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# GENDER ASSESSMENT USAID/SERBIA

April 2010

# 2010 Gender Assessment for USAID/Serbia

**SUBMITTED BY**

Catherine Cozzarelli, PhD  
USAID/E&E Bureau Gender Advisor  
DevTech Systems, Inc.  
April 13, 2010

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The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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# I. Introduction

## A. Purpose of the Assessment

USAID/Serbia & Montenegro (USAID/S&M) is amending its current Country Strategic Plans (CSP) for both Serbia & Montenegro. The current CSP was approved by USAID's Bureau for Europe and Eurasia (E&E) following a comprehensive review in October 2005 and covers the period FY 2006 through FY 2010.

The target closeout date for the USAID/S&M Mission was established by a Phase-out Plan developed for the region in 2004 by E&E, the Office of the Assistance Coordinator for Europe and Eurasia (EUR/ACE), and agreed to by the Office of Management and Budget (OMB). In fact, the Assistance Objective (AO) for Economic Growth was to receive final funding in FY 2010 and the AO for Governing Justly and Democratically in FY 2011. To a large extent, phase-out was based on the assumption that both countries would be well on their way to European Union membership by FY 2012. The current USAID/S&M Country Strategies for both Serbia and Montenegro covered the period FY 2006 through FY 2010. As the expiration dates of both strategies were approaching and definitive guidance from Washington concerning phase-out was in abeyance, the Mission decided to embark on strategy reviews and prepare for several possibilities: closeout strategies, new strategies, or amendments to existing strategies. In 2009, EUR/ACE and USAID/E&E decided to put the plans for Mission close-out into an indefinite holding period. Accordingly and following strategy reviews, USAID/S&M is amending both strategies to extend them through FY 2015 and update Assistance Objectives to reflect current and projected realities in each country.

As specified in the ADS, among the technical analyses and assessments that the Mission is required to conduct during the strategic planning process is a gender analysis. One of the foundations of a good gender analysis is a country gender assessment that examines the main gender issues in a country as well as the extent to which gender is integrated into USAID activities. The last gender assessment for Serbia and Montenegro was conducted in 2005, when Montenegro was not yet an independent country. In the present case, separate gender assessments were performed for the two countries. This Report addresses gender issues in Serbia (see the associated Report, 2010 Gender Assessment for Montenegro for information about that country.)

## Methodology

The over-arching purpose of the Gender Assessment was to identify key gender issues and gender constraints that need to be addressed in the amended Country Strategic Plan as part of the strategy development process and to make recommendations as to how USAID/Serbia can achieve greater gender integration in its programs. More specifically, the Scope of Work describes the following inter-related tasks:

- Carry out a modified assessment of the Mission's efforts to integrate gender into its ongoing and proposed programs, including by reviewing the Mission's present and proposed strategic frameworks, results frameworks, and the draft amended Country Strategic Plan for their attention to gender, and provide recommendations for possible entry-points for incorporation of gender considerations into activities carried out under the amended strategy,
- Draft simple and practical recommendations for mainstreaming gender in Mission policies and activities, and

- Review the amended Country Strategic Plan for USAID/Serbia (FY 2011-FY2015) during the final drafting phase, providing comments and recommendations to ensure adequate and appropriate approaches to mainstreaming gender.<sup>1</sup>

The consultant who conducted this assessment was Cathy Cozzarelli, the Gender Advisor for the E&E Bureau at USAID/Washington. The timeline for the assessment was very constrained due to impending deadlines for submission of strategy materials by the Mission and because of unforeseen weather delays. Ms. Cozzarelli spent only one week in Serbia, in March of 2010. Accordingly, the assessment was conceptualized as an abbreviated update of the 2005 assessment.

The methodology of the assessment relied primarily on review and analysis of pertinent documents and literature and key informant interviews. The reviewed materials included the 2006-2010 strategy; the draft 2011-2015 Serbia Strategy Amendment; the draft results framework; concept papers and assessments related to the framework; project reports; Government of Serbia laws, Action Plans and other documents; general background documents on gender in Serbia; and studies and assessments that were written by other donors, think tanks, or NGOs.

Meetings were held with key donors (UNIFEM, OSCE), Government of Serbia officials (the Head of the Division for Implementation of Human Rights at the Ministry for Human and Minority Rights, the Director of the Directorate for Gender Equality at the Ministry of Labor and Social Policy), one NGO (Autonomous Women's Center), one implementer of current USAID activities (Institute for Sustainable Communities), and USAID/Serbia staff from the Program Office, Democracy and Governance Team, and the Economic Growth Team (see Annex A for a complete list of meetings). All meetings were held in Belgrade, so as to reduce travel time. However, this resulted in a lack of exposure to groups and individuals working in other parts of the country. Because time was so limited, the consultant focused the interviews on gender issues that were the most relevant to the Mission's planned strategic and AO priorities rather than conducting a comprehensive gender assessment of key issues across all sectors. Lack of time also meant that the consultant had a limited number of meetings with individuals outside of USAID and relied on literature and research for many of the basic facts and findings about gender issues in Serbia.

## **B. USAID Mission Context and Strategy Development Process**

Currently, USAID/Serbia focuses its programming in the DG and EG sectors. Under the DG portfolio, four programs are currently being implemented, several of which are scheduled to end in 2011 or 2012. The current programs include:

- **Civil Society Advocacy Initiative (CSAI)**, implemented by the Institute for Sustainable Communities (ISC), designed to support the development and strengthening of Serbian civil society and its ability to influence public policy, serve as a government watchdog and conduct sustained advocacy campaigns on a wide variety of reform issues.

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<sup>1</sup> This latter point is not addressed in the current Report. Because the consultant is the E&E Bureau's Gender Advisor, Bureau policy calls for her to review all incoming strategy documents to ensure that adequate gender analysis was included. Thus, it is assumed that this requirement of the SOW will be fulfilled when the draft amended strategy is sent to USAID/Washington for comment and approval.

- **Serbia Media Assistance Program (SMAP)**, implemented by IREX, which seeks to support the transition of the media sector in Serbia into a legally sound, economically viable system providing professional and independent news and information for citizens throughout Serbia.
- **CEPPS Program**, implemented by NDI and IRI, which supports political parties in becoming more responsive to constituents, seeks to improve the legislative and oversight capacities of the Parliament, to improve the capacities of minority parties, and to integrate women and youth further into the political process.
- **Separation of Powers Program (SPP)**, implemented by East West Management Institute, which seeks to help Serbia move closer to EU accession by strengthening the judiciary and helping the National Assembly to respond to the needs of citizens and conduct oversight of government operations.

Under the EG portfolio, the following programs are being supported, several of which are slated to end in 2010 and 2011:

- The **USAID Agribusiness Project**, implemented by DAI, seeks to increase the efficiency and competitiveness of Serbian agribusinesses in high potential sub-sectors and improve the enabling environment for Serbian agribusinesses.
- The **USAID Competitiveness Project**, implemented by Booz Allen Hamilton, focuses on generating rapid, sustained, and broad-based economic growth in Serbia in sectors with potential for higher value-added exports, Foreign Direct Investment, and job creation; and substantially increasing the productivity, competitiveness, and growth of private enterprises in high potential sectors.
- The **Municipal Economic Growth Activity (MEGA)**, implemented by the Urban Institute, works with municipalities to create local government economic development capacity; develop a comprehensive plan of actions designed to promote economic growth; provide technical assistance and limited grant funds to facilitate plan implementation; and work with the public and private sectors to support the development and implementation of policies designed to improve the local business climate.
- The **Bankruptcy and Enforcement Strengthening (BES)** Program, implemented by Booz Allen Hamilton, is a comprehensive program of technical assistance designed to strengthen the regulatory and institutional framework crucial to the implementation of the bankruptcy system, and to provide assistance to strengthen the regulatory and institutional framework necessary for ensuring the successful enforcement of court judgments.
- The **Serbia Economic Growth Activity (SEGA)**, implemented by Deloitte, focuses on the following components: financial sector supervision, macroeconomic analysis, fiscal policy and administration, pension reform, and operations and technology management.
- The **Preparedness, Planning and Economic Security (PPES)** Program, implemented by DAI, aims to develop and improve mechanisms for crisis response, and to help improve economic security in vulnerable areas and among vulnerable populations.

Generally speaking, Mission programs do not include specific gender programs, although most seek to ensure that both men and women benefit from program-related activities such as trainings and most report basic sex-disaggregated statistics. However, some small activities did focus on gender. For example, under the Competitiveness Project, the Association of Businesswomen in Serbia was supported in organizing the ceremony for the Power Woman Awards, which publicized female entrepreneurship in Serbia and led to media coverage. The Agribusiness Project funded a training program for rural women implemented by “Agropress” and assisted several women-owned and managed agribusinesses. It also cost-shared the organization of the first National “Women Entrepreneurs in Agribusiness” Fair in Serbia, which was very successful. The PPES program supported young entrepreneurs of both sexes and highlighted one female entrepreneur’s success in a recent report. In cooperation with UNIFEM, gender-responsive planning was introduced in two pilot municipalities under the MEGA program, and some of the recommendations that arose from this collaboration are now included in the strategic planning methodology that is being used to facilitate the planning process in Serbian communities. NDI has been seeking to establish a cross-party women’s caucus, and under the SPP, judges were trained to properly handle cases of domestic violence (DV).

### **The Draft Amended Strategy**

The draft amended strategy for Serbia for the period FY 2011 to FY 2015 (which has not yet been finalized), refocuses the three SOs from the strategy document into two Assistance Objectives (AOs) in line with the F structure: (1) A More Competitive Market Economy and (2) Democratic Structures in Serbia Strengthened. The first AO, “More Competitive Market Economy,” in support of Serbia’s increased competitiveness, will focus on four essential elements, or intermediate results (IRs): (1) Business Enabling Environment Improved; (2) Private Enterprise Growth Increased in Selected Sectors; (3) Efforts of local stakeholders better integrated to improve area-based development; and (4) Macroeconomic Environment Improved. The second AO, Democratic Structures in Serbia Strengthened, is equally important to Serbia’s integration with the European Union. This AO pursues two IRs: (1) Government Operations Improved; and (2) Civil Society Engagement in Public Life Increased. The focus here is on making government operations more transparent, efficient and accountable to the people and to strengthen checks and balances to government power through judicial and parliamentary reform. This AO is also directed at building up the capacity and engagement of civil society and media as effective advocates and watchdogs for the public interest and to improve the Government’s responsiveness to ordinary citizens.

### **C. ADS Requirements**

USAID revised its ADS requirements related to gender analysis in the fall of 2009. The current requirements pertaining to gender analysis are briefly summarized by relevant ADS section below:

**Section 201.3.8 (Program Planning: Assistance Objective)** states that at the time of approval, an AO must incorporate the findings of all mandatory technical analyses and incorporate actions that will overcome any identified obstacles to achieving the AO. Proposed results or impact are to be gender-disaggregated as appropriate.

**Section 201.3.9.3 (Gender Analysis)** contains the meat of the requirements related to gender analysis and specifies that gender analysis must be conducted in developing strategic plans, AOs, and IRs. Conclusions of any gender analysis that is performed must be documented at the country strategic plan, AO, project, or activity approval stage. This section of the ADS specifies that if gender is not an issue in

the achievement of AO results, this must be noted in the AO approval narrative or the project or activity stage with a brief statement of rationale. The key language is included below:

“In order to ensure that USAID assistance makes possible the optimal contribution to gender equality in developing strategic plans, AOs and IRs, Operating Units (OUs) **must** consider the following two questions:

- a. How will the different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision making and different access to and control over resources and services) affect the work to be undertaken?
- b. How will the anticipated results of the work affect women and men differently?

The purpose of the first question is to ensure that 1) the differences in the roles and status of women and men are examined, and 2) any inequalities or differences that will impede achieving program or project goals are addressed in the planned work design.

The second question calls for another level of analysis in which the anticipated programming results are: 1) fully examined regarding the possible different effects on women and men; and 2) the design is adjusted as necessary to ensure equitable and sustainable program or project impact (see **ADS 203.6.1**). For example, programming for women’s income generation may have the unintended consequence of domestic violence as access to resources shifts between men and women. This potential negative effect could be mitigated by engaging men to anticipate change and be more supportive of their partners. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship between and among men and women as well as the broader institutional and social structures that support them.”

**Section 201.3.11.6 (Project/Activity Planning Step 2: Conduct Project-Level Analyses, as Needed)** specifies that all projects and activities must address gender issues in a manner consistent with the findings of any analytical work performed during development of the Mission’s long-term plan (see Section 201.3.9.3 above) or for project or activity design. The conclusion of any gender analyses must be documented in the Activity Approval Document (AAD), unless it has been determined that gender is not a significant issue, in which case this must be stated in the AAD. In addition, the findings of any analytical work performed during the development of a project or activity design must be integrated into the Statement of Work/requirements definition or the Program Description when the project activity is to be implemented through an acquisition or assistance award. This ensures that when grantees or contractors carry out the projects or programs, the identified gender issues are not overlooked.

**Section 201.3.11.16 (Project/Activity Planning Step 12: Prepare Activity Approval Document (AAD))** states that AADs must outline the gender issues that need to be considered during activity implementation and describe what outcomes are expected by considering these issues or, if the Operating Unit determines that there are no gender issues, provide a brief rationale to that effect.

**Section 203.3.4.3 (Reflecting Gender Issues in Performance Indicators)** states that in order to ensure that USAID assistance makes the maximum optimal contribution to gender equality, performance management systems and evaluations must include gender sensitive indicators and sex-disaggregated data when the technical analyses supporting the AO, project, or activity demonstrate that there are gender issues that must be considered. Gender sensitive indicators are described as “information collected from samples of beneficiaries using qualitative or quantitative methodologies or looking at the impact the project had on national, regional, or local policies, programs, and practices that

affect men and women”. This section of the ADS also instructs AO Teams to look for unintended consequences that may need to be addressed over the course of the project.

**Section 203.3.6.1 (When is an Evaluation Appropriate?)** states that in the course of implementing an AO, the need for an evaluation could be triggered by performance information that indicates that a positive or negative unexpected result has arisen, such as unanticipated results affecting either men or women.

**Section 203.3.6.2 (Planning Evaluations)** states that the planning process for an evaluation should include a plan for data collection and analysis, including in relation to gender issues.

**Section 302.3.5.15 (Incorporating Gender Issues into Solicitations)** states that for all solicitations including RFPs and RFTOPs, the Contracting Officer must ensure that the office issuing the solicitation integrates gender issues into the procurement request or provided a rationale as to why gender is not an issue. This section of the ADS further elaborates that “When the procurement request integrates gender issues into the different contract performance components, e.g., Statement of Work, project deliverables, key personnel qualifications, and monitoring and evaluation requirements, the contracting officer must work with the technical office to ensure that the technical evaluation criteria (e.g., technical understanding and approach, monitoring and evaluation, personnel, etc.) correspond to these contract performance requirements. Within these major evaluation criteria, however, gender issues should not be separate sub-criteria with maximum possible points assigned to them, since this dilutes their significance”.

**Section 303.3.6.3 (Evaluation Criteria)** reiterates the main provisions of section 302.3.5.15 but with respect to all USAID-funded activities such as RFAs (including LWA awards) and APSs and requires the Agreement Officer to insure that this has been done.

**Glossary:** the following terms were added or revised.

- **Gender:** Gender is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated. Note that “gender” is not interchangeable with “women” or “sex.”
- **Gender equality:** Gender equality is a broad concept and a goal for development. It is achieved when men and women have equal rights, freedoms, conditions, and opportunities for realizing their full potential and for contributing to and benefiting from economic, social, cultural, and political development. It means society values men and women equally for their similarities and differences and the diverse roles they play. It signifies the outcomes that result from gender equity strategies and processes. =
- **Gender equity:** Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality.
- **Sex:** Sex is a biological construct that defines males and females according to physical characteristics and reproductive capabilities. For monitoring and reporting purposes, USAID disaggregates data by sex, not by gender. Gender and sex are not synonyms. See Gender above.

## II. Basic Background Information and Findings on Gender in Serbia

The background and findings below focus on basic, general information and the two broad areas in which USAID will work (EG and DG). Because time for the assessment was short, major areas in which USAID will not work (e.g., health, many aspects of education) were excluded although there are important gender issues in these sectors as well. Also under-represented are important issues surrounding former male combatants in the Balkan Wars. During the week she was in Serbia, the consultant was not able to consult with experts on this topic. Although USAID does not plan to focus on domestic violence (DV), this issue is described in some detail below because so many people felt that it is a pressing issue in Serbia.

### A. Demographic and Attitudinal Factors

#### Population of Serbia

The last census was conducted in Serbia in 2002. At that time, there were 3,852,000 women and 3,646,000 men in Serbia, (a ratio of 106 women to every 100 men). In 2008, the estimated life expectancy for women was 78.09, whereas for men, it was 72.7. As is the case elsewhere in the region, the population has been aging with women getting married and giving birth at increasingly older ages.

#### Minorities and Especially Vulnerable Groups of Women

According to the 2002 Census, 82.9% of the population identified themselves as Serbian, 3.9% as Hungarian, 1.8% as Bosniaks, and 1.4% as Roma. Although women as a whole have not achieved gender equality in Serbia, there are sub-groups of women that are seen as especially vulnerable. These include rural women, displaced persons, women with disabilities, older women, and Roma. These groups are more likely to be poor and unemployed, have difficulty accessing basic health and education services, and are generally unaware that they have rights to equality which are being violated. Women from the South and East were seen as worse off than those from other geographic regions. Roma women face these barriers and more, including high levels of discrimination, early marriage and child-bearing, documentation problems, and early withdrawal from school. In 2009, the GoS adopted a National Strategy for the Promotion of the Position on Roma, with an accompanying Action Plan. This Action Plan contains specific provisions designed to address the dire situation facing Roma women.

#### Attitudes and Stereotypes about Gender Roles

Although there is not a great deal of data available on this issue, most people who were interviewed for this assessment held the opinion that gender issues are not seen as important by the majority of Serbians and that beliefs about gender roles are not overly traditional, although to some extent they have become more traditional as compared to the period when Serbia was part of Yugoslavia. Some geographic regions of the country (especially the South) are widely considered to hold more traditional views than other regions.

In 2007, in conjunction with the Community Revitalization Through Democratic Action (CRDA) program, USAID funded a survey on some aspects of gender beliefs that included 2,535 interviewees in a

three stage random representative stratified sample.<sup>2</sup> This survey found that a majority of both women and men disagreed that “it is most useful for a society that there is a traditional role separation in the family where a woman should work in the house and raise children and a man has a job and earns money”, although more men (38%) than women (28%) agreed to some extent with this statement. Unemployment was mentioned as the biggest problem facing both men and women in Serbia (although a bigger problem for men than for women). Approximately 10.5% of the respondents thought that violence was the single biggest problem facing women and 11.5% felt that discrimination was the single biggest issue. When asked whether they are more or less interested in gender equality as compared to five years previously, the substantial majority of respondents of both sexes said that their interest remained unchanged, but 4% of men and 13% of women said they were now more interested (7% of men and 4.5% of women said they were now less interested). Interviewees also felt that most Serbians do not see the word “gender” as referring to both men and women in the context of their socially constructed roles and identities but rather, they equate gender with women and see gender for the most part as solely a “women’s issue”. (Hence, for example, there are “women’s NGOs”, but not NGOs that work on gender issues or men’s issues.)

## **B. Government Bodies and Laws Related to Gender in Serbia**

### **Responsibility for Gender Issues in the GoS**

Responsibility for addressing gender issues is distributed across numerous Ministries and offices in the GoS, including the Gender Equality Council of the GoS (which is meant to function as an inter-Ministerial advisory body, but which has been inactive until quite recently), The Committee for Gender Equality of the Assembly of the AP of Vojvodina, the Division for Implementation of Human Rights in the Ministry for Human and Minority Rights (which oversees Serbia’s actions with respect to six UN conventions including the Convention on the Elimination of Discrimination Against Women; CEDAW), The Directorate for Gender Equality in the Ministry of Labor and Social Policy ([MoLSP], which drafted and will oversee implementation of much of the recent new legislation related to gender), the Committee for Gender Equality in the National Parliament and an Ombudsman, among others. The perception of the donor and NGO community is that most of these offices are under-funded, understaffed, lacking in capacity, low in “clout”, and lacking support from the highest levels of government. In addition, while some of these entities collaborate well with NGOs, others are perceived as systematically excluding NGO involvement. Unfortunately, the Directorate for Gender Equality, which is the office charged with implementing the Action Plan for Gender Equality is one of those that does not reach out to NGOs. This situation could pose major barriers for enhancing the cooperation between the GoS and civil society in this sector.

At the local level, some municipalities have functioning committees/councils or points of contact whose job it is to address gender issues and focus on gender integration. This process began in 2002, when OSCE initiated a project to train gender focal points in municipalities. There are approximately 40 gender focal points established, although they enjoy varying degrees of support from local governments and communities. OSCE is currently phasing out this program and seeking municipal support for these positions. The recently passed Law on Gender Equality included a provision that required communities to establish some mechanism for integrating gender into their local government. In some cases, the gender focal points can fill this role. In others, communities have established gender councils or

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<sup>2</sup> Information related to this survey was obtained from a hard copy of a PowerPoint presentation on “Gender Equality”, put together by Strategic Marketing Research in the context of an end of project report on the CRDA program.

committees. Approximately 70 communities now have a mechanism in place, although estimates are that only 25-30 are active. The mandate of these councils is vague in the legislation (and needs to be clarified in by-laws) but in general, they engage in activities such as drafting local gender strategies, integrating gender into local laws, and coordinating the response of the local Social Care Centers to address issues such as domestic violence.

## **Key Legislation Related to Gender**

The Constitution of the Republic of Serbia prohibits discrimination on the basis of gender and guarantees equality of women and men<sup>3</sup>. However, until quite recently, some other key components of a full package of laws designed to promote gender equality were missing (see the 2007 Alternative Report to the CEDAW Committee). In 2009, the GoS made numerous significant advances in this regard, including adoption of an anti-discrimination law, the Law on Gender Equality, and The National Strategy for Promotion of Improved Status of Women and Gender Equality. The Action Plan associated with this National Strategy is expected to be adopted in the very near future, and the Directorate for Gender equality is seeking donor collaboration to implement it. With these additions, Serbia has the major legislative components in place. The key challenges for the future will lie in the areas of financing and implementing these laws and plans. In general, many observers are skeptical about the extent to which the laws will be implemented or enforced and believe that there is not yet any mechanism available to hold the GoS accountable for enforcing gender equality and combating discrimination against women. For example, although such discrimination is illegal, according to NGOs and donors, it occurs on a regular basis and there are no effective mechanisms for seeking redress under the established legislation.

## **C. Democracy Sector Issues**

### **Civil Society Groups Focusing on Gender**

There are numerous long-standing civil society groups in Serbia that focus on gender issues, or more specifically, on “women’s issues”. Many of these groups played an important role in the protests and political changes that took place in 2000 and that resulted in the end of the Milosevic era. The influence of these groups on the subsequent governments in Serbia and their policies has been less strong, however. Some people believe that this may result from the perception that these groups are too aggressive in tone and that they focus on messages (e.g., Serbia is responsible for much misery in the region and should make amends) that are unpopular and that people don’t want to hear. Others believe that although these organizations do exist and may have some positive impact at the local level, they are relatively low in profile and do not make an impression on the public or on government policies at the national level.

There also seems to be a general stereotype that the GoS and civil society groups do not cooperate and have poor relationships. In some cases, this seems to be true where gender issues are concerned, but may be more a function of the attitude of some GoS officials than of the willingness of civil society to get involved or to collaborate. Interestingly, in the course of this assessment, examples were also repeatedly encountered that defy the stereotype of non-cooperation. For example, when it submitted the last CEDAW report in 2007, the GoS did not cooperate with civil society in producing this report; instead, a shadow report was generated by a consortium of women’s NGOs. The GoS is now working on its

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<sup>3</sup> In doing so, the Constitution provides a gender-neutral definition of discrimination and does not specifically define discrimination against women, per se.

next CEDAW report and has convened a working group comprised of relevant government officials and civil society groups in this context. The GoS and civil society were also reported by staff at the US Embassy to collaborate well in addressing the issue of TIP.<sup>4</sup>

## **Political Participation<sup>5</sup>**

Although there has been some recent improvement, women's participation in political life and high-level political decision-making still lags behind that of men. The introduction of a 30% quota requirement in election law mandated increased representation of the less represented sex on election lists but did not mandate that women have to be nominated to the National Assembly by the party. After the 2007 election, 20% of MPs were women. The quota requirement in the Local Elections Act resulted in an increase in the number of women elected to Local Assemblies to 21.3% in 2004. In 2008, there were five women Ministers (18.5% of the total) and 42.6% of the Assistant Ministers were women. The majority of judges (64% are women) but 60% of court presidents are men. The reasons most often given for women's lower levels of participation in politics include traditional family obligations, child care responsibilities, and the lack of available support services. The Gender Equality Strategy sets a goal of 40% representation for women in GoS legislative bodies (the EU standard) and seeks a quota for the executive branch of the GoS, which is currently lacking.

In the CRDA survey mentioned in the section above on attitudes toward gender equality, men and women were asked whether it would be beneficial for Serbian women to get more involved in politics. Women (53.5%) were more likely than men (40%) to answer "yes" to this question.

## **Media**

There are a relatively large number of women working in the media in Serbia, including in some important positions as top editor or manager of media companies but the majority of those holding the top decision-making positions are men.<sup>6</sup> There have been concerns for many years about the portrayal of women and men in the media in Serbia. In the 1990s, the media was seen as glorifying violence and as offering a very macho, militarized portrait of men while portraying women as sex objects, or in very traditional family roles. Pornography was widely available and escort services advertised freely (see the 2007 CEDAW Alternative Report for more on this). In the past few years, many observers believe that this situation has moderated to some extent (although others believe that Serbians have just gotten used to these portrayals and are no longer as outraged). In addition, some women's issues (e.g., domestic violence) often continue to be treated by the media in a sensationalized way. In general, reality shows pander to the "lowest common denominator" and portray numerous minority or disadvantaged groups in very insensitive and negative ways (e.g., gays and lesbians, older people, people with disabilities, members of minority groups). Turbofolk music, which is very popular with youth in the country, continues to present an extremely sexualized view of women. The GoS's Strategy on Gender Equality lists addressing gender issues in the media as a priority, specifically with respect to combating sensationalist coverage, eliminating the portrayal of gender stereotypes and objectification of women, using gender-sensitive language, increasing the number of women in decision-making positions and

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<sup>4</sup> These examples are also consistent with Freedom House's finding that "cooperation between NGOs and the state has advanced and the NGO community is increasingly seen as a viable partner" in Serbia (Nations in Transit, 2009).

<sup>5</sup> Information in this section was taken from the Government of Serbia's Strategy on Gender Equality and from the UN (2008) document "Serbia: National Context and Outstanding Priorities".

<sup>6</sup> Although there is consensus on this point, gender disaggregated statistics could not be located.

recommends that more research be conducted on gender and the media. The law on gender equality also contains a provision that states that an individual may be fined from 5,000 – 25,000 RSD if they author information that is published or broadcast by mass media if the information “offends the dignity of a person with regard to gender, violates the equality of a person in terms of gender or encourages such a violation”.

## **D. Issues Related to Economic Growth**

### **Education<sup>7</sup>**

The net primary school completion rate is 92% in Serbia and males and females are equally likely to complete this level of schooling. (Roma children complete primary education at much lower levels, and girls complete at lower rates than boys.) About 15% of children with disabilities are registered in Special Schools and there is no national policy or strategy for promoting inclusive education. According to “Women and Men in Serbia”, girls (87%) have a higher secondary school attendance rate than boys (81%) and more girls than boys graduate from high school. The quality of education in Serbia is considered to be below EU standards and does not provide pupils with skills that are a good match for the requirements of the labor market. Better linkages between the secondary education system and the labor market are viewed by many as crucial for the future employability of youth in Serbia. In the years 2003-2006, more women than men earned PhDs in each year, but whether more men or women earned a MS degree varied by year.

### **Employment<sup>8</sup>**

Unemployment is a persistent problem in Serbia and job creation has inadequately addressed Serbia’s high unemployment, especially among women, youth, and minorities. According to the National Bureau of Statistics and Informatics, 1,985,084 persons were employed in Serbia in May 2008. That month, of the 773,335 registered unemployed, 54% were women. Long-term unemployment (12 months or more) is about 80% of total unemployment and youth unemployment is 44%. According to Serbia’s Statistical Office, the highest unemployment rates are in Central Serbia (13.8%), Belgrade (14.2%), and in the Vojvodina agricultural region (14.2%). Sixty percent of the Roma population is unemployed and is thus the most vulnerable ethnic community in the labor market. Women’s average wages were 16 percent lower than those of men in 2008. There were 54 percent more women unemployed than men, and only 21 percent of women occupied management positions.

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<sup>7</sup> Except where noted, statistics in this section were taken from the UN (2008) document “Serbia: National Context and Outstanding Priorities”.

<sup>8</sup> All statistics on unemployment were taken from the recently completed private sector development assessment: Watson, J., Borish, M., & Lamaute, D. (2009). Private Sector Development and Business Enabling Environment Assessment. Submitted to USAID/Serbia.

## 2004 - 2005 Working Age Population

	2001			2005		
	Total	Male	Female	Total	Male	Female
Labour force participation rate	66.4	75.1	57.9	65.2	74.3	56.2
Employment rate	53.4	63.1	44.0	51.0	61.3	40.8
Unemployment rate	19.5	15.9	24.1	21.8	17.6	27.4
Long-term unemployment (12 months & more)	77.5	75.7	79.0	79.0	78.4	79.6

Source: LFS 2004 and 2005

### Entrepreneurship

There is broad consensus across individuals in Serbia that economic empowerment of women is a key gender issue. The Head of the Directorate for Gender Equality in the MoLSP (which is responsible for coordinating the implementation of the Gender Equality Strategy and the associated Action Plan) stated that a key issue from her perspective was increasing the employability of women, including by improving their opportunities to open a business.

Key barriers that women entrepreneurs (and, in some cases, women seeking other forms of employment) face include:

- Lack of time due to family obligations,
- Lack of support services such as affordable childcare that would facilitate balancing work and family responsibilities,
- Lack of funds to start up a business,
- Lack of training or concrete skills that are needed in the area in which they wish to work, especially for older women,
- Lack of education, especially for Roma or rural women,
- Lack of familiarity with computer and other modern technologies,
- Problems accessing credit, because of poverty or lack of access to collateral (women own less property and real estate in Serbia as compared to men),
- The tendency for women entrepreneurs to focus on traditional “women’s work” which often pays less or is less likely to result in a business with high earning potential,
- Attitudinal issues related to lack of confidence in one’s ability to open a business and general hopelessness about personal economic prospects, and
- A lack of understanding on the part of many GoS officials at the local and the national level of how barriers to starting a business may differ for men and women and why integrating gender issues into entrepreneurship programming or legislation is important.

These barriers are usually magnified for women who are from rural areas (of 3.8 million women in Serbia, 1.6 million live in rural areas), and women who are less educated, older, members of minority groups (especially Roma), and from certain geographic regions of the country (especially the south and east). (Men from these demographic groups are also disadvantaged in many cases.)

## **Other Gender Issues**

### ***Violence Against Women***

Although data is scarce, domestic violence is widely believed to affect large numbers of women in Serbia. Research conducted by NGOs (and reported in the 2007 CEDAW Alternative Report) suggested that physical violence rates were higher than in surrounding countries and that almost half of women said that they had been exposed to psychological violence. Domestic violence was reported to be higher in homes where men had returned after participating in the war, and in cases where a husband/partner earned less money than a woman. Although there is no comprehensive law on DV, it is covered under the Criminal Code of Serbia. The Strategy on Gender Equality identifies addressing DV as a high priority and calls for improved research and data collection related to DV, awareness raising about DV as a social problem, combating sensationalist coverage of DV and related issues in the media, and introducing a curriculum designed to increase knowledge of the harmful effects of violence into the schools. There are many active NGOs in Serbia that focus on this issue and in some cases, run shelters or provide other assistance services for victims of violence. For example, the Autonomous Women's Center, a feminist NGO that has been active since 1993, serves as a coordinator for more than 40 NGOs that work to address the issue of violence against women in Serbia.

### ***Donors Working on Gender in Serbia***

The key donors who are working on gender issues in Serbia include SIDA, GTZ, OSCE, UNIFEM, UNDP, and the Norwegian government. CIDA (which no longer has a presence in Serbia) initiated the Gender Synergy Group some years ago to bring together donors and the GoS on issues of gender. This group lapsed into inactivity after CIDA departed, but there are some efforts underway to revitalize it. UNIFEM also chairs a working group of all UN Agencies in the country to address gender integration and mainstreaming across programs. GTZ appears to be taking some initiative to bring together stakeholders on gender in the donor community.

## III. Key Findings and Recommendations Related to Gender Integration at USAID

### A. Increase Gender Awareness at all Levels at USAID/Serbia

In general, the level of gender awareness among Mission staff seems to be low. Most staff do not appear to routinely consider how gender issues might impact the projects they oversee, nor do they easily adopt a “gender lens” when thinking about programs or initiatives in their sector. Many seem to feel that integrating gender implies creating stand-alone programs for women or that “gender” refers to women’s issues only.

#### **Recommendation**

*Mission leadership should seek to increase the level of gender awareness and ensure increased attention to and understanding of gender integration at USAID/Serbia. This could be achieved by making training opportunities available to staff (see below), regularly initiating presentations or discussions of gender issues, reminding staff of ADS obligations with respect to gender, creating a Gender Working Group involving one or more staff from each office, creating a central repository of information related to gender issues in Serbia, etc.*

### B. Ensure that all USAID Staff Obtain at Least Some Gender Training

In general, the current Mission staff has not had any form of gender training, including the new Gender Advisor (who has just recently taken over this role and will also technically function as the Gender Advisor for USAID/Montenegro). This is an important gap because a wide variety of Mission staff are involved in project design and management functions. It is especially crucial that at least some members of each Mission Office have basic training in how to conduct gender analysis as this is required by the ADS in the context of strategic planning, AO, and activity design. Although an outside consultant is often employed to conduct gender assessments in the context of strategy or AO design, it will typically fall on Mission staff to conduct gender analysis at the activity level.

At the moment, USAID as an Agency does not offer many training opportunities in gender. However, the WID Office is working on developing a gender training that can be conducted in the field for interested Missions. In addition, the E&E Bureau Gender Advisor is currently working with consultants to craft an on-line course on how to do gender analysis. This course is expected to be available in late spring or early summer of 2010. Other donors and organizations in the region may also offer other training opportunities.

#### **Recommendation**

*USAID/Serbia should seek training opportunities in gender for Mission staff. The new Gender Advisor should receive such training as soon as possible. As part of this effort, USAID/Serbia and USAID/Montenegro should consider jointly hosting the WID training when it becomes available. (Key implementers should also be invited to attend.) In addition, at a minimum, all staff who are engaged in activity design or management at USAID/Serbia should take the E&E Bureau’s on-line gender analysis course when it becomes available. If gender training is available that relates to the specific substantive areas in which USAID staff work, such training should also receive high priority.*

## **C. Include Clear Expectations Regarding Gender Integration in all Scopes of Work**

The best way to ensure that grantees and contractors address the gender issues that were identified by the Mission in the course of the activity design process is to include explicit statements about the gender issues that organizations that respond to RFPs, RFAs, RFTOPs, etc. are expected to address in their program. (The ADS also now includes this as a USAID responsibility.) In practice, many scopes of work include vague language asking offerors to “address gender issues”. Relying on this type of language risks leaving the precise way that programs will address gender undefined at the outset of the program and in the case of grants and cooperative agreements, may leave USAID in the position of having a limited ability to intervene if gender issues are not properly integrated or addressed as the program unfolds.

### **Recommendation**

*Include explicit language regarding what gender issues are to be addressed in all SOWs that are included in RFAs, RFPs, RFTOPs, APSs, etc. This language should be based on the gender analyses that were done at the activity design stage. Those who are submitting proposals to USAID should be encouraged to address other gender issues as appropriate.*

## **D. Mandate that Gender Issues be Explicitly Addressed in all Assessments**

USAID/Serbia has conducted several sectoral assessments in advance of beginning to craft their draft amended strategy, some of which remain ongoing. These assessments often provide a wealth of useful information and can be an excellent opportunity for the Mission to collect information about gender that is relevant to their strategic planning and program design process. Whether the assessments requested by USAID/Serbia focus on gender issues generally depends on who crafts the SOW. Accordingly, some assessments address gender issues whereas others do not. The consultant reviewed several of the assessments that were carried out in conjunction with the ongoing strategic planning at USAID/Serbia. On the whole, these documents did not address gender issues. At best, they included some sex-disaggregated statistics.

### **Recommendation**

*USAID/Serbia should mandate the inclusion of gender analysis in all assessments that it conducts or funds. The fact that the most recent assessments did not examine gender issues means that the Mission lost an excellent opportunity to gain an in-depth understanding of gender in these areas, at a time when the new strategy is being developed. Requiring that all assessments examine gender issues would ensure a steady flow of gender information in the areas of greatest interest to the Mission and would greatly facilitate the required gender analysis at the activity design level. Ideally, all assessment teams should also be balanced in terms of the sex of the team members.*

## **E. Strengthen the Language Related to Gender in Activity Approval Documents (AADs)**

The individuals who were interviewed at USAID/Serbia reported that AADs generally contain vague language with respect to gender. Typically, these “gender statements” say that gender will be addressed in the activity once it is implemented and the appropriate section of the ADS is cited. The revisions to the ADS that were recently completed include the requirement (in Section 201.3.11.6) that AADs describe the conclusions of the gender analyses that were carried out as part of the project design

process, unless it has been determined that gender is not a significant issue. Thus, a simple statement saying that gender will be addressed would not be considered sufficient.

### **Recommendation**

*USAID/Serbia should strengthen the language related to gender and gender analysis in AADs. The Mission should also build in some form of monitoring of these documents to make sure that this is being done. For example, the Mission Gender Advisor could be asked to examine AADs for adherence to this requirement and to be part of the AAD clearance process. The amount of information that is included vis a vis gender in these documents need not be burdensome, but the main gender issues that have relevance for the activity that is being approved should be described, as should the general approach that will be undertaken to address these issues.*

## **F. Results Frameworks and PMPs Need to Include a Focus on Gender-Sensitive Indicators and Sex-Disaggregated Data**

The ADS requires that in cases where gender analysis suggests that gender issues are important, gender-sensitive indicators should be established and data should be disaggregated. Generally, projects that are funded by USAID/Serbia do collect sex-disaggregated data, especially OP-type data like numbers of people trained, or numbers of men and women who attend meetings. However, these data are limited in scope and tend to reflect simple outputs. Although implementers often collect a great deal of data beyond what is required for the OP, they do not always disaggregate these data or collect data on gender sensitive indicators.

### **Recommendation**

*USAID/Serbia should ensure that gender-sensitive indicators are included in the Amended Results Framework as needed and should request that their implementers routinely dis-aggregate all data including data related to process, outcomes and impact, if possible. Implementers should be asked to develop gender-sensitive indicators on the project level where gender analysis suggests they are needed.*

## **G. Work with Other Donors to Ensure a Continued and Compatible Focus on Key Gender Issues**

Although USAID does collaborate with numerous other donors in Serbia, gender has not typically been the focus of such collaboration in the recent past. Other donors that do address gender issues are keen to collaborate in this area and would welcome greater attention to gender integration in USAID programming.

### **Recommendation**

*USAID should actively collaborate with other donor organizations in the area of gender, including by conducting and sharing the results of gender analyses, integrating gender into programming areas of mutual interest, enabling the GoS to implement the Gender Equality Strategy and associated Action Plan, and insuring that efforts to integrate gender are complementary and not duplicative across donor portfolios. The Gender Synergy Group may become active again and there is also a smaller donor group working with the Directorate for Gender Equality in the MOLSP. Collaboration may also be initiated on a sectoral basis when one or more donors are working in the same sector as USAID (this may be most likely to happen in the area of EG programming).*

## IV. Key Recommendations Related to Substantive Areas and Programming

### A. Cross-Sectoral Recommendations

- **Pre-design consultation:** *Before initiating any new activities, consult with both men and women to make sure that the unique perspectives and priorities of both sexes are addressed. Do so in a format that allows both men and women to not only participate but to participate actively. Inquire about unique barriers that may prevent men or women from having equal access to the program or realizing equal outcomes from their participation.*
  - As part of this process, seek to ascertain whether gender balance in participation is likely to be achieved without any proactive intervention. If not, build affirmative actions into the program design. This issue is especially important in relation to women from particularly disadvantaged groups.
  
- **Avoid stove-piping in addressing gender issues:** *Many gender issues could and should be looked at holistically and may be addressed simultaneously by components of programs located in different offices at USAID/Serbia. For example, domestic violence is widely perceived to be a problem in Serbia. Various provisions designed to address this issue could be woven into multiple activities across the Mission’s portfolio, rather than having a stand-alone DV program, per se<sup>9</sup>. Some examples of how this could be done include:*
  - **EG:** In programs focusing on business development, ensure that survivors of DV are a target group of women who receive training or participate in the program.
  - **Civil society:** Work with the NGOs that address DV in Serbia or assist them in networking and working more constructively with the GoS to address mutual interests.
  - **Media:** Work with media to ensure that issues like DV are not sensationalized and that media contributes to raising awareness in the public about DV.
  - **RoL:** Assess how courts are processing DV cases, where there are barriers, how courts at all levels can work more effectively together to address DV, and provide training and awareness raising to judicial system employees who encounter and handle DV cases.
  - **Sub-grants:** Use the sub-granting mechanism under the ongoing and upcoming civil society and RoL programs to fund activities like those above.
  
- **Support women’s NGOs and those that focus on especially disadvantaged groups in civil society and other programming:** *In recent times, USAID programming in civil society and other areas has not worked very often with women’s NGO, or those that focus on the human rights of minority groups. These NGOs should be supported to a greater extent in future programming. Although some of these groups may be perceived as “loud”, this is often necessary when acting as an*

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<sup>9</sup> For more suggestions on how to integrate anti-DV activities across the USAID portfolio, see E. Duban (2009). *Toolkit for Integrating Domestic Violence Activities into Programming In Europe and Eurasia*. Paper published by the E&E Bureau, USAID and available on the USAID website.

advocate and in general, women's groups globally have often had to be aggressive to have an impact. Also, not all of the women's NGOs adopt the same "tone" and there are many that target specific issues that are of interest to USAID rather than focusing on messages about Serbia's culpability in the recent wars. In addition, contrary to stereotypes, some offices of the GoS are working with women's civil society groups on gender issues including implementation of the Gender Action Plan, addressing domestic violence, combating TIP, and others. These relationships should be nurtured and may be instructive in terms of good practices in fostering good working relationships between the government and civil society in other sectors. In addition, USAID should work with women's NGOs in a way that promotes their sustainability; most such NGOs in Serbia remain dependent on donor funding.

The Autonomous Women's Center produced a map of women's NGOs in Serbia which included a short description of each with reference to the sectors in which they have expertise. This mapping corresponds to key areas of interest under the Poverty

Reduction Strategy for Serbia and would be a useful tool to aid USAID in identifying possible partners in the civil society sector.

In general, work with civil society groups that focus on women and/or minorities could cross-cut the Mission portfolio. Programs that include a sub-granting mechanism should consider allocating a specific percentage of their grants to work with these groups.

- **Collect sex-disaggregated data and support research on gender issues whenever possible:** Serbia suffers from a dearth of sex-disaggregated data and it is very difficult to find good (or any) statistics on many key issues. This situation makes it more difficult to conduct adequate gender analysis at either the strategic or the project levels. The Statistical Office of the Republic of Serbia issued the first compilation of sex-disaggregated statistics ("Women and Men in Serbia") in 2008, but it is relatively modest in scope. More detailed information is needed about DV, representations of women and men in the media, differences between women and men in perceptions of corruption, public attitudes toward and awareness of numerous gender issues, differences between men and women in property ownership and tax payments, and many other issues. *USAID should build collecting sex-disaggregated information into as many program designs as possible, or fund think tanks or researchers to conduct such analyses.* Not only would this information serve as a useful baseline for eventual program evaluations, but it would serve to highlight key areas for future programming or areas that could be addressed under existing sub-granting mechanisms within ongoing programs. In addition, if USAID programming addresses areas in which gender statistics are not collected by the government but could be (e.g., related to differences between men and women in access to credit, land or enterprise ownership, roles in the agriculture sector, experience of DV), USAID should seek to build the creation of such a data collection system into its programming.
- **Where possible, build in activities that address the issues outlined in the Government of Serbia's Strategy and Action Plans on Gender Equality:** *Even though USAID will not likely fund a stand-alone program on gender, it could nevertheless assist the GoS in meeting its obligations to women and reaching the standards outlined by the EU for gender equality by designing activities that address some of the key issues outlined in these documents.* Although some of the major focus areas outlined in these documents are not areas in which USAID will work (e.g., education, health), there are major concerns articulated about issues related to women's employment levels, the relatively low number of women who open a business, high levels of domestic violence, the portrayal of women in the media, women's representation in politics, and

the multiple levels of discrimination experienced by minority women. These are all issues that could be addressed in USAID programming, even if it is not the main focus of any single program. At the moment, the GoS is working with a small group of donors (e.g., SIDA, GTZ, the Norwegian government, some UN Agencies) to determine which donors will assist the government with each component of the Action Plan. Prior to initiating any activities that dovetail with this plan, USAID should begin to participate in and collaborate with this group as well as to touch base with other donors and NGOs that may be providing technical assistance in this area.

- **Marginalized groups as participants in USAID programs:** USAID should assess whether Roma or other especially marginalized groups are present in significant numbers in the areas that are to be targeted by each program. If so, they should be explicitly targeted and included as program participants. If working with Roma or PWDs, USAID may need to proactively target them for inclusion in the program and may need to assess whether extra measures must be taken to ensure that they achieve successful outcomes as a result of participating in the program. Members of these groups face an exceptionally large number of barriers and may not be able to be best served by a “one size fits all” approach. USAID should also consider whether the special challenges faced by the Roma are such that targeting them for integration in relevant programming may not be sufficient and that a stand-alone program for Roma is warranted.
- **Youth:** A heavy youth focus has been integrated in a number of programs by USAID/Serbia. A strong example is the Mission’s revitalization of and sustained work with Junior Achievement. Also, staff, including the MD and DMD worked on the Youth Strategy for Serbia with the Ministry for Youth and Sport. USAID/Serbia is also supporting internships through EG programs (to businesses) and NDI (to the National Assembly). Any EG programs that are designed should continue to include a strong focus on youth of both sexes.
- **Seek funding for work on gender issues from available sources in USAID/DC or State:** In the recent past, funding to work on gender issues at USAID has not been readily available. However, in 2008, The Development Grants Program (DGP) was created. It aims to develop partnerships between USAID Missions, private voluntary organizations (PVOs) in the United States, and indigenous non-governmental organizations (NGOs). Several E&E Missions have successfully obtained funds to address gender issues in the EG and DG sectors through this mechanism. The Secretary of State’s Office for Global Women’s Issues may also be providing some funding opportunities. If USAID/Serbia is not already planning to apply for some of these funds, this should be considered.

## B. Economic Growth

Some potential points of entry for USAID to address gender issues in the EG portfolio include:

- **Private enterprise growth:** Any EG program focused on promoting entrepreneurship should explicitly have a gender aspect (although not necessarily a separate “women’s entrepreneurship program”) and should ensure equal outcomes for women and men, even if this involves developing somewhat disparate activities that are designed to address the unique barriers that each sex faces in addition to the barriers that are common to both sexes. Issues that should be considered include:
  - The most common barrier for women in business is the difficulty inherent in juggling work and heavy family responsibilities. Thus, aside from facilitating access to credit or

training for women entrepreneurs, programs may need to provide auxiliary services like provision of child care services, flexible hours, ability to work from home, tele-working opportunities, etc.

- Many entrepreneurs of both sexes tend to plan businesses that align with traditional notions of what is “women’s” versus “men’s work”. Prospective entrepreneurs should be encouraged to think outside of these stereotypes, particularly in terms of starting up businesses that have been identified as in sectors which are more likely to be successful and may be more lucrative.
  - A majority of property and land in Serbia is owned by men. Accordingly, programs focusing on entrepreneurship will need to include innovative ways to advance credit to women who do not own property to offer as collateral. There are numerous ways that this could be approached, including establishing a guarantee fund, working with banks to grant women better terms on loans, allowing other forms of collateral, lending to collectives, etc.
  - If a husband and wife participate together in any program designed to start up or expand a business of any type, it should be mandatory that both of their names appear on any titles of ownership or other documents and that methods are created to ensure that proceeds from the business are shared.
  - Women entrepreneurs are much more likely to succeed if they have the support of their husbands. Efforts may need to be made within any such programs to ensure that the businesses that are supported are seen as benefitting the entire family, and/or that program efforts are directing toward assuring husbands’ support. However, care should also be taken to ensure that any women’s businesses that are supported are not owned by women in name only, while actually being managed by their husbands.
  - Any business training packages that are developed should include modules on equal employment opportunities and sexual harassment.
- **Business-enabling environment:** When working on regulations or other activities designed to create a more business-enabling environment, USAID should conduct gender and social impact analysis so as to ensure that business regulations or practices do not inadvertently disadvantage women by, for example, requiring additional (or higher) taxes, surcharges or licensing fees in sectors in which they are more likely to work; making it hard for them to get credit; excluding women from regulatory and inspection functions; etc.
  - **Agribusiness:** Although large numbers of women in Serbia labor in the agriculture sector, they are unlikely to own the land on which they work, and are much less likely to own agribusinesses as compared to men<sup>10</sup>. Rural women in Serbia are also considered to have low decision-making power in terms of household financing and budget issues. The USAID agribusiness program has included activities specifically designed to assist women in the agriculture sector and this should continue to be a focus.

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<sup>10</sup> These “facts” were reported by multiple interviewees, but more precise sex-disaggregated data on the agriculture sector could not be located.

- Before initiating new activities in the agribusiness sector, USAID should undertake research to examine gender differences in agribusiness – how many men versus women own such businesses, who works in them, unique barriers for women that make it less likely that they will own or manage an agribusiness, etc.
  - Programs designed to expand the agribusiness sector or increase its profitability must be designed in a manner that ensures that women do not shoulder a disproportionate amount of the labor while reaping little of the financial benefit from such programs.
  - A conscious effort should be made to support agribusinesses (including via marketing campaigns) in sectors that are more likely to be owned/managed by women, if they exist.
  - Any training that is provided in conjunction with the agribusiness program should include both male and female trainers so that women trainees are provided with strong female role models.
- **Women’s business and trade associations:** Such organizations should be supported if these are lacking or, women entrepreneurs should be encouraged to join existing business or trade associations if these provide equal opportunities for men and women to participate and to benefit from the activities of the association. Women members of business associations should not be relegated to “women’s committees” that focus mainly on what are seen as typical “women’s issues”.
  - **Unintended consequences of economic empowerment programs for women:** Overall, care must be taken in programs that economically empower women to avoid unintended consequences. For example, there has been evidence that some programs that have led to the economic empowerment of women in various countries have inadvertently led to an increase in family violence, as men react to perceived threats to their male gender role. Given that households in which women earned more than men were explicitly mentioned as more likely to experience DV in Serbia in the CEDAW Alternative Report, this possibility should be monitored. Building in activities designed to increase husbands’ support for women’s economic empowerment may help defuse the possibility of this unintended outcome.
  - **Citizen outreach at the local level:** Citizen outreach efforts from local governments should be sure to include women and to represent their views. Most of the people in positions of power at the local government level are men. Accordingly, USAID programming related to citizen outreach or constituency building should take pains to ensure that mechanisms are established that allow women to participate at high levels and that their input is taken seriously in decisions regarding community priorities, projects, budgeting, etc. USAID should investigate working with the local Gender Councils and/or Gender PoCs if these exist in the municipalities that are being targeted as well as with local NGOs that work on women’s issues.
    - **Gathering input from citizens:** Methods for gathering citizen input should be equitable and designed to ensure that whatever mechanisms are established for soliciting such input work equally well for men and women (e.g., are scheduled at a time of day that is not a barrier for either sex, do not involve technologies that advantage one sex over the other, are not impossible for women to attend because of childcare or other home duties, etc.).

- **Gender-sensitive budgeting:** Gender-sensitive budgeting should be included in activities related to financial management at the local level. In the context of technical assistance projects on budgeting and activities to increase citizen oversight of government spending, modules on gender sensitive budgeting should be included. Such modules could examine the impact of proposed spending, proposed cuts, and new programs on women and men, with an additional focus on groups that may be especially disadvantaged. The Gender Councils or Gender Focal Points may be ideal partners for USAID in such an effort given that their purpose is to ensure that local governments take gender issues into account.
- **Junior Achievement Serbia:** Junior Achievement programs should seek to ensure equal outcomes for male and female youth at each step in the program. Sex-disaggregated data should be collected in order to ensure that relatively equal numbers of males and females participate in the program, draw up business plans, and actually start a business. In many Junior Achievement programs, equal numbers of males and females participate in the program, but much larger numbers of males actually carry through in terms of business planning and start-up. Team leaders and mentors should include females, and all participants in the program should be exposed to women business owners and leaders.

## C. Democracy

- **Watch-dog activities:** USAID should include gender issues in programming designed to support “watch dog” activities that advance the public interest. Numerous new laws and Action Plans related to gender have been passed by the government very recently. There is substantial concern about the funding for and successful implementation of these policies. Advancing gender equality in Serbia would be fostered by supporting civil society in monitoring and reporting on GoS progress in implementing these new laws, especially since the public is unlikely to be aware of these developments. For example, “watch dogs” could monitor whether legislation designed to prevent discrimination against women is enforced and whether women can and do utilize the legislation to protect their rights, whether the new Law on Gender Equality is used to fine media for offensive portrayals of women, etc.
- **Coalition building of civil society organizations:** USAID should support coalition-building activities that enhance the effectiveness and influence of civil society groups that focus on gender issues and minority groups. These civil society groups do exist and their influence would be enhanced in many cases if they formed networks of those who tackle specific issues and acted together. In addition to working on gender issues, coalitions of civil society organizations working on behalf of especially disadvantaged groups (e.g., PWDs, Roma) may also achieve greater impact.
- **Advocacy and civic education campaigns:** Advocacy and civic education campaigns could be launched to raise public awareness of gender issues and to publicize positive steps that the GoS is taking on these issues. Many important gender issues such as DV are still not on the “radar screen” of the public. Although there have been a few attempts to raise awareness on some gender issues<sup>11</sup>, by and large, much more could be done. In addition, it is important that

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<sup>11</sup> For example, in the past, the USG supported the Autonomous Women’s Center to raise awareness of women’s issues and to advocate for policies preventing and punishing violence against women. Through a civil society

the citizens of Serbia are made aware of positive steps that their government is taking. It is easy for forward movement on gender to become lost in the general cynicism about the functioning of the government and in the onslaught of legislative changes that are being made in the push for EU accession.

- **Strengthening the judiciary:** As was noted above, USAID could address DV under the new RoL program that will be designed. Any program that focuses on the judiciary could also seek to ensure that the courts are trained to hear and respond properly to cases involving violations of women's rights more generally.
- **Human rights focus:** Future programming under the DG portfolio could also feature an expanded human rights focus, assuming that this could be integrated into the portfolio in a way that is not duplicative of work in this area that is being conducted by other USG Agencies and that it could be done in a way that is not at odds with other USAID/Serbia programming. The human rights of women, PWDs, Roma and many others are regularly violated in Serbia. A RoL program, for example, could include components designed to provide legal assistance and to bring court cases on behalf of individuals whose rights are violated.
- **Transparency initiatives:** Care should be taken to ensure that all methods that are utilized to make the government more accessible and responsive to the citizens of Serbia work equally well for and benefit both sexes. For example, if such efforts include methods that rely on computers and the internet, there are gender and age differences in frequency of using these tools. According to "Women and Men in Serbia", in the age group 25-54, 7% more men than women use the computer and 12% more men than women use the internet. (Very low numbers of both men and women in the 55-74 age group use either the computer or the internet (6-11%).) Thus, moving to government systems or transparency measures that rely on the computer would also need to entail some auxiliary services including training in their use and access; special care would need to be taken with minority group members and older people who may have literacy problems or be wary of newer technologies.
- **Work on political parties:** Further work with political parties could include numerous useful elements that would foster the goal of gender equality in Serbia including strengthening the process of policy development with a focus on policy issues of special interest to women, insuring gender balance and minority representation in party lists and positions of power, assisting in coalition building between the parties and civil society groups that work on gender issues, promoting more active participation by women and minorities, and insuring that outreach to citizens includes issues of concern to both men and women as well as communication techniques that are accessible to citizens of both sexes.

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program, the USG also supported the NGO Fenomena to create a hotline and center for supporting and providing assistance to victims of DV.

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## VI. Annexes

### Annex A: Schedule of Meetings

For  
Ms. Catherine Cozzarelli, Gender Advisor  
USAID Washington  
USAID/Serbia & Montenegro  
TDY to Belgrade, Serbia  
February 27- March 6, 2010

#### **Saturday, February 27, 2010**

12:15 Arrive in Belgrade on JU 0663 flight from Podgorica; airport pick-up confirmed.

#### **Monday, March 1, 2010**

08:30 Arrive at US Embassy – welcomed by Roslyn Waters-Jensen, USAID PO Director

08:30 – 09:00 Tour of the Mission

09:00 – 10:00 Meeting with USAID Program Office

10:00 – 11:00 In-brief with Front Office, Michael Harvey MD and Marilyn Schmidt DMD

11:00 – 12:00 Meeting with Program Office (continued)

12:00 – 13:00 Lunch

13:00 – 14:00 Admin time

14:00 – 16:00 Meeting with USAID Democracy and Governance Team

16:00 – 17:00 Meeting with Bianca Menendez, Political Officer, US Embassy and Ksenija Lazovic, Political Specialist

#### **Tuesday, March 2, 2010**

08:30 Arrive at Embassy

09:00 – 10:00 Meeting with Miodrag Bogdanovic, M&E Specialist

10:00 – 10:30 Admin time

10:30 Depart for Ministry for Human & Minority Rights (Bulevar Mihajla Pupina 2)

11:00 – 13:00 Meeting with Gordana Mohorovic, Senior Advisor, Ministry for Human and Minority Rights (accompanied by Miodrag Bogdanovic, M&E Specialist)

13:30 – 14:30 Lunch

14:30 – 16:30 Reading reference documents

16:30 – 17:00 Admin time

### **Wednesday, March 3, 2010**

08:30	Arrive at US Embassy
08:45 – 09:45	Meeting with Ellen Kelly, USAID Senior Rule of Law Advisor, Democracy and Governance Office
10:00 – 11:00	Meeting with Sibina Golubovic, USAID media advisor
11:00 – 12:00	Reading reference documents
12:00 – 13:00	Lunch
13:00 – 15:00	Reading reference documents and writing
15:00 – 17:00	Meeting with USAID Economic Growth Team

### **Thursday, March 4, 2010**

8:30 – 10:30	Work on the draft document
10:40	Depart for the Directorate for Gender Equality (Terazije 41)
11:00 – 13:00	Meeting with Natalija Micunovic Director, and Mira Marjanovic Consultant, Directorate for Gender Equality Ministry of Labor and Social Policy (accompanied by Miodrag Bogdanovic, M&E Specialist)
13:00 – 14:30	Lunch
14:30 - 17:00	Meeting with Natasa Jovanovic, Autonomous Women's Center, Zorana Sijacki and Christina Davis, OSCE Mission to Serbia, and Birna Thorarinsdottir, UNIFEM (ISC Offices, Terazije 27)

### **Friday, March 5, 2010**

08:30	Arrive at Embassy
09:00 – 12:00	Work on the draft document
12:00 – 13:00	Lunch
13:00 – 15:00	Work on the draft document
15:00 – 16:00	Out-brief & Q&As with Mission Staff – B Block Conference Room
16:00 – 17:00	Wrap-up meeting with Program Office

## **Annex B: Scope of Work**

### **USAID/Serbia & Montenegro Scope of Work (SOW) for Mandatory Gender Assessments Associated with the Preparation of Amended Country Strategic Plans**

#### **I. Introduction**

USAID/Serbia & Montenegro (USAID/S&M) is amending its current Country Strategic Plans (CSP) for both Serbia & Montenegro. The current CSP for Serbia was approved by USAID's Bureau for Europe and Eurasia (E&E) following a comprehensive review in October 2005 and covers the period FY 2006 through FY 2011. Both Missions are amending their strategies to cover the period FY 2011 through FY 2015.

The target closeout date for the current strategy was established by a Phase-out Plan developed for the region in 2004 by E&E, Office of the Assistance Coordinator for Europe and Eurasia (EUR/ACE), and agreed to by the Office of Management and Budget (OMB). In fact, the Assistance Objective (AO) for Economic Growth was to receive final funding in FY 2010 and the AO for Governing Justly and Democratically in FY 2011. To a large extent, phase-out was based on the assumption that both countries would be well on their way to European Union by FY 2012.

Serbia and Montenegro are working toward completing amended Country Strategic Plans. Among the technical analyses and assessments that the Mission is required to conduct during the strategic planning process is a gender analysis. Agency technical guidance (ADS 201.3.4.11) states:

Strategic Plans must reflect attention to gender efforts to improve the status of women by taking into account not only the differential roles of men and women, but also the relationship and balance between them and the institutional structures that support them. Specifically, analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of results; and (2) how will results affect the relative status of women.

#### **Amended Country Strategic Plans (CSP)**

Carrying out an updated gender assessments of mission programs for both Serbia & Montenegro prior to the finalization of amended CSPs will help to ensure appropriate gender integration into the final products. The assessments are intended to update the current analyses, facilitate the statement of appropriate gender equity goals for both Mission, clarify additional topics for further gender analysis, and provide preliminary guidance or language on incorporating gender into the draft amended Country Strategic Plans and help to draft a gender action plan that grows out of the current Country Strategic Plans and informs the amended Country Strategic Plan for both Serbia & Montenegro.

This Scope of Work describes four interrelated tasks for both Serbia & Montenegro:

- 1) Review key gender issues and gender-based constraints in Serbia & Montenegro; assess attention to gender in current Mission programs;
- 2) Assess the institutional context supporting gender mainstreaming, both in the Mission and in the country; and,

- 3) Provide recommendations on how both Missions can support gender mainstreaming in their programs and achieve development outcomes that improve the situation of women relative to men in Serbia & Montenegro.

## **Objective**

To produce an updated USAID Gender Analyses for Serbia and Montenegro that covers the period FY 2011 through FY 2015 and that meets all Automated Data System (ADS) Chapter 201 requirements for amending existing country strategies.

### ***Background Review and Familiarization***

Become familiar with work to date on amending Country Strategic for both Serbia and Montenegro, as well as reviewing relevant documentation related to gender issues prepared by USAID/Washington, USAID/Serbia & USAID/Montenegro, USAID implementers, reports from other donors, national studies and reports, and other pertinent information. These materials will be made available to the Gender Advisor prior to arrival in country.

### ***In-Country***

The contractor will work in each country for six business days. Mission points of contact will arrange and facilitate meetings with relevant offices and individuals as required.

## **II. Purpose**

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in the amended Country Strategic Plans as part of the process for developing the new strategic plan for FY 2011-2015, and to make recommendations on how both USAID/Serbia & USAID/Montenegro can achieve greater gender integration in its programs.

**MANDATORY:** Does the amended Country Strategic Plan and Assistance Objectives identify gender-related issues that promote or hinder achievement of program goals? Does it describe aspects of gender equity expected to result from program activities?

## **III. Background**

As noted in the 2009 Poverty Reduction Strategy for Serbia, related to the active inclusion of women, “Serbia exhibits a significant delay in gender equality policy implementation (compared to other countries in the region which are EU accession candidates), that it is the only country which hasn’t adopted the *Antidiscriminatory Law*, the *Law on Gender Equality* and the *National Action Plan for Women*, and that the institutional mechanisms for achieving gender equality on the national level are in the budget, which makes it impossible for them to influence government policy, strategies and laws in any *significant* manner, or to monitor, analyze and evaluate their implementation and report on the progress.”

In 2007, Montenegro adopted the Law on Gender Equality, however, regulations are not gender sensitive and there are no special guarantees in the law regarding the equality of women and the discrimination of women based on sex or marital status is not specially prohibited. Those most at risk from poverty in both countries are elderly women in rural areas, single mothers (following divorce women typically support the children), housewives, Roma women, refugees, the uneducated and unemployed, the sick and women with disabilities, and victims of violence. Domestic violence is a significant problem in both countries. The percentage of women in high level positions remains

significantly lower than for men. It takes longer and is more difficult for women to find a job, and when they do their salaries are on average 15% lower than men's. They are much more likely to be "employees" than "employers." As a result, elderly women are more likely to be poor (lower salaries lead to lower pensions). According to the legislative framework women are granted equality, but in practice that is not the case. Both societies have very traditional views of women's roles.

#### **IV. Tasks**

The primary tasks of the contractor/consultant are to:

1. Carry out a modified assessment of the Mission's efforts to integrate gender into its ongoing and proposed programs. This effort will:
  - Review the Mission's present and proposed strategic frameworks, results frameworks, and the draft amended Country Strategic Plan for both Serbia & Montenegro for their attention to gender;
  - Provide recommendations for possible entry-points for incorporation of gender and other considerations in carryover activities and new programs under the amended strategy;
  - Identify resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, and ethnicity) and for developing gender-appropriate indicators as necessary.

The recommendations for updating the Gender Assessment are to be organized and shaped by:

- USAID/Serbia and USAID/Montenegro Amended Results Frameworks;
  - Agency and Mission's approach to mainstreaming gender; and,
  - USAID's evolving amended Country Strategic Plans for both USAID/Serbia & USAID/Montenegro (FY 2011-FY2015).
2. Draft recommendations for mainstreaming gender in Mission policies and activities. These suggestions should be simple and practical.
  3. Review amended Country Strategic Plans for both USAID/Serbia & USAID/Montenegro (FY 2011-FY2015) during final drafting phase, providing comments and recommendations to ensure adequate and appropriate Agency and Mission approaches to mainstreaming gender.

#### **Assessment Methodology**

1. Review and analysis of pertinent literature and documents, including, but not limited to such materials as:
  - USAID/Serbia & USAID/Montenegro amended Country Strategic Plans (FY 2011-FY2015), E&E Bureau Strategic Planning Parameters guidance, Operational Plans, Project Reports, Gender Analysis, gender assessments and reports, and the draft results framework for the proposed Assistance Objectives;
  - Preliminary technical analyses for Strategic Planning Concept Papers;
  - Studies and assessments conducted by donors, NGOs, national governments, regional organizations, and the academic community.
  - Recent literature that addresses gender issues in specific sectors and areas of strategic interest to both Missions (e.g., cross-border cooperation, global competitiveness, regional market integration, governance, and anti-corruption).

2. Meetings and discussions with Mission AO teams and other staff involved in developing the amended Strategic Plan. These shall include where possible:
  - Entry briefings with the Program Strategy & Coordination Office, Technical Offices, and the Front Office;
  - Meetings with AO teams as needed on specific sectors and areas of interest, to identify possible links to gender issues in each proposed AO and determine whether these issues are adequately considered in the proposed strategy; to identify possible entry points for the incorporation of gender considerations into ongoing (as appropriate) and future activities, and to verify whether gender considerations are adequately treated in the revised Serbia strategic plan and results framework; and
  - Exit briefings with the Program and Office, and the Front Office.
3. As needed, interview selected key stakeholders and implementing partners involved in current and proposed programs, including local gender expert resource groups about problems, successes, and potentialities for improving attention to gender in the amended Country Strategic Plan.

### **Strategy Development**

The Gender Assessment and recommendations will be used as the basis for the Gender Advisor to review and suggest improvements to the draft Amended Country Strategic Plans to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender.

### **Estimated Level of Effort**

A one person team from USAID/Washington for up to six work days in each country (Serbia & Montenegro) would be needed. Both Missions are working to provide access to local expertise and interpretation for meetings as required. An estimated total of 12 working days are needed for TDYs to both countries. The estimated budget is attached.

### **Performance Period**

The overall performance period is starting on or about February 7-14, 2010 in Serbia and on or about February 14-20, 2010 in Montenegro.

### **Qualifications**

The gender experts should have a solid understanding of the cultural and historical context of the region and background in civil society, law, and economic development issues.

### **Deliverables**

The written deliverable expected from this SOW is a separate and concise updated Gender Assessment and recommendations for both Serbia & Montenegro. Drawing on data from interviews and secondary sources, these documents will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender and other integration, described above.

- A preliminary list of findings and recommendations shall be submitted to the Mission upon completion of fieldwork (one electronic copy in Word format).
- The reports should be submitted no later than **March 15, 2010**. The Mission shall provide any additional written comments electronically within 10 working days of receipt of the revised draft.