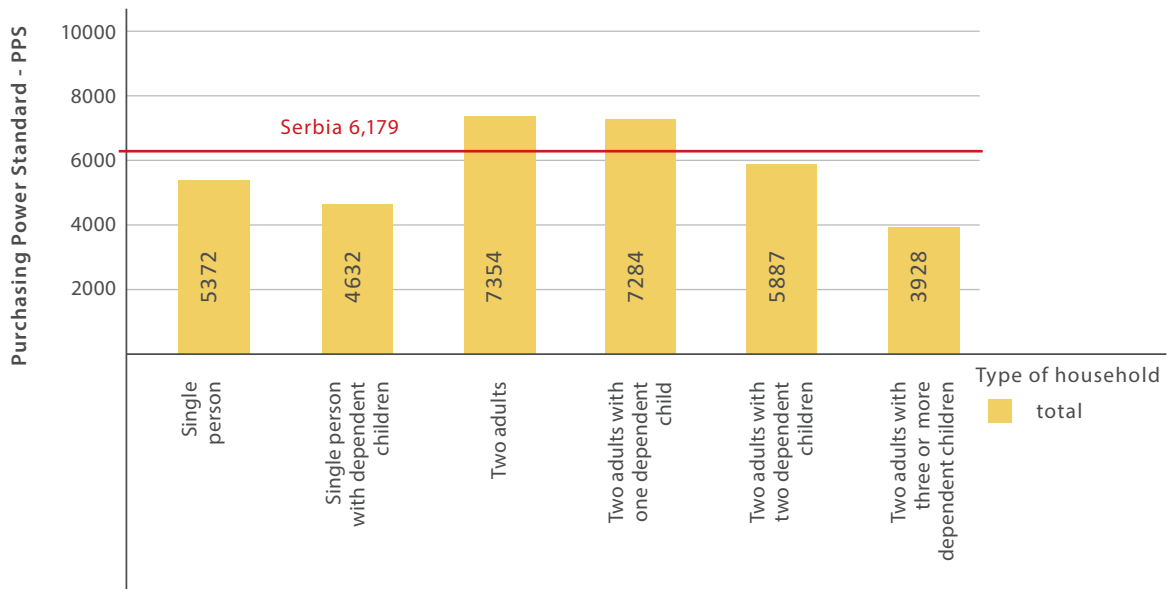


Chart 13: Mean equivalised net income by type of household (purchasing power standard, population aged 16 and over), Republic of Serbia, 2016

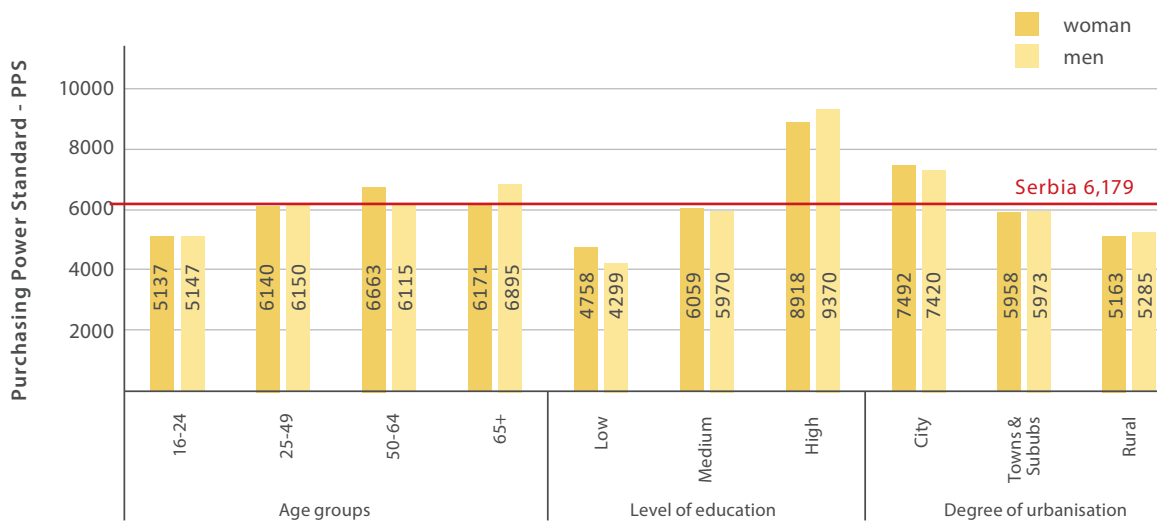


Chart 14: Mean equivalised net income by gender, age groups, education level and urbanization level (purchasing power standard, population aged 16 and over), Republic of Serbia, 2016.

Intersecting inequalities in terms of income are also present among other categories. Income above the average has been recorded in the urban population, persons with higher education, certain groups of women and men from the elderly population segment, while income lower than the average for Serbia has been recorded in young persons and older women, persons with primary and secondary education, as well as persons living in rural areas or medium urbanization degree settlements. The gender gap is present in favor of women among the population aged 50–64, lower education and urban population, while the gender gap in favor of men is expressed among the elderly (65+), persons with higher education and among the rural population.

When it comes to the economic situation, it is necessary to bear in mind one methodological note. While the index of the sub-domain of the economic

situation uses an indicator to calculate a not-at-risk-of-poverty rate, or the share of population with a net equivalised income of, or above 60% of the median income in Serbia, an indicator calculating the share of the population with net equivalised income less than 60% of median income in Serbia is used for monitoring intersecting inequalities. The image obtained from this indicator is very similar to the previous one. Households without children, with one, but this time with two dependent children as well, have lower poverty risk rates than the overall rate for Serbia. On the other hand, single-member households, single parent households, and households of families with two adults and three or more children are exposed to higher poverty risks than the average for Serbia. In this last category, half of the households face the risks of poverty.

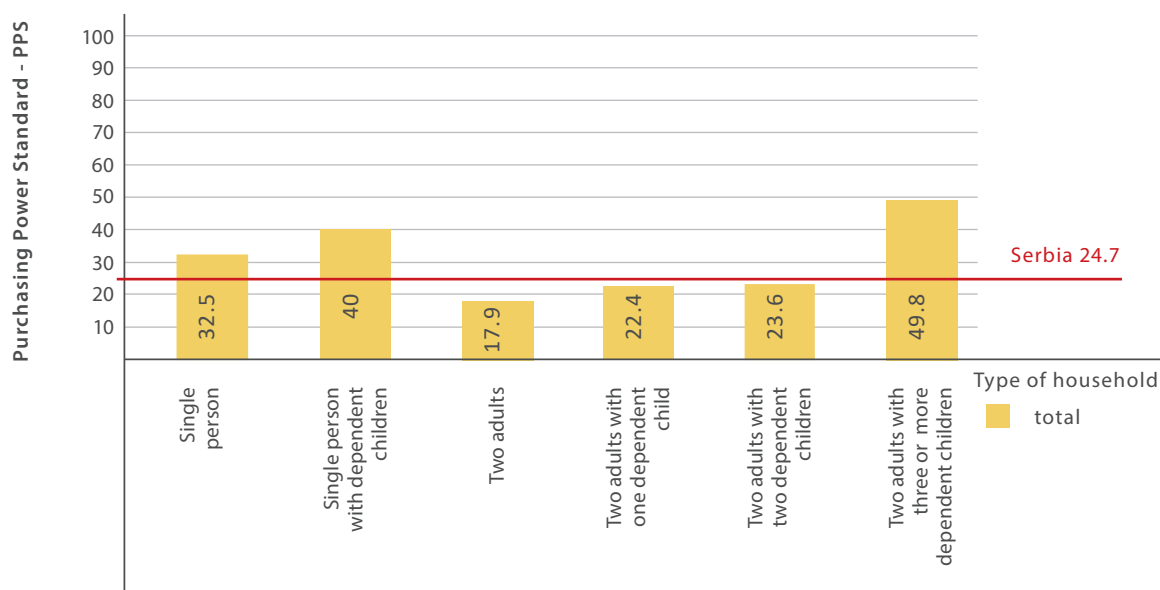
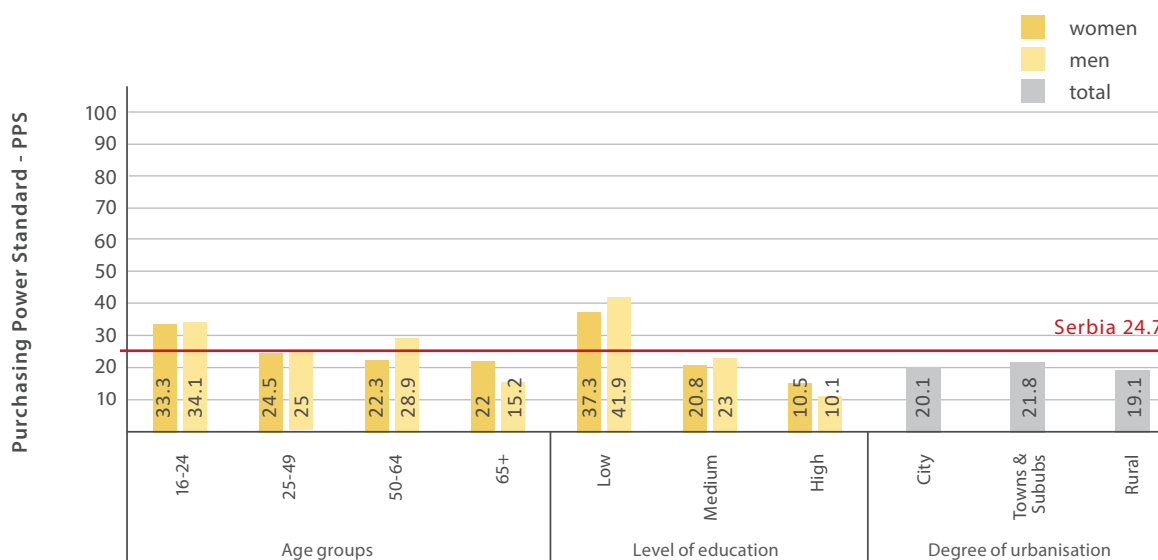


Chart 15: Population aged 16 and over at risk of poverty, <60% of average income, by type of household, Republic of Serbia, 2016



Graph 16: Population age 16 and older at risk of poverty, <60% of average income by gender, age groups, level of education and level of urbanization, Purchasing Power Standard, Republic of Serbia, 2016

When the poverty risks are monitored cross-linked to age and level of education, on the one hand, and to gender on the other hand, it is noted that young people are especially exposed to the risks of poverty, somewhat more young men, men aged 50-64, women and somewhat more men with lower education. Serbia, with Malta and Poland, is an exception in that poverty risk rates are slightly lower for women than for men, while in all other Member States it is opposite – women are systematically exposed to higher risks of financial poverty. This finding requires a deeper study of the reasons that may have a relatively protective role in women poverty. It can be assumed that rarer independence of young women, that is, their longer stay in the family with their parents or their direct transition from the parent family to a partner/marital relationship, affects this lower risk of poverty. This may be supported by a lower rate of divorce in the categories of women who are at particular risk of poverty (lower educated, living in rural areas, the unemployed, etc.).

#### 4.3.4 Policies for the promotion of gender equality in the domain of knowledge

Policies and measures aimed at reducing economic inequalities and combating poverty after 2008, when the first and only National Poverty Reduction Strategy expired, are not the subject of a comprehensive strategy that is primarily or exclusively focused on this problem. In addition, the Strategy for Gender Equality and its Action Plan for the period 2016–2018 do not foresee measures that are specifically focused on inequalities in outcomes, that is, in income and poverty risks, but primarily focus on reducing inequality in economic participation and access to resources that are an important prerequisite for this.

Insights into policy show that strategic objectives and measures directly and explicitly focused on reducing inequalities are not sufficiently represented, and that measures aimed at reducing the risk of poverty, that is, measures of social protection aimed at achieving this goal, either through direct financial support or through social inclusion measures are not gender-specific.

The ESRP defines a set of measures aimed at improving social inclusion and social protection, but, unlike the measures of employment defined by this program, the set of these measures does not contain gender-specific measures.

ERP for the period 2018–2020 covers the field of social inclusion, poverty reduction and equal opportunities and defines the improvement of the adequacy, quality and targeting of social protection as one of the strategic priorities. Within the framework of structural reforms planned by ERP for this area, it is envisaged to increase the adequacy of cash benefits and improve the availability and the quality of social protection services through legislative changes (measure 1) and information linking of different sectors to ensure that the users achieve social rights without administrative barriers and thus better targeting overall social assistance (measure 2).<sup>16</sup> Within these measures, gender aspects are not particularly emphasized in the analysis of the situation or in the design of measures, nor in the expected effects on economic inequality and poverty reduction.

The National Strategy for Social Inclusion of Roma (2016–2025) defines the specific goal of improving access to social care services and the availability of financial support to reduce poverty and increase the social inclusion of Roma men and women in the local community.<sup>17</sup> Within this objective, it is envisaged to improve the system of financial support for endangered families (operational objective 2).

The Gender Equality Strategy (2016–2020) focuses on a category that is also exposed to particular poverty risks – single parents. As one of the special measures, the Strategy defines support for single parents by systematically addressing the problem of non-payment of alimony and other support measures in the areas of housing, employment and access to childcare services.

The Strategy for Agriculture and Rural Development (2014–2020) as one of the main strategic goals envisages achieving stability of farmers income as well as reducing poverty. Although the strategy emphasizes that all measures are based on the principle of gender equality and empowerment of women in rural areas, specific measures are not defined to reduce poverty by interventions that take into account gender specific causes and manifestations of poverty and income inequality.

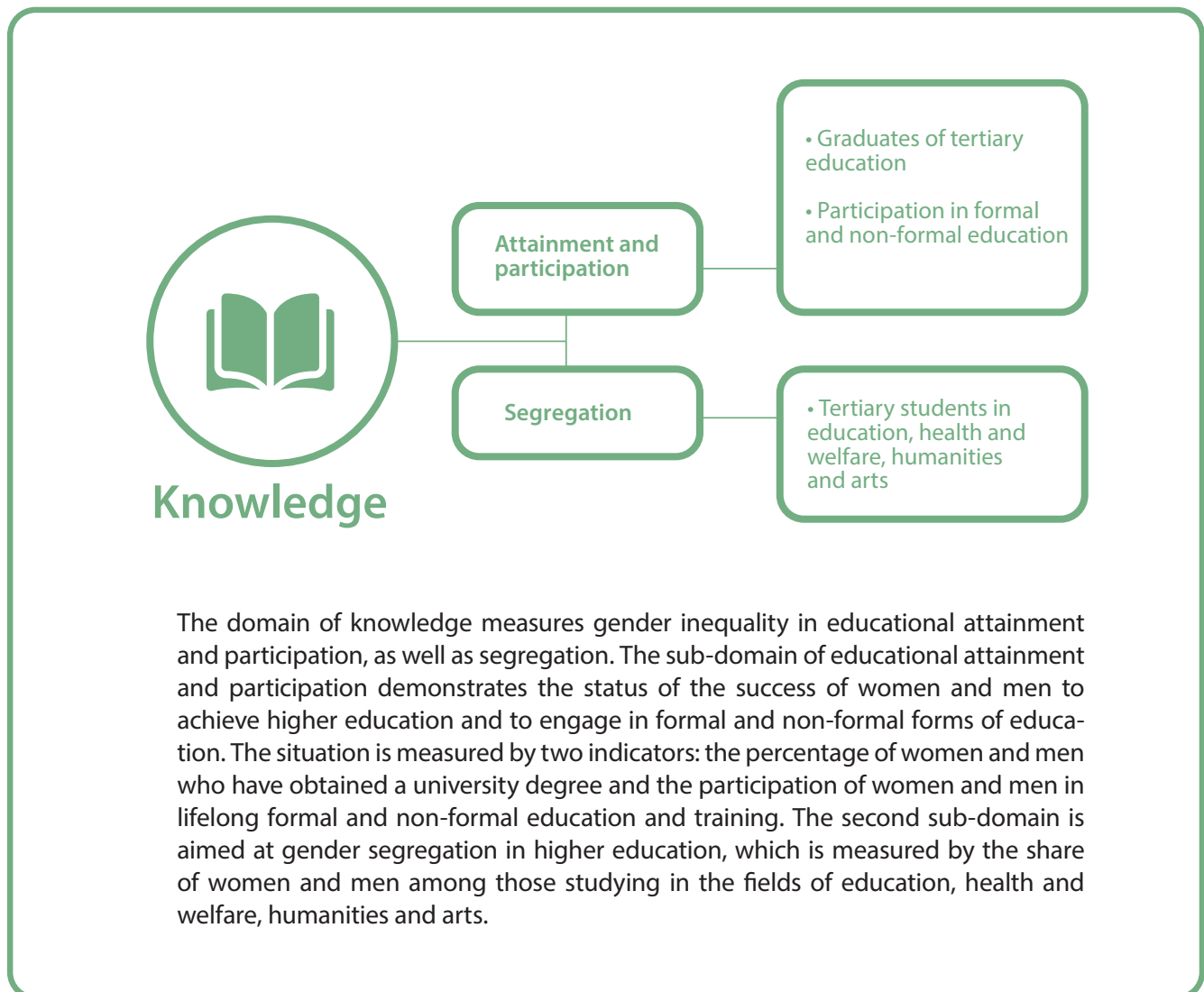
The National Youth Strategy (2015–2025) envisages measures to support social inclusion of young people from categories at risk of social exclusion, but in this part strategically foreseen measures and activities are not gender specific as in the field of employment.

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<sup>16</sup> Government of the Republic of Serbia, ERP 2018–2020, p. 120.

<sup>17</sup> Government of the Republic of Serbia, Strategy for Social Inclusion of Roma (2016–2025), page 59.

## 4.4 Domain of knowledge



### 4.4.1 Situation for 2016 and changes in relation to 2014

In the domain of knowledge, there was a slight positive change in the period 2014–2016 (from 56.9 to 57.3). This change was due to the increase of the value in the sub-domain of attainment and participation by 1 point, while a small drop in the index value (0.3 points) was observed in the sub-domain of segregation.

It is important to note that the increase in the sub-domain of educational attainment and partici-

pation was exclusively due to the increase in the participation of persons who have achieved higher education in the population aged 15 and over and not because of the increase in the share of persons participating in formal or non-formal education and training in the population of the same age. The first indicator demonstrates that the rise has been achieved because of new tertiary education graduates, while the other points to the absence of changes in the field of lifelong learning, which is of great importance for the development of professional potentials of all generations in the process of adapting to dynamic changes in the labor market. In the sub-domain of segregation there was a slight decli-



Chart 17: Gender equality index in the domain and sub-domains of knowledge, Republic of Serbia, 2014 and 2016

ne in index values. Segregation is still pronounced because among women in tertiary education, there is a greater share of those educated in the fields of education, health, social protection, humanities and arts than among the men in tertiary education.

#### 4.4.2 The Republic of Serbia in comparison with the EU-28

In the domain of knowledge, Serbia has recorded an index 6.1 points lower than the EU-28 average. The difference is more pronounced in the sub-domain of attainment and participation (11 points) than in the sub-domain of segregation (1.9 points). Segregation is still a major problem in the EU Member States, even in those with the best achievements in gender equality.

Comparison with the Member States shows that Serbia is better ranked in this domain than in the domains of work and money. In 2016, Serbia shares

16th and 17th place with the Czech Republic, which has the same value in the domain of knowledge (57.3), positioning itself between Cyprus and Hungary. In relation to the Czech Republic, Serbia differs in this domain in that it shows slightly better characteristics in the sub-domain of segregation, but worse in terms of participation. However, when compared with the Cyprus (Serbian index value lower by 1.2) and Hungary (Serbian index value higher by 0.4 points), Serbia shows a similar specificity as in comparison with the Czech Republic – somewhat better result in terms of segregation and worse in terms of participation. It is important to note that this specificity of Serbia, to show less unfavorable characteristics in the sub-domain of segregation, can be compromised if the previously recorded slight negative trend continues in the following period. Compared to Denmark, which records the highest index value in this domain, Serbia has an index value lower by 16.3 points.

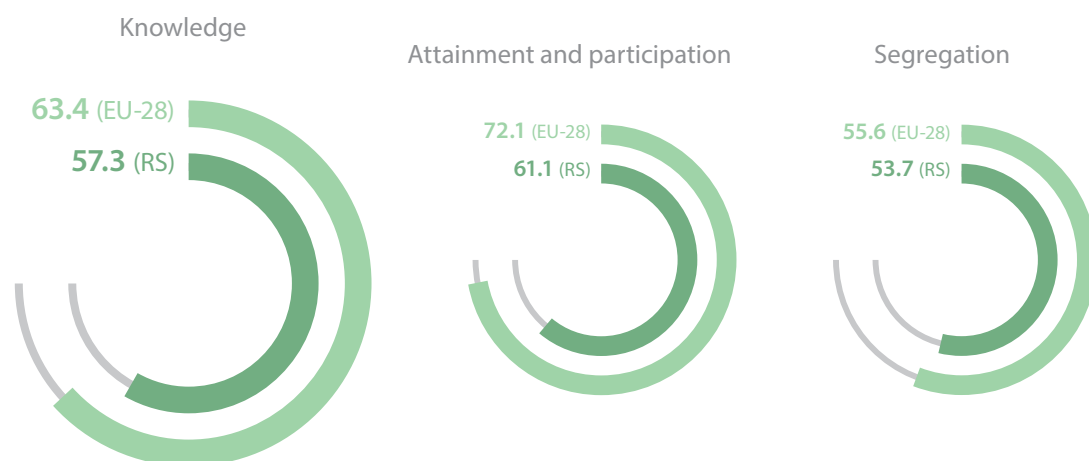


Chart 18: Gender equality index in the domain and sub-domains of knowledge, Republic of Serbia (2016) and EU-28 (2015)



Chart 19: Gender equality index in the domain of knowledge, Republic of Serbia (2016) and EU-28 (2015)



#### 4.4.3 Policies for the promotion of gender equality in the domain of knowledge

The Strategy for the Development of Education in Serbia until 2020 is concerned with the reform of the education system, it is focused on the system and there are no measures defined from the point of view of improving the education of specific groups. The Strategy does not recognize the role of the education system in achieving gender equality, nor are its measures defined in that direction.

A general increase in the level of education of the population was set as one of the priority goals of ESRP. This Program does not apply a gender-responsive approach in the field of education, but some measures are designed to enable higher educational achievements, greater involvement of children and young people from vulnerable social groups in the education system, improvement of lifelong learning, which is of particular importance for employability and career development, as well as better coordination between education and labor market.

ERP (2018–2020) defines reform priorities in the field of education and acquisition of skills. Structural reforms given priority in this strategic document relate to the establishment of a national framework of qualifications in line with the requirements of socio-economic development, providing support to the implementation of the concept of lifelong learning and facilitating easier mobility of the workforce. Expected effects on gender equality are not presented in this document, nor are the indicators gender sensitive.

The National Youth Strategy (2015–2025) as one of the basic strategic goals defines improved quality and opportunities for acquiring qualifications and development of competences and innovations of young people. In order to achieve this goal, a number of measures are in place to create the conditions for developing creativity, innovation and youth initiatives and attaining competences within

lifelong learning, as well as improving the possibility of equal access to education for all and support to young people from vulnerable social groups.

Increasing educational achievements and gender equality in education for the Roma community is one of the key strategic goals of the Strategy for Social Inclusion of Roma (2016–2025). The first strategic objective envisages ensuring inclusion of children and young people from the Roma community in quality pre-school, primary and secondary education, achieving greater inclusion of Roma men and women in the tertiary education and providing support to the education of young people and adults who have not attended school or have dropped out, with effective mechanisms to combat discrimination and to create conditions for Roma men and women to enjoy all rights in the education system.

The Gender Equality Strategy (2016–2020) tackles the role of education in a slightly different way, in an effort to improve the awareness of gender equality and to eliminate gender stereotypes and prejudices through the improvement of education programs at all levels, in terms of gender-sensitive content. The role of the measures envisaged in the Action plan for the implementation of the Strategy in the field of education is to contribute to the overall goal of changing gender patterns and improving gender equality culture in Serbia. In addition, measures in the field of education are also envisaged in the context of supporting young and juvenile mothers to continue their education.

An overview of the most important strategic initiatives suggests that in the field of education there are no systematic measures of intervention in precisely those aspects where the level of achievement and gender equality is measured. Namely, the segregation sector is not subject to systematic reforms and concrete measures, nor to an actual strategic document that focuses on education reforms or the intersection of education and gender equality.

## 4.5 Domain of time



### 4.5.1 Situation for 2016 and changes in relation to 2014

The Gender Equality Index in the domain of time for Serbia is 48.7. The domain of time does not show a change in the period 2014–2016 due to the fact that the values of the indicators for both observed periods have been calculated on the basis of the same data obtained by the European Survey on

Quality of Life carried out only in 2016 and the European Survey on working conditions that was conducted only in 2015.

When viewed by sub-domains, it is observed that a slightly higher index value is recorded in the sub-domain of care activities than in the sub-domain of social activities.

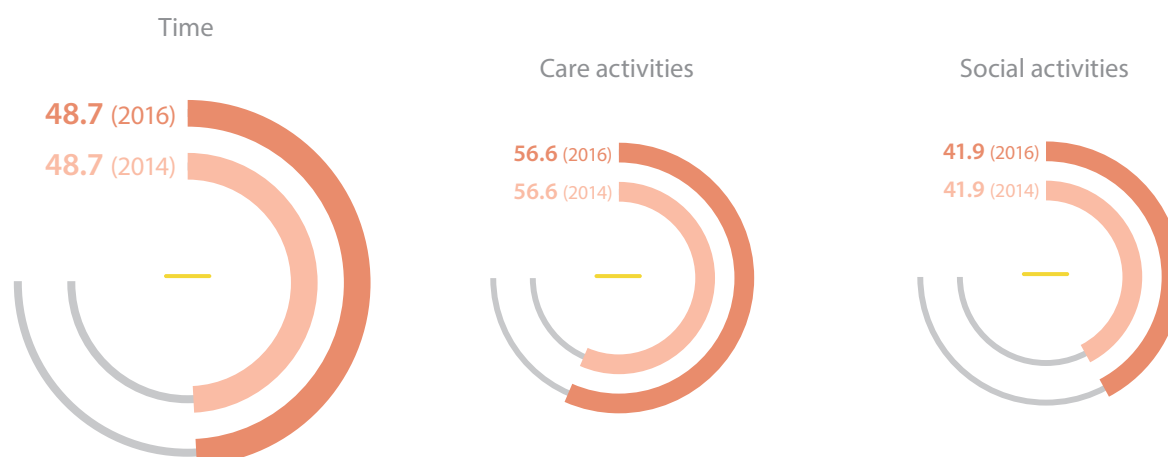


Chart 20: Gender equality index in the domain and sub-domains of time, Republic of Serbia, 2014 and 2016

Indicator for the sub-domain of care activities, which measures the share of people cooking and/or doing housework every day (in the population aged 18 and over), shows that 67.9% of women and 11.5% of men cook and/or performs housework activities every day. 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%.

The proportion of those who perform voluntary or humanitarian activities is not large but it is higher among women than among men (8.1% versus 6.4%). When it comes to leisure activities, sporting and cultural activities, there is a slightly higher proportion of employed men than employed women who engage in these activities daily or several times a week, 13.9% to 11.5%, respectively. The data unambiguously indicate that taking care of others, whether in the case of household members (through work in the household) or community (through voluntary and charitable activities), is disproportionately distributed so that women are performing these activities to a significant extent, at the expense of those activities that focus on personal development and well-being, such as sports, cultural activities, etc.

#### 4.5.2 Republic of Serbia in comparison with the EU-28

Compared to the EU-28 average, Serbia records the index value in the domain of time lower by 17 points. The difference is higher in the sub-domain of social activities (19.7) than in the sub-domain of care activities (13.4). It should be noted that the domain of time is actually the domain in which deterioration has been reported in the EU-28. This increase in inequality in the domain of time significantly undermines the life quality of a large number of women who disproportionately bear the responsibility of caring for the family and have little opportunity to rest, play sports or meet their cultural needs.

Regarding Member States, Serbia ranks 25th in the domain of time, between Romania and Portugal. In relation to these two countries, Serbia has recorded a significantly lower result in the sub-domain of care activities – 56.6 compared to 70.7 in Romania and 63.3 in Portugal, and somewhat better in the sub-domain of social activities – 41.9 to 35.8 in Romania and 35.7 in Portugal. In terms of value in the sub-domain of care activities, Serbia is most similar to Slovakia (56.5) and Croatia (54.4), while in the sub-domain of social activities it is the closest to Poland (43.0). In comparison to Sweden, the country with the best results in the domain of time, the lag is as much as 41.4 points.

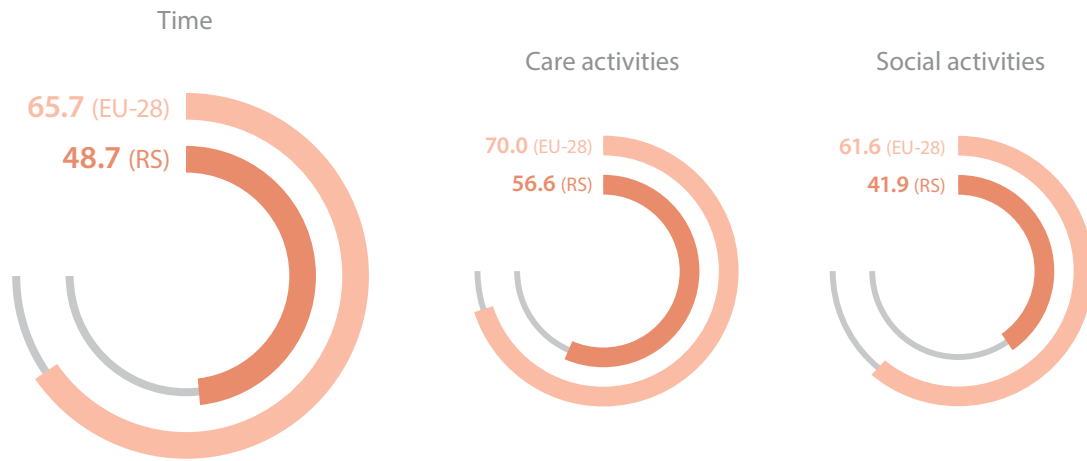


Chart 21: Gender equality index in the domain and sub-domains of time, Republic of Serbia (2016) and EU-28 (2015)

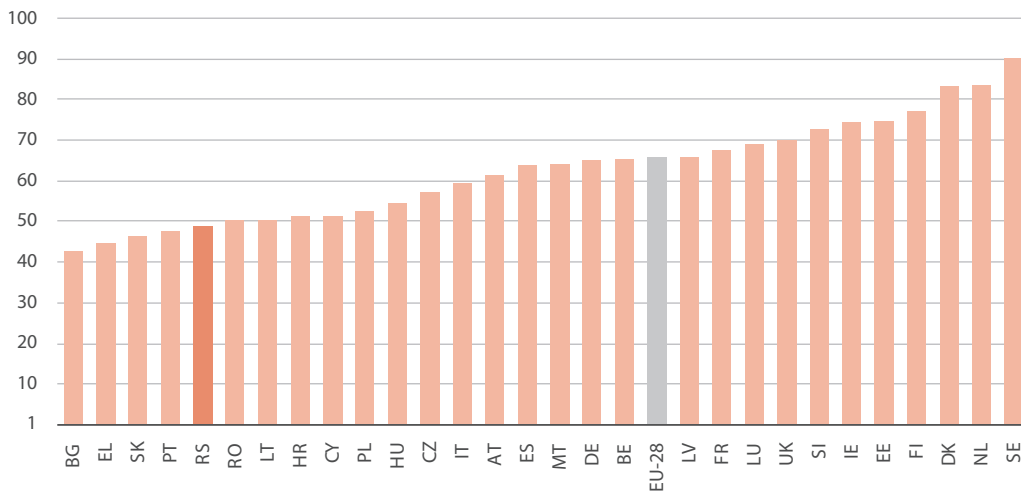


Chart 22: Gender equality index in the domain of time, Republic of Serbia (2016) and EU-28 (2015)

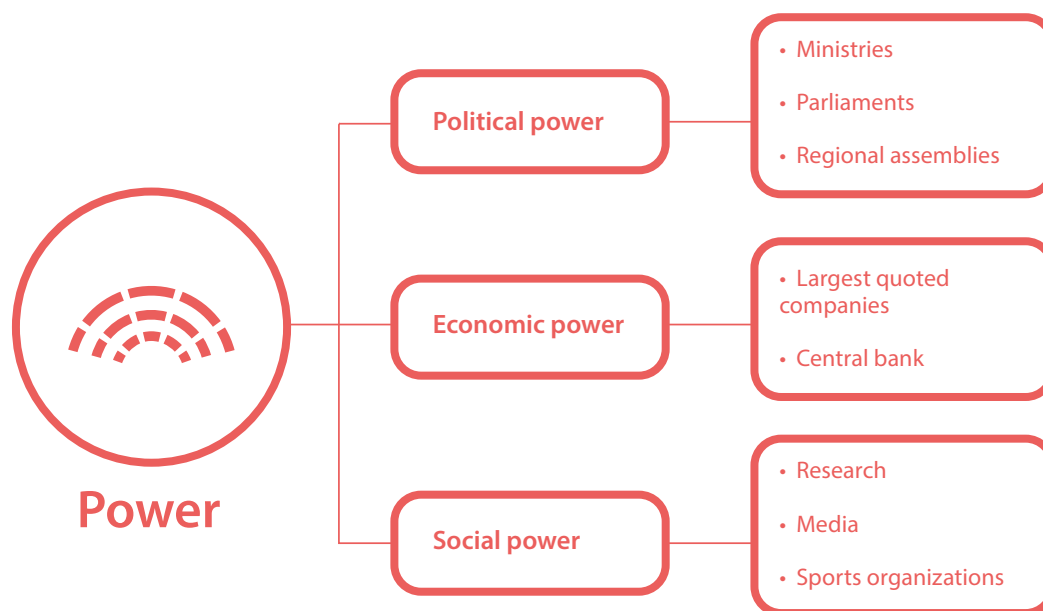
### 4.5.3 Policies for the promotion of gender equality in the domain of time

Strategic action that would lead to a more balanced lifestyle, in which responsibilities in the domain of household reproduction and family care are more evenly distributed between women and men, is not significantly represented. And when present, it is in the form of measures to improve the care of children and the family with the aim of facilitating the employment opportunities of women, such as in the case of the Strategy for the Development of Education in Serbia until 2020 or in the context of long-term care for the elderly, as is the case with the ESRP, and not because of having recognized the need to establish a more equitable distribution of household responsibilities and the promotion of gender equality.

The Gender Equality Strategy (2016–2020) addresses this issue from the perspective of gender equality and the need to establish a more equitable sharing of responsibility for unpaid work and caring for family members between women and men, which would enable better life styles in which more time is dedicated to personal development and leisure. Within the overall goal of enhancing equality between women and men through the application of policies and measures of equal opportunities, one

of the specific goals is the establishment of equal participation of women and men in parenting and the economy of care. The measures envisaged to achieve this goal include increasing the use of parental leave by fathers and developing alternative and new services for the care of children and of the elderly. In addition to improving the legal framework and harmonization of labor legislation with EU directives regarding the right to parental leave, the Action Plan for the implementation of the Strategy envisages organization of campaigns to promote paternity and the role of men in parenting, as well as the organization of parenting schools that also involve fathers. The plan is also to increase the availability of services and reach of users of care services for the elderly and for dependent persons. When it comes to childcare, the Action plan envisages increasing subsidies for private kindergartens and institutions that provide after-school care for school children, changing criteria for enrolling children of unemployed mothers or parents in kindergartens, as well as establishing or expanding the capacity of day care centers for children of unemployed mothers and children with disabilities at the local level.

## 4.6 Domain of power



In the domain of power gender gap is measured in participation in the structures of political, economic and social power. Sub-domain political power includes indicators that measure the proportion of women among the persons acting as ministers in the government (women's participation in the executive power) and the share of women among deputies of the National Assembly (participation of women in the legislative power). In addition, this sub-domain also includes the indicator of representation of women in the positions of representatives in local assemblies.

The sub-domain of economic power refers to the gap in the management of economic resources through managerial positions and includes indicators of women's participation in the management or supervisory boards of the largest companies on the stock exchange and participation in the executive board of central bank.

The sub-domain of social power includes indicators that measure the proportion of women and men in boards of research funding organizations, share in boards of public broadcasting companies, and share in the members of the highest decision-making bodies of national Olympic sport organizations.<sup>18</sup> Social power is covered by the Gender Equality Index due to the symbolic influence on society and access to structures and power positions in different areas.

<sup>18</sup> In accordance with the definition that EIGE applies for this indicator, the ten most popular national Olympic sports organizations were taken into account: the Athletic Federation of Serbia, the Judo Federation of Serbia, the Kayak Association of Serbia, the Basketball Federation of Serbia, the Football Association of Serbia, the Water Polo Association of Serbia, the Handball Federation of Serbia, Serbian Shooting Sport Federation, Taekwondo Association of Serbia and the Volleyball Federation of Serbia.

#### 4.6.1 Status in 2016 and changes in relation to 2014

Serbia has made the biggest progress in the domain of power, with the result rising from 28 in 2014 to 37.3 in 2016, an increase of 9.3 points. This progress has been noted as a result of the rise in values in sub-domains of social and political power, while the status in the sub-domain of economic power is somewhat lower (the index value dropped by 1.4 points).

The increase of the index value in the sub-domain of political power is observed due to the increase in the participation of women in local assemblies, as well as due to the mild increase in the participation of women in the national parliament and the central government. Indicators that comprise the index for the political sub-domain are calculated based on the average status for a three-year period. Thus, the average for the period 2013–2015 is calculated for the 2014 index and the average for the period 2015–2017 is calculated for the 2016 index. The average participation of women in the Government of the Republic of Serbia (among ministers) in 2014 was 21% and in 2016 it was 22.5%. The average share of women among MP's of the National Assembly of Serbia in 2014 was 33.7%, and in 2016 it was 34.4%. The average share of women among the representatives in local assemblies in 2014 was 18.7%, and in 2016 it was 30.3%, with the turning point in 2016, when the share of women among the representatives of local assemblies increased from 19 % to 36% after the local elections.

When it comes to sub-domain of economic power, it is also calculated based on the average status for a three-year period. The data suggest that the share of women in the boards of the largest quoted companies has actually slightly increased – from 17.3% in 2014 to 19.3% in 2016. However, the share of women among the members of the Executive Board of the National Bank of Serbia has dropped from 31% in 2014 to 27.6% in 2016, which has caused a drop in the index value in this sub-domain.

The increase of the index value in the sub-domain of social power is largely the result of an increase in the share of women in the boards of broadcasting organizations. This indicator is also measured based

on data for the previous three years. In the period 2013–2015, used to calculate the index value for 2014, the share of women in the boards of broadcasting organizations was extremely low. Women accounted for 11% of board members, while men completely dominated with 89%. The turning point was in 2016, when this ratio has markedly changed. In 2016, women constituted one third of board members (33.3%), and in 2017 42.9% of board members were women. Thus, an average of 28% of women's participation and 72% of male participation was used to calculate the index values for 2016.

There were no significant changes in other indicators used to calculate the index value for the sub-domain of social power. According to the data on the basis of which the indicator of participation of women in the boards of research funding organizations was calculated, in 2014 and in 2016 there were no women, and among the members of the highest decision-making bodies of national Olympic sports organizations in both observed years women made 3.8%.

#### 4.6.2 Republic of Serbia in comparison with the EU-28

When Serbia is compared with the EU-28 average in this domain, it is noticed that despite significant progress it still has an index value lower by 11.2 points. However, when comparing the values of the index for sub-domains, it is observed that Serbia has a higher index value than the EU-28 in sub-domains of political and economic power, but in the domain of social power it is lagging far behind this average, which significantly reduces the index value in the domain of power. The index values in the sub-domain of political power show the impact of the quotas that prescribe the minimal participation of women in key government bodies at different levels. Serbia's success in this sub-domain compared to other countries suggests that this potential needs to be further developed and that increasing the participation of women in government bodies should continue to their equal participation. At the same time, in the forthcoming reforms of the election system it is necessary to ensure that this trend is not lost.

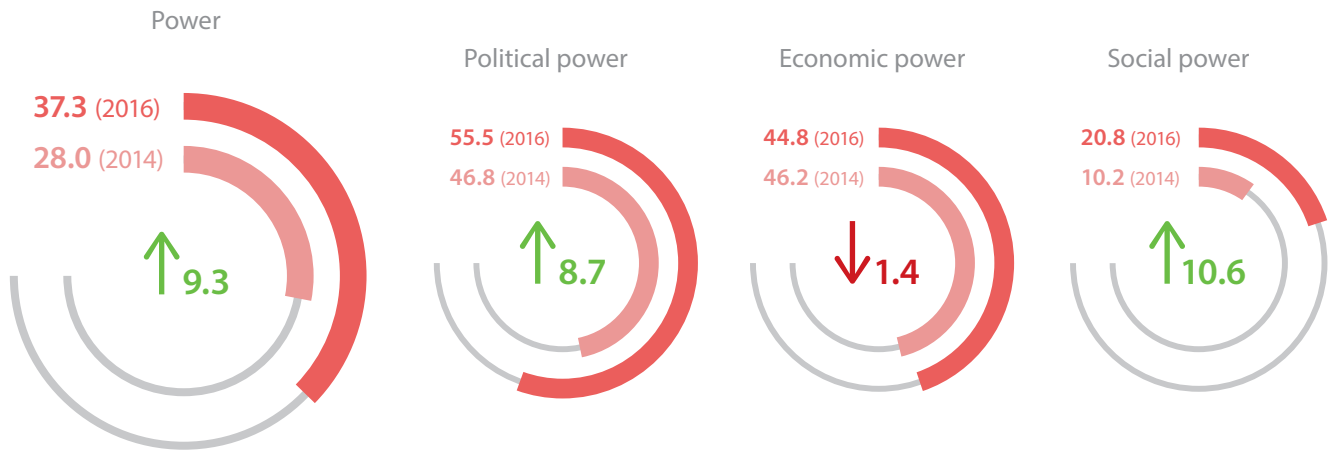
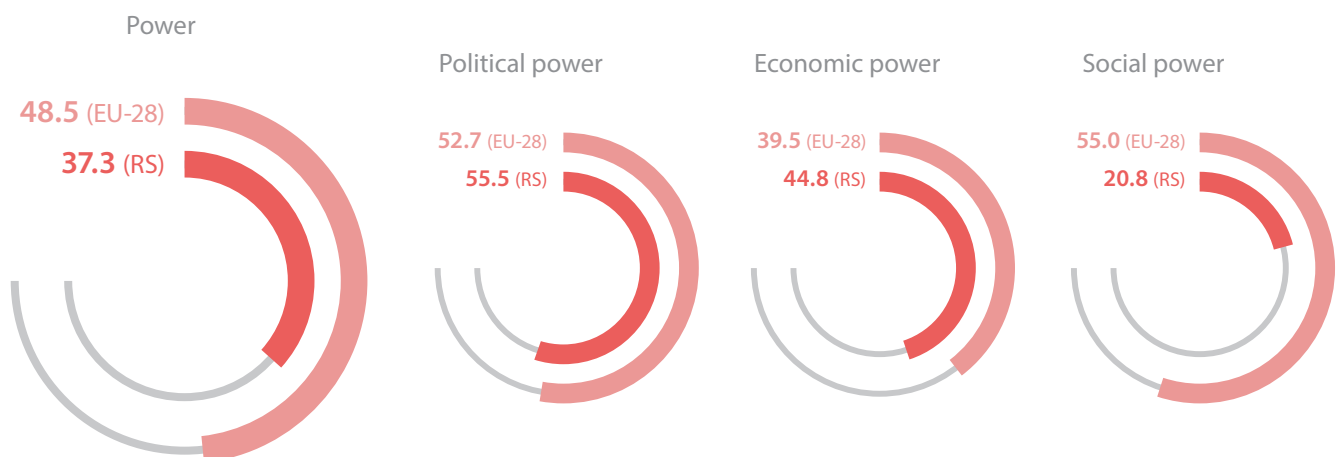


Chart 23: Gender equality index in the domain and sub-domains of power, Republic of Serbia, 2014 and 2016

According to the index values in the domain of power, Serbia in comparison with the EU-28 Member States is ranked 16th, between the two Baltic countries – Lithuania and Latvia. When looking only at the sub-domain of political power, Serbia is ranked 12th, between Austria and the United Kingdom. In the sub-domain of economic

power, Serbia takes the sixth place, positioning itself between Italy and Latvia, while according to the index value in the sub-domain of social power it is in the last position. Compared to Sweden, which has the highest score in this domain, Serbia lags behind by 42.2 points.



Graph 24: Gender equality index in the domain and sub-domains of power, Republic of Serbia (2016) and EU-28 (2015)



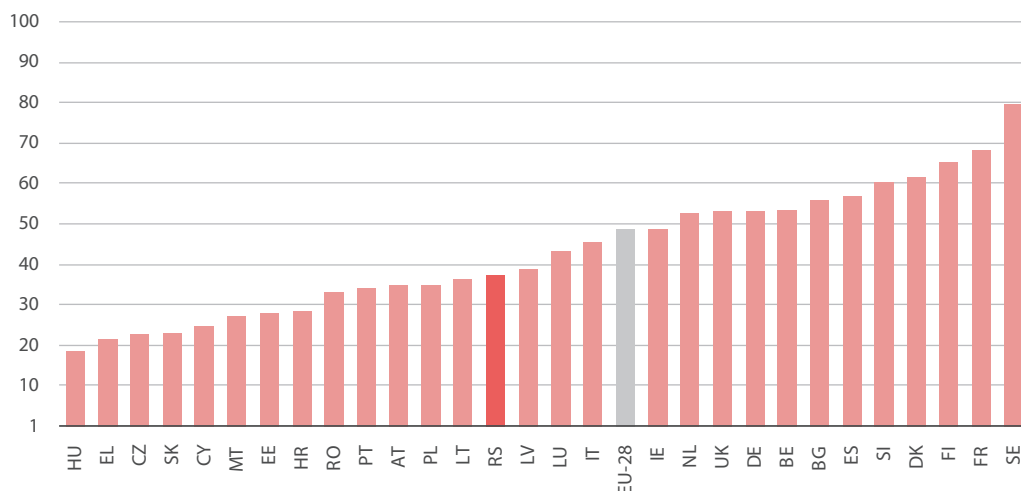


Chart 25: Gender equality index in the domain of power, Republic of Serbia (2016) and EU-28 (2015)

#### 4.6.3 Policies for the promotion of gender equality in the domain of power

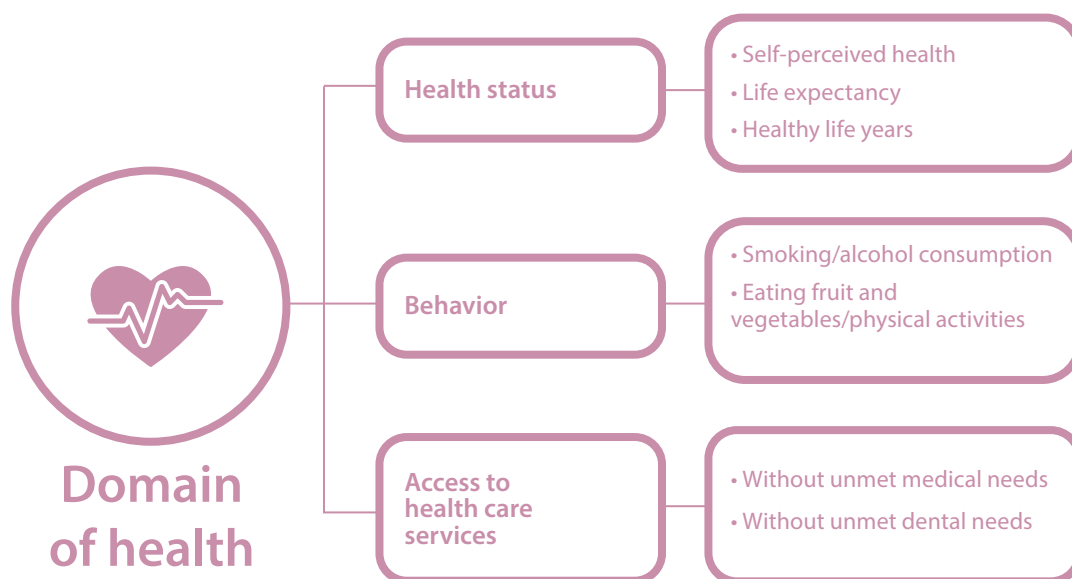
The Strategy for Gender Equality (2016–2020) defines the equal decision-making of women and men in public and political life as a goal. To achieve this goal several measures are planned: increasing the participation of women in the decision-making processes in executive bodies at all levels; increasing the participation of women in the management and supervisory boards of public companies; ensuring equal participation of women in decision-making in representative bodies at all levels; ensuring the participation of women, including women from vulnerable groups or their representative associations, in the processes of creating, implementing and monitoring policies at all levels and in all areas. Recognizing that the roots of insufficient representation of women in legislative and executive power at different levels lies in political parties, the Action Plan for the implementation of the Strategy envisages increasing the visibility and activities of women in political parties, including women from vulnerable groups. It is also planned to increase the visibility of women in national councils of national minorities and to work on the participation of women from

national communities in the decision-making processes.

When it comes to the field of scientific work and financing of scientific-research activity, there are no measures in the national strategic framework to improve this area for which the Gender Equality Index in the sub-domain of social power indicates a very unfavorable situation. The Strategy for Scientific and Technological Development of the Republic of Serbia for the period from 2016 to 2020 did not integrate the gender perspective. The Strategy defines measures to improve the financing of scientific research and contribution of science to development, but gender equity participation in decision-making on scientific funds is not envisaged as the goal or measure of this strategy.

When it comes to the area of social power related to the participation of women in the boards of broadcasting organizations, strategic goals are not defined by appropriate documents. The working group for the development of the Strategy for the development of the public information system in the Republic of Serbia until 2023 was established in 2017, but the strategy has not yet been adopted.

## 4.7 Domain of health



Within the domain of health gender inequalities are measured in three sub-domains: health status, health related behavior and access to health care.

The sub-domain relating to the health status includes indicators of subjective assessment of the health of women and men, the expected life expectancy at birth, and the number of expected healthy life years at birth.

The behavioral sub-domain includes indicators that measure the prevalence of behavior models that are a health risk, such as smoking and drinking alcohol, and the prevalence of healthy behavior models – the consumption of fruits and vegetables and the exercise of physical activity.

The sub-domain access to healthcare services includes indicators of the met needs for medical and dental services, which measure the proportion of women and men who have reported that they could have check-ups, get diagnosed or therapy when needed.

#### 4.7.1 Status in 2016 and changes in relation to 2014

The domain of health shows a slight increase in the index value, from 83.4 in 2014 to 84.0 in 2016. This increase is largely the result of an increase in the index value in the sub-domain of access to health care and, to a lesser extent, an increase in the sub-domain of health status. No changes were recorded in the sub-domain of behavior.

In the sub-domain of health status there was a slight increase in the value of all indicators. However, not all positive changes are unambiguous. On the indicator of the subjective health assessment the gender gap between women and men was reduced between the two periods because of the fact that the share of women who have self-assessed their health status as good or very good grew very little (from 53.3% to 53.7%), while among the men the share of the same category has declined (from 61.5% to 60.7%). The positive change is more consistent on the indicator of life expectancy at birth. It is known that women have a longer life expectancy, and index values show a slight increase for women (from 77.7 years to 78.0 years) and men (from 72.6 to 73.0 years). Similarly, there has been an increase in the expected healthy life years (from 66.6 to 67.5 for women and from 64.7 to 65.4 for men).

There were no changes in the sub-domain of health-related behaviors. Since this indicator uses data from the European Survey on the health status of the population, which was carried out in Serbia in 2013 only, it was not possible to monitor the changes over time. Data for this sub-domain suggest that among women there is a higher share of those who do not smoke and are not involved in harmful drinking (84.1% to 68.3%), but there are also fewer women who regularly engage in physical activity and/or consume fruits and vegetables than there are men (21.3% versus 25.5%).

In the sub-domain of access to health care, the share of people who were not in the position of being denied medical or dental check-up when needed has consistently increased. This increase was recorded among both women and men, so that between them the gap was reduced, which was otherwise in favor of women – men reported more often that

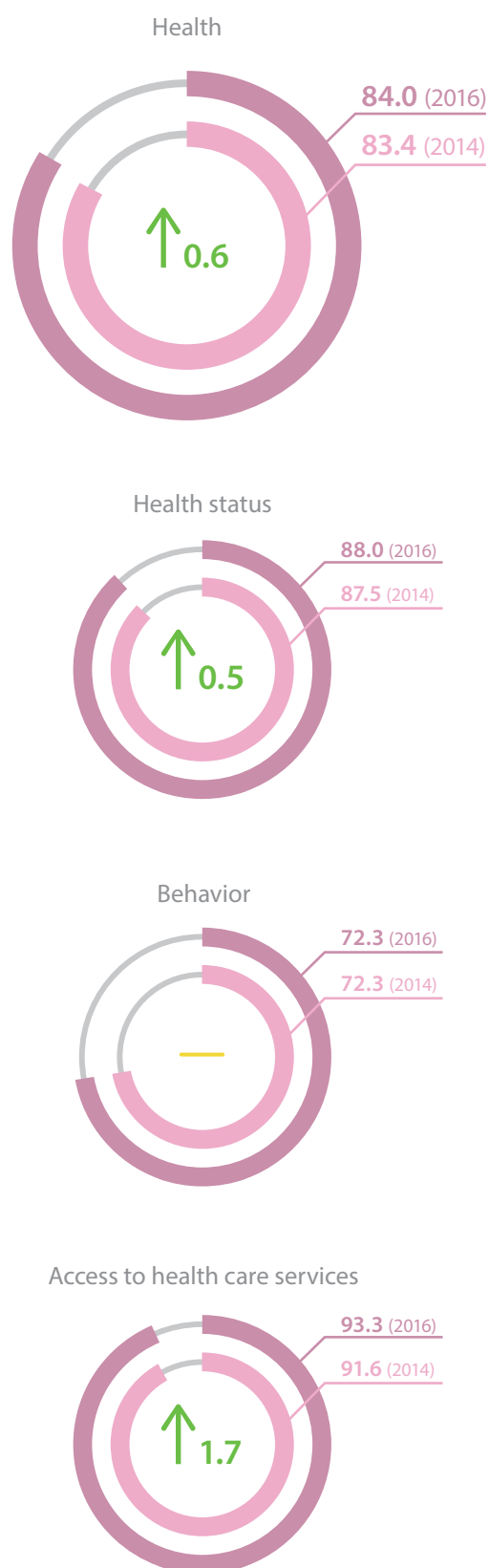


Chart 26: Gender equality index in the domain and sub-domains of health, Republic of Serbia, 2014 and 2016

they did not have the opportunity to receive a medical or dental check-up when they needed it, but the differences are below or about one percentage point.

#### 4.7.2 The Republic of Serbia in comparison with the EU-28

Compared to the EU-28, Serbia shows a lower index value of the domain of health by 3.4 points. The differences are most pronounced in the sub-domain of access to health care. It is important to note that in Serbia and in the EU-28 the sub-domain health related behavior (healthy and risky behaviors) is the lowest-performing domain compared to other sub-domains in the field of health.

In the domain of health, Serbia ranked 20th in comparison with the EU-28 Member States, positioning itself between Portugal and Slovakia. Compared to Slovakia, Serbia shows slightly higher values in the sub-domain of health status, but lower values in the other two sub-domains. In relation to Portugal, Serbia has somewhat better values in the sub-domain of health status, somewhat worse in the sub-domain of behavior and the same level of value in the sub-domain of access to health care. Serbia lags by 10.1 points behind Sweden, the country that has achieved the highest level of gender equality in the field of health.

#### 4.7.3 Policies for the promotion of gender equality in the domain of health

The Gender Equality Strategy (2016–2020) defines improved women's health and equal access to health services as one of the specific objectives within the goal of equal opportunities. Measures planned to achieve this goal anticipate increased availability of health services for all women, which includes amendments to the Law on Compulsory Health Insurance that would allow universal health insurance not related to working status. Preventive examinations for all women are also planned, regardless of their place of residence, age or health insurance. One of the measures envisages raising awareness and informing girls and boys about sexual education and preserving reproductive health. Increased

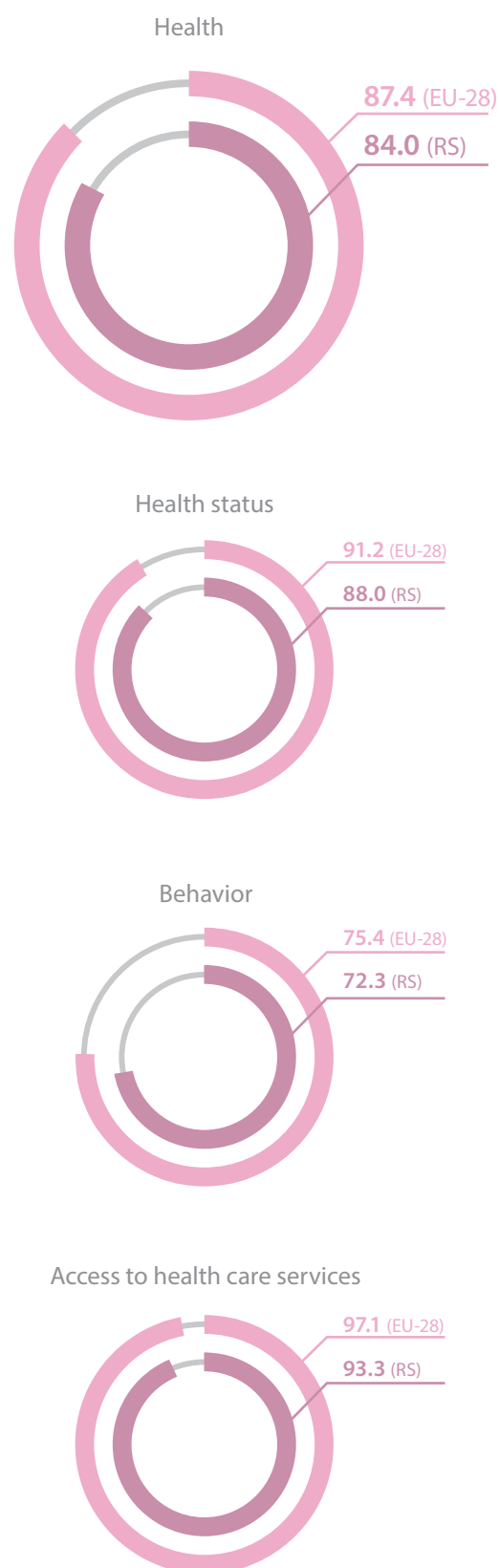


Chart 27: Gender equality index in the domain and sub-domains of health, Republic of Serbia (2016) and EU-28 (2015)

availability of health services for women and men from rural areas should be achieved through the organization of mobile health care teams of primary health care workers who will conduct specialist examinations in populated areas at a six-month level. At the same time, free transportation is envisaged for the purpose of performing a medical examination as part of the measure of improving the availability of health services for women and men in rural areas. Specific measures have been defined for greater availability of health services for women with disabilities in order to preserve their reproductive health and provide motherhood support.

Regarding sectoral strategies, the reform of the health care system in the current period was directed by the Strategy for Continuous Improvement of the Quality of Health Care and Patient Safety and the Public Health Strategy in the Republic of Serbia for the period 2018–2026. The first strategy does not have objectives and measures that would specifically intervene in gender specific patterns and outcomes in access to health care. The Public Health Strategy was adopted in 2018 and although

it is not based on a systematically integrated gender approach, it has some measures aimed at improving the reproductive health of women, as well as at reducing health inequalities, which include improved monitoring and assessment of health status and inequalities in health. It is envisaged that these inequalities are followed by demographic and socio-economic determinants of health, and although gender aspects are not explicitly mentioned, it can be assumed that these observations include gender-sensitive findings. This Strategy also envisages the improvement of sexual and reproductive health of citizens, as well as the improvement of health of vulnerable social groups by implementing additional measures to reduce health inequalities.

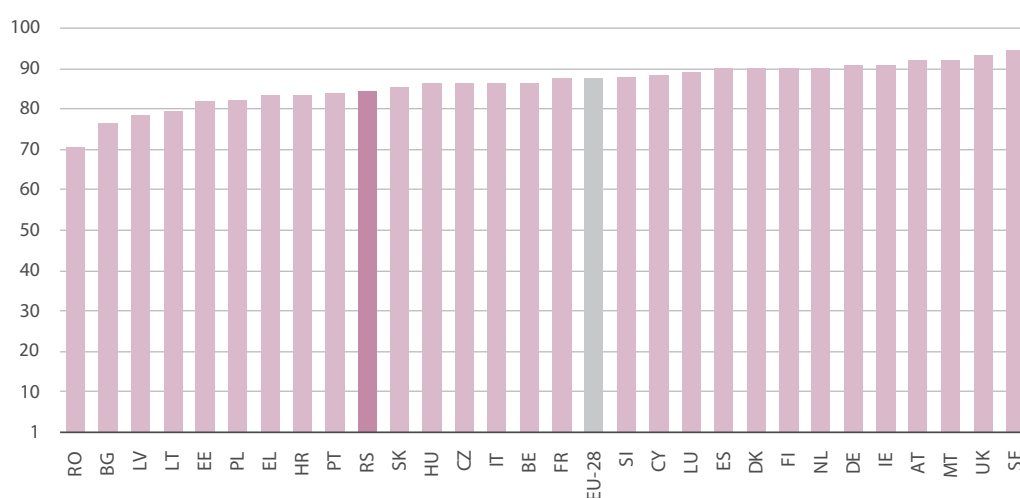
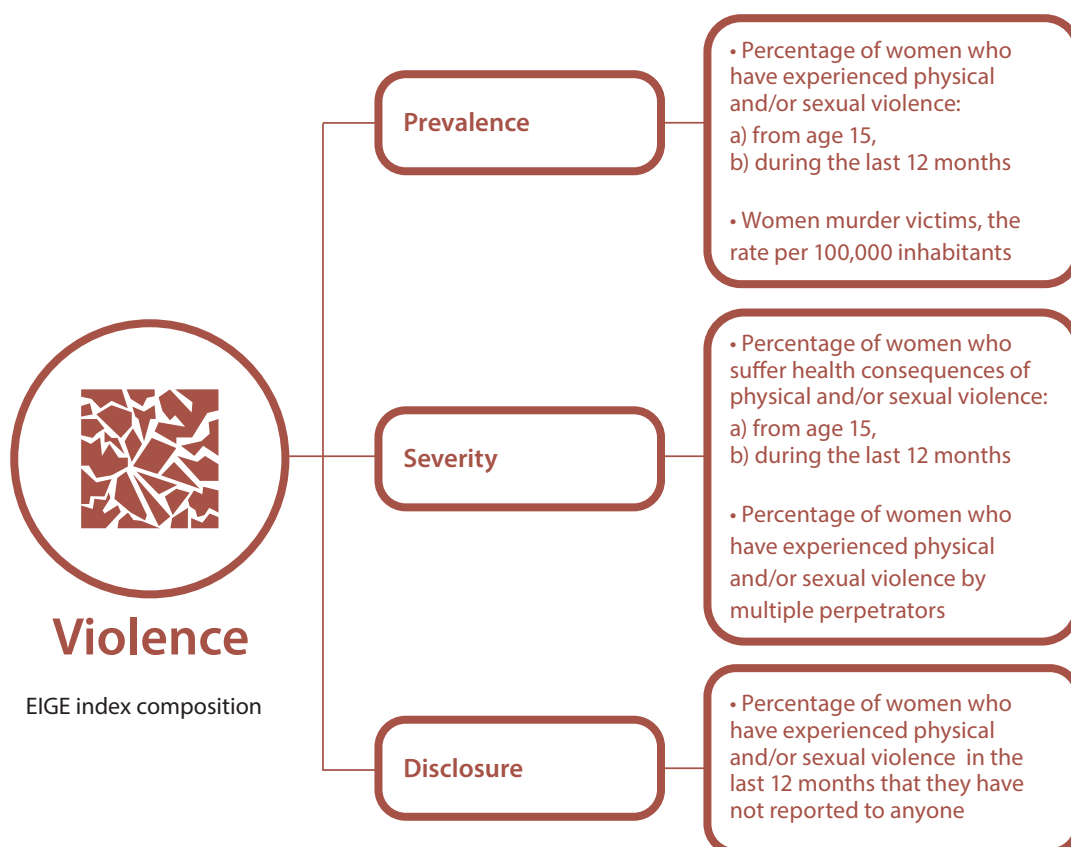


Chart 28: Gender equality index in the domain of health, Republic of Serbia (2016) and EU-28 (2015)

## 4.8 Satellite Domain of Violence



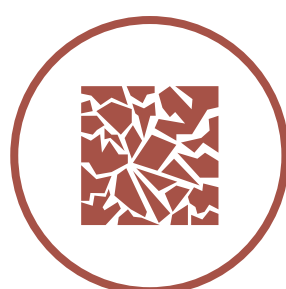
The domain of violence against women is a satellite domain due to conceptual and statistical specificities in relation to other domains. Conceptual reasons relate to the perception that violence against women is the result of structural inequalities that women are exposed to in the fields of work, health, money, power, education and the use of time. In line with this understanding, violence contributes to the overall picture of gender equality, complementing important aspects that are not covered by key domains.

In addition, for statistical reasons, the domain of violence cannot be measured in the same way as other domains, primarily because in this case the prevalence of violence instead of the gender gap is measured only in the female population, but also because the goal is not to reduce the gap, as in other domains, but to completely eradicate violence (EIGE, 2017: 63).

The indicator of the domain of violence includes three sub-domains: the prevalence, severity and degree of reporting violence. The prevalence indicator measures the percentage of women who have experienced physical or sexual violence by any perpetrator since they have reached the age of 15 and over the last 12 months, as well as femicide. Femicide is a gender-based murder of a woman or a

girl by a male person. The sub-domain related to the severity of violence includes indicators that measure the health consequences of violence against women and multiple victimization by any perpetrator. The sub-domain related to degree of disclosure includes indicators that measure the percentage of women who have experienced physical and/or sexual violence over the past 12 months but have not reported it to anyone.

The data source for monitoring the situation in the domain of violence is a survey conducted by the European Union Agency for Fundamental Rights (FRA) in the EU-28 area. The source of data for Serbia is the study "The Well-being and Safety of Women", which was conducted in 2018 by same methodology, at the initiative and with the coordination of the OSCE. The research was conducted in eight countries of Southeast and Eastern Europe. The findings of the survey were not published at the time of this report, so the index in this domain could not be calculated. However, thanks to the understanding shown by the OSCE team, this chapter provides information on the prevalence of various types of violence that allow for first insight into the situation, while a fully harmonized index calculation will be possible only within the next report, when the data becomes available.



## Violence

indicators shown in  
this Report



Indicators given in this report measured the prevalence of various forms of violence that women experienced after reaching the age of 15 and during the last 12 months: physical and/or sexual violence by a partner or other person, physical and/or sexual violence committed by a person who is not a partner, sexual harassment, stalking. One indicator measures violence experienced during childhood.

Violence against women is a means of establishing and maintaining relationships that rest on the unequal power of women and men. It is structurally rooted and supported by patriarchal norms and values that define different roles for women and men. Different forms of violence represent only the application of various means of coercion, "punishment" and injuries of women in order to maintain this domination. In the focus of research the most common are physical, psychological and sexual violence, as well as femicide – violence with the most severe outcome.

Reporting the experience of violence is a very sensitive issue and in many cultures, and especially those characterized by prevailing patriarchal values, there is a tendency to conceal violence because it is considered to be a private matter to be addressed in the family. Hence, it should not be surprising that in countries with higher levels of gender equality there are also higher rates of violence reported by women during research. In that light, comparative insights should be understood when countries compare each other.

## Prevalence of violence

Source: OSCE, Research on Well-being and Safety of Women, 2018.

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%
	Past 12 months	2%
Violence during childhood (physical, sexual, psychological)	Up to age of 15	31%



According to research findings, in Serbia, every fifth woman suffered physical and/or sexual violence from any perpetrator after she was 15 years old. It is a somewhat lower rate of prevalence than the EU-28 average, where this rate is 33%. During the last 12 months, 5% of women were exposed to physical and/or sexual violence, and in the EU-28 7.8%.

The data indicate that the risk of physical and/or sexual violence is more likely to come from a partner (current or former) than from other persons, whether known or unknown. The incidence of physical and/or sexual violence committed by a partner after the age of 15 is 17% in Serbia, while the same rate for violence committed by other non-partners is twice lower and amounts 8%. The most common form of violence against women is psychological violence. Even 44% of women report that they have been exposed to this form of violence by their current or former partner since the age of 15. The experience of sexual harassment was reported by 42% of women, and 23% reported that it was exposed to one of the most severe forms of sexual harassment. Every tenth woman was subjected to stalking at the age of 15. For one third of women violence begins in childhood, before the age of 15.

#### 4.8.1 Policies for the promotion of gender equality in the domain of violence against women

The Republic of Serbia has ratified the Council of Europe Convention on the Prevention and Combating Violence against Women and Domestic Violence (Istanbul Convention), which demonstrated its commitment to preventing and combating violence against women and providing adequate protection for victims of violence. In 2018, the Republic of Serbia has submitted its first report to the GREVIO Committee, and along with the national report, several shadow reports were presented by civil society organizations. Since the Convention has entered into force in 2014, the legal framework has been harmonized and along with the amendments to the Criminal Code in 2017 the Law on the Prevention of Domestic Violence has been adopted.

In the period from 2011 to 2015, strategic action in the area of prevention and elimination of gender-based violence against women was based on the National Strategy for the Prevention and Elimination of Domestic Violence and in Partnership Relations. However, after the validity of this strategy has expired, the new strategy has not been adopted. Therefore, the strategic basis for improving the system for preventing and combating violence against women is now provided by the Gender Equality Strategy (2016–2020) which, within the overall goal of changing gender patterns and improving gender equality culture, envisages a special goal – increased safety of women from gender-based domestic and intimate partner violence. Measures defined by the Action Plan for the implementation of this strategy in the period 2016–2018 include:

- Improvement of the legislative and strategic framework in the field of protection of women from gender-based violence, domestic and intimate partner violence,
- Establishing a unified and standardized system for collecting, registering and exchanging data on all forms of violence against women,
- Ensuring sustainable, continued, available services by women's and feminist associations specialized in providing support for women experiencing violence,
- Reducing sensationalist media reporting justifying and normalizing violence against women and provide for regular gender-sensitive awareness-raising on the effects of measures to prevent and eliminate violence against women and protection mechanisms.

In AP Vojvodina, strategic action is defined by the Program for the Protection of Women from Family and Partnership Violence for the period 2014–2020. The program builds on previous experience in the implementation of the Strategy for the Protection against Domestic Violence and other forms of gender-based violence in AP Vojvodina from 2008 to 2012 and is in line with the Istanbul Convention. The long-term goal of the program is to contribute to the establishment of the Zero Tolerance Policy on violence against women, and specific goals are related to raising public awareness of violence, a system of general and specialized services for protection and support to victims, improved data storage system and documentation related to violence against women, establishing a system for monitoring and analyzing violence against women, etc.

## 5. Conclusions

The Republic of Serbia has made progress in the field of gender equality in the period from 2014 to 2016, which is reflected in the increase in the results of the Gender Equality Index by 3.4 points. The increase in index values was recorded in all domains, with the exception of domain of time for which comparative data were not available for two years. As the results of the Index indicate, the greatest progress has been achieved in the domain of power and the lowest progress was in the domain of knowledge. The index does not record a negative change in any domain.

Progress made by Serbia during the observed period is higher than the average level of progress made by the EU-28 Member States for a period of three years. Nevertheless, Serbia still has a lower overall index value by over 10 points compared to the EU-28 average, although this lag has decreased compared to 2014 when it was 12.6 points. The biggest lag in relation to the EU-28 average was observed in the domains of time and money, and the smallest was in the field of health. Compared to individual Member States, Serbia ranked 22nd, between Portugal and Cyprus.

Behind this continuous progress, reflected in the core index value as well as the index values for the basic domains, contradictory tendencies are present, because progress was observed in some aspects within certain domains while in others there is a stagnation or worsening of the situation. The Gender Equality Index actually shows very well in which areas there is a good trend that needs to be preserved and encouraged to achieve higher levels of achievement by future policies, and which areas require significant efforts to make progress. The observed contradictions within domains are partly the result of the fact that some policies were directed more towards some areas of gender equality, while other areas were out of focus of reform interventions.

The Gender Equality Index pointed out an important pattern. In two significantly linked domains – the domain of knowledge and the domain of work – there has been simultaneous improvement of the status of participation and deterioration in terms of segregation. This means that although the employ-

ment of women is increased they continue to be concentrated in the sectors of social services, which are characterized by lower wages in comparison to some other sectors (IT, production). Prerequisites for this form of segregation arise in education, where women concentrate in social science and humanities. This gender segregation is neglected both in employment policies and in education policies, and the index clearly indicates that progress in the domains of knowledge and work cannot be achieved consistently and to a greater extent if the problem of segregation does not receive more attention by appropriate policies and measures.

These tendencies in the domain of knowledge and work are related to the tendencies recorded in the domain of money. Gender inequalities are particularly pronounced in the area of financial resources, especially in monthly wages and net income. It is precisely this area that is very little regulated by different policies, which are mainly aimed at increasing the activation and participation of women, and less on the outcomes of economic inequalities. Data on intersecting inequalities show that some groups of people concentrate in low income categories, such as younger people, older women, people with lower education, people living in rural areas, and families with multiple children. The same categories are also exposed to excessive risks of financial poverty. The absence of a comprehensive poverty reduction and social inclusion strategy hampers a more effective and decisive change in terms of these inequalities in outcomes, especially for vulnerable groups, despite of other strategic documents with measures of relevance for this area.

In the domain of time, changes could not be measured since the data were only available for one year, but the index values clearly indicate that activities in the field of so-called care economics (reproductive work in the household, care for children, elderly and other dependent family members) are disproportionately distributed to women, as well as voluntary and humanitarian activities in the community, while men are able to devote more time to activities related to personal development and well-being, such as recreation, participation in sports cultural activities and the like. Policies, with the exception of the Gender Equality

Strategy, do not focus on this form of inequality, and if they anticipate measures relevant to this area, it is fragmented and primarily motivated by other reasons, such as increased opportunities for employment of women, improvement of pre-school education of children through the improvement of the kindergarten system or long-term care for the elderly. Although these reforms are of direct relevance to the level of burden and the quality of life of women who prevalently provide care for children and the elderly, these measures are not systematically designed to correct a social injustice and ensure not only a fairer distribution of responsibilities, but also of growth and leisure activities.

Extremely contradictory tendencies were perceived in the domain of power. The biggest progress has been made in this domain, but also a significant gap compared to the EU-28 average. In the domain of power, some aspects record an above-average status that is better than the EU-28 average, such as the domain of political and economic power, while according to the result of the sub-domain of social power, Serbia is ranked the lowest in comparison to all Member States. The sub-domain of political power, which has been exposed to significant policies and measures to promote gender equality, shows a better picture than areas that have been neglected by reform policies, such as the rise of women's participation in science finance committees, sports organizations, and the media, that have just recently recorded positive changes. It is precisely the index in the domain of power that shows how important it is to plan and implement consistent policies and to promote simultaneous gender equality in different areas of participation and decision-making.

The values of the health index indicate that this is an area where Serbia is most approaching the EU-28, but it still has plenty of room for improvement, especially in the field of health behavior, which is the basis for a better health status of women and men. Health policies are not gender-responsive.

Indicators of the prevalence of violence against women in Serbia show that slightly more than one fifth of women have experienced physical and/or

sexual violence by any perpetrator, from the age of 15. Physical and sexual violence committed by a partner is much more common than violence committed by another known or unknown person. The most common form of partner violence against women is psychological violence. Sexual harassment of women is widespread, and every tenth woman was a victim of stalking. Nearly one third of women have reported the experience of violence during childhood.

An overview of strategic initiatives focusing on the areas in which status is measured by the Gender Equality Index shows that the gender mainstreaming is still sporadic, insufficiently systematic and inconsistent. It should be emphasized that the third priority goal of the Strategy for Gender Equality is a systematic introduction of a gender perspective in the adoption, implementation and monitoring of public policies. The Gender Equality Index indicates how important it is to achieve this goal – the areas in which progress has been noted are precisely the areas in which there was more adequate integration of the gender perspective into policies and measures.

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Attachment 1: The domains and sub-domains of the 2016 Gender Equality, with indicators

Domain	Sub-domain	Indicator	Source	Year the data are relevant for
Work	Participation	1. FTE employment rate (% of population 15+)	LFS, SORS	2016
		Duration of working life (years, population 15+)	LFS, SORS	2016
	Segregation and quality of work	3. Employed people in education, human health and social work activities (% of employed 15+)	LFS, SORS	2016
		4. Ability to take one hour or two off during working hours to take care of personal or family matters (% of workers 15+)	Eurofound, EWCS	2015
		5. Career Prospects Index (points, 0-100)	Eurofound, EWCS	2015
Money	Financial resources	6. Mean monthly earnings (PPS, working population)	SES, SORS	2014
		7. Mean equivalised net income (PPS, population 16+)	SILC, SORS	2016
	Economic situation	8. Not at-risk-of-poverty, $\geq 60\%$ of mean income (% of population 16+)	SILC, SORS	2016
		9. S20/S80 income quintile share (total population)	SILC, SORS	2016

Domain	Sub-domain	Indicator	Source	Year the data are relevant for
Knowledge	Attainment and participation	10. Graduates of tertiary education (% population 15+)	LFS, SORS	2016
		11. People participating in formal or non-formal education and training (% population 15+)	LFS, SORS	2016
	Segregation	12. Tertiary students in education, health and welfare, humanities and arts (Tertiary education students) (% population 15+)	Education statistics, SORS	2016
Time	Care activities	13. People caring for and educating their children or grandchildren, elderly or people with disabilities, every day (% population 18+)	Eurofound, EQLS	2016
		14. People doing cooking and/or housework, every day (% population 18+)	Eurofound, EQLS	2016
	Social activities	15. Workers doing sporting, cultural or leisure activities outside of their home, at least daily or several times a week (% workers 15+)	Eurofound, EWCS	2015
		16. Workers involved in voluntary or charitable activities, at least once a month (% workers 15+)	Eurofound, EWCS	2015

Domain	Sub-domain	Indicator	Source	Year the data are relevant for
Power	Political	17. Share of ministers (% W,M)	EIGE, Gender statistics data base, WMID	2015, 2016, 2017 average
		18. Share of members of parliament (% W,M)		
		19. Share of members of regional assemblies (% W,M)		
	Economic	20. Share of members of boards in largest quoted companies, supervisory board or board of directors (% W,M)	EIGE, Gender statistics data base, WMID	2015, 2016, 2017 average
		21. Share of board members of central bank (% W,M)		
	Social	22. Share of board members of research funding organizations (% W,M)	Ministry of Education, Science and Technological Development of the Republic of Serbia	2016
		23. Share of board members of publically owned broadcasting organizations (% W,M)	EIGE, Gender statistics data base, WMID	2015, 2016, 2017 average
		24. Share of members of highest decision making body of the national Olympic sport organizations (% W,M)	Serbian Olympic Committee	2016



Domain	Sub-domain	Indicator	Source	Year the data are relevant for
Health	Status	25. Self-perceived health, good or very good (%; population 16+)	SILC, SORS	2016
		26. Life expectancy at birth (years)	Vital statistics, SORS	2016
		27. Healthy life years at birth (years)	Vital statistics and SILK, SILC	2016
	Behavior	28. People who don't smoke and are not involved in harmful drinking (%; population 16+)	EHIS, Batut Public Health Institute	2013
		29. People doing physical activities and/or consuming fruits and vegetables (%; population 16+)		
	Access	30. Population without unmet needs for medical examination (%; population 16+)	SILC, SORS	2016
		31. Population without unmet needs for dental examination (%; population 16+)	SILC, SORS	2016







**Gender Equality Index  
for the Republic  
of Serbia**