USAID/Serbia & Montenegro
Gender Assessment and
Recommendations for a
Draft Gender Action Plan

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* Section IX, X, XI recommendations can form the basis of a Gender Action Plan

Annexes:

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Acronyms & Abbreviations

AAP	Activity Approval Documents
ADS	Automated Directive System
AIDS	Acquired Immune Deficiency Syndrome
APS	Annual Program Statement
CBJ	Congressional Budget Justification
CEDAW	Convention on the Elimination of Discrimination Against Women
CP	Concept Paper
CRDA	Community Revitalization through Democratic Action
CSP	Country Strategy Plan
CTO	Cognizant Technical Officer
DV	Domestic Violence
EC	European Commission
E&E	Examination and Evaluation
EGAT	Economic Growth and Trade
EP	European Parliament
FSN	Foreign Service National
GAP	Gender Action Plan
GDP	Gross Domestic Product
GWG	Gender Working Group
HIV	Human Immune Deficiency Virus
HR	Human Resources
IDP	Internally Displaced Person
IR	Immediate Result
IREX	International Research & Exchanges Board
IQC	Indefinite Quantity Contract
MDG	Millennium Development Goals
MP	Member of Parliament
NGO	Non Governmental Organization
OSCE	Organization for Security and Co-Operation in Europe
PMP	Performance Monitoring Plan
PRSP	Poverty Reduction Strategy Paper
RFA	Request for Assistance
RFP	Request for Proposal
SAM	Serbia and Montenegro
SIDA	Swedish International Development Agency
SO	Strategic Objective
SOW	Scope of Work
STI	Sexually Transmitted Infection
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
USDH	United States Direct Hire
USG	United States Government
WID	Women in Development

I. Executive Summary

Background

Gender relations in Serbia and Montenegro are formed under the influence of both positive and negative legacies of the past. The most important positive legacies, especially in Serbia, are those related to previous de jure equality in socialism that in reality translated into the high education, high employment, highly protective maternity leave, and continuous employment model, especially beneficial for women with higher education. Even a quota system in politics ensured women's participation, albeit within the political boundaries of the communist state. However, the great majority of both women and men felt politically powerless in comparison to the narrow political elite. The private sphere often had the function of an asylum for individuals, regardless of gender.

In communism, the model of the "double burden" for women prevailed, which often resulted in "self-sacrificing macro/matriarchy," which means that women concentrated a lot of private power through their labor and services for family members, while at the same time they were giving up their public power and often careers. In Montenegro, gender roles were and continue to be more deeply anchored in traditionalism, stereotypes and prejudices. Women received lower salaries even with higher education, and were mostly employed in trade or administrative work; men occupied the majority of higher-paying decision-making positions.

Especially in Serbia, the "survival economy" of the 1990's additionally misbalanced gender relations in the private sphere, often marginalizing men even more. Due to the high unemployment and reluctance expressed openly by many men to go to the wars, the traditional male gender role (that of breadwinner and war hero) additionally deteriorated resulting in escapism and highly risky lifestyles (alcohol, drugs, criminal behavior). Women have shown greater flexibility in the labor market and participate in the gray economy in large numbers, obtaining the "triple burden" (family, work, gray economy). The continued success and presence of those who benefited from the criminality and corruption during the war period has fueled the ongoing out-migration and a "brain drain" of talented men and women. The cult and culture of street criminals and paramilitary warriorship continues to have a negative impact on gender roles and the future outlook of Serbian youth, especially with its misogynistic portrayal of women.

In Montenegro, the political climate has focused the attention of virtually all segments of the population on the issue of Montenegrin statehood. There are two main streams affecting all political decisions: pro and contra Montenegrin independence. It is the general observation that there will be an opportunity for accelerated implementation of reforms after the status of Montenegro is finally decided. Progress has been made in improving the mechanisms for gender equality in various government bodies, but there is limited capacity for implementation and many barriers of traditionalism to overcome. In Serbia, the number of women in politics has been decreasing except at the local level where a gender quota of 30% has been implemented. The threat of political radicalism is on the rise and women have been a target of political manipulation. On the other hand,

the women's movement has a long history in Serbia, and could again become a vehicle for positive democratic change as it was in the 1990's and 2000.

Domestic violence (DV) continues to affect up to half of women of all different socio-economic and ethnic backgrounds. Despite the criminalization of DV, there is noticeable general acceptance of domestic violence and it is regarded as a "private matter." There is increasing evidence that different types of violence are mutually interconnected: cultural violence (deteriorating women's self-esteem), sexual violence, domestic violence, and trafficking in human beings. Although progress has been made by Non Governmental Organizations (NGOs) in both Serbia and Montenegro in providing some counseling and legal services to DV victims, much more is needed to provide a coordinated community response.

The recommendations below are based on a review of program materials provided by the Mission, and meetings with implementing partners, selected NGOs, donors, and government officials, in Belgrade and Podgorica, as well as the two day-trips outside of the capital cities.

Operational Recommendations (Summarized)
- Integrate gender analysis into new strategy/vision statement.
- Develop a more gender-sensitive results framework/Performance Monitoring Plan (PMP).
- Include gender in assessments/surveys, and ensure diversity of team composition and informants.
- Improve gender statements in Activity Approval Documents (AAD).
- Continue to monitor gender component in evaluation criteria in Requests for Activities (RFAs), Requests for Proposals (RFP), and Annual Program Statements (APS).
- Strengthen gender language in agreements.
- Consider gender as part of overall decision to fund unsolicited proposals.
- Monitor work plans and staffing for consistency with gender in proposal.
- Monitor reporting for gender integration compliance.
- Increase the level of sensitivity, understanding and operational gender integration of Mission staff.
- Establish a Gender Working Group (GWG).
- Participate in/establish donor coordination on gender.

Gender Training Recommendations (Summarized)
- Annual gender integration training for staff and implementing partners
- Interactive training for implementing partners and their staff in Belgrade, Podgorica, and regionally.
- Sector-specific training, including gender-sensitive budgeting, and/or individual

consultations with implementing partners.

Sectoral Recommendations (Summarized)

- **Economic Policy And Finance Recommendations**
  - Improve sex-disaggregated (i.e., quantitative data) and gender data (i.e., qualitative data and analysis) and research for economic analysis and policymaking, and program planning.
  - Conduct gender and social impact analysis and monitor the impacts of all economic restructuring activities (e.g., pension, banking, tax, budgeting, and land reforms).
  - Monitor business development and barriers of women- and men-owned businesses. All activities should be gender sensitive and strive for true equality of opportunity.
  - Include gender dimensions in marketing and public relations. Promote positive gender imagery and avoid negative and gender stereotyping when providing technical assistance in marketing and public relations.
  - Integrate concepts of sex discrimination and sexual harassment into business training, human resources, and business association activities.

- **Democracy And Governance Recommendations**
  - Increase gender sensitivity in the media sector to reduce gender stereotyping in coverage of issues, including politics and economics where women are under-represented, and social issues (considered "women's issues") from which men are absent.
  - Promote think tank capacity for policy development and implementation (including gender) to help lawmakers and other implementers better understand the implications of pending and future policy reforms.
  - Support targeted women's rights and gender awareness training and coordination activities, including violence reduction, for men and women.
  - Improve domestic violence service provision and cooperation between local government and the NGO sector, especially outside the capital areas.
  - Look for NGO entry points to expand the involvement of men in the non-violence movement and promotion of healthy lifestyles.
  - Focus on women's political participation and issue-based campaigns to increase the democratically-minded base of voters to counteract radicalism and apathy.
  - Continue support for trade unions, which can play a useful role in dialog and public education on the many economic and social reforms underway.
  - Monitor for disparate gender impacts in access to justice activities. Increase the access to justice through promotion of legal clinics, pro bono services, and funding of legal assistance to indigent and disadvantaged women (e.g., because of violence) for family law issues.

- **General Development Recommendations**
  - ➢ Clarify 30% target for women and minorities in the Community Revitalization through Democratic Action (CRDA) program and have implementing partners commit to more explicit targets.
  - ➢ Replicate lessons learned about successfully involving both women and men as participants and leaders among majority and minority communities, young and old.
  - ➢ Improve on tracking and analysis of gender statistics whenever possible, including patterns of participation, decision-making, poverty, health, and local governance.
  - ➢ Promote equitable economic development and gender sensitive budgeting based on the needs of both males and females (including minorities) in communities.
  - ➢ Support reproductive health programs, including male involvement, and promotion of healthy lifestyles.
  - ➢ Integrate concepts of sex discrimination and sexual harassment into local governance and any economic development activities.

- **Donor Coordination/Regional Cooperation Recommendations**
  - ➢ Work with other donors, such as the United Nations Development Programme (UNDP) and the World Bank, to increase donor coordination on gender issues and to raise technical skills on gender analysis.
  - ➢ Work with donors, such as UNDP and the Swedish International Development Agency (SIDA), to improve tracking of gender statistics by state agencies and through targeted research.
  - ➢ Encourage regional cooperation among Balkan countries to share experience and expertise in gender analysis and impacts of various policy options (e.g., pension, banking, tax, budget, land reforms).
  - ➢ Increase the amount and relevance of regional research and analysis through maximizing opportunities with current partners and local beneficiaries of other United States Government (USG) activities and exchange programs.

II. Background

The purpose of the USAID/Serbia & Montenegro (SAM) Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in the SAM proposed program as part of the process for developing the new strategic plan for FY 2005-2009, and to make recommendations on how SAM can achieve greater gender integration in its programs. The assessment is intended to facilitate the statement of appropriate gender equity goals for the Mission, identify any needs for gender training, clarify additional topics for further gender analysis, provide preliminary guidance or language on incorporating gender into the draft Concept Paper and help to draft a Gender Action Plan (GAP) that grows out of the current Strategy and informs the new one.[1]

The Scope of Work (SOW) sets out four interrelated tasks:[2]

1) review key gender issues and gender-based constraints in SAM;
2) assess attention to gender in current Mission programs;
3) assess the institutional context supporting gender mainstreaming, both in the Mission and in the country; and,
4) provide recommendations for a draft Gender Action Plan that recommends how the USAID mission can support gender mainstreaming in its programs and achieve development outcomes that improve the situation of women relative to men in SAM.

The Automated Directive System (ADS) section 201.3.8.4 requires that a gender analysis be conducted as part of the strategy planning process.[3] To that end, this report will serve as a basis for understanding the overall situation for men and women in Serbia and Montenegro, how the democratic, economic and social transition in both republics has affected both men and women, and how the role of gender is and can be influenced by USAID/SAM activities.[4]

This Gender Assessment Report first presents background on gender in Serbia and Montenegro and findings of key gender issues, risks and opportunities, and relevant NGOs and public institutions. Then, general recommendations focused on operational gender integration are set out, followed by specific recommendations by strategic objective area (economic policy and finance, democracy and governance, and general development).

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[1] Gender Assessment Scope of Work, January 2005. See Annex A.
[2] Ibid.
[3] "Strategic Plans must reflect attention to gender concerns. Unlike other technical analyses described in this section, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given Strategic Plan." See also III Conceptual Framework.
[4] Background information is based on the limited sources listed in the bibliography and interviews with key informants. See Annexes B and C.

III. Methodology

The gender specialist spent a total of 3 weeks in Serbia & Montenegro during the period February 21 – March 13, 2005, two weeks in Serbia and one week in Montenegro. The local specialists provided regional background and analysis, and logistical assistance. Based on Mission priorities, the majority of the time was spent in the capital cities of Belgrade and Podgorica with day-trips to Cetinje and Kotor, Montenegro and Kragujevac, Serbia. Most meetings were conducted with USAID implementing partners, but several NGOs and selected government officials were also consulted. A contact list of meetings with implementing partner and other outside contacts in Serbia and Montenegro are included as Annexes B and C, respectively.

Additionally, selected Mission documents were reviewed, including the most recent strategy for USAID/SAM, the Congressional Budget Justification (CBJ), sectoral fact sheets, materials from implementing partners, and gender information from other donors. The local specialists also reviewed (and even wrote) many relevant Serbian-language documents and Dr. Blagojevic contributed substantial expertise from her gender work on the Millennium Development Goals (MDG) and the Poverty Reduction Strategy Paper (PRSP) as well as her work for the European Commission (EC)and the European Parliament (EP).

The Team Leader conducted one 2-hour session of basic gender training for USAID staff in Belgrade. The training was designed to lay the groundwork for implementation of strategic and practical solutions to gender-based problems and to put Mission staff on notice of their obligation under the (ADS) to be gender aware in developing, implementing, and assessing all USAID programs. Unfortunately, key technical office staff was unable to attend the session.

IV. Conceptual Framework

The Gender Assessment was developed within the framework of the following documents:

- USAID Automated Directive System (ADS), last modified 1/31/03,
- Mainstreaming Gender: More Effective and Better-Targeted Development,[5] and
- USAID/Bureau for Europe and Eurasia's Strategic Framework.[6]

The last states that "gender considerations are being integrated into United States foreign policy interests and USAID program in order to ensure equal access and opportunities, equal rights, and equal protection in its assistance programs." The strategic framework

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[5] Estes, Valerie. USAID/E&E Bureau Gender Advisor, *Mainstreaming Gender: More Effective and Better-Targeted Development*, March 2001.
[6] USAID/Bureau for Europe and Eurasia's From Transition to Partnership: A Strategic Framework for USAID Programs in Europe and Eurasia, December 1999. Available at the website: http://www.usaid.gov/regions/europe_eurasia/eeresources.html/strategies.

notes that "integrating gender considerations will accelerate and deepen the economic and political reform process."

Terminology

The assessment reflects the following terminology:

Gender refers to "the economic, social, political, and cultural attributes and opportunities associated with being male and female. The social definitions of what it means to be male or females vary among cultures and change over time."[7]

Gender Integration means "taking into account both the differences and the inequalities between men and women in program planning, implementing, and assessing."[8]

Gender Analysis is the methodology applied to development problems to identify and understand the dimensions and relevance of gender issues and gender based constraints. Analysis includes understanding the differences between men's and women's roles, rights and opportunities.[9]

Mainstreaming gender means analyzing and adjusting, where appropriate, for potential gender differences throughout the planning, implementation, monitoring and evaluation of all programs and activities. Inclusion of gender considerations will result in more effective and efficient development.

ADS Requirements

Gender should be mainstreamed throughout strategy and activity design, activity implementation, monitoring and evaluation. The following are the specific ADS regulations that outline gender considerations.

   A. Strategic Planning[10]
   Per ADS 201.3.8.4 Technical Analysis for Strategic Plans: Gender analysis is a mandatory technical analysis for development of Strategic Plans. Analytical work performed in the planning and development of Strategic Objectives (SOs) and Intermediate Results (IRs) must address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of men and women. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support

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[7] ADS 200.6 Definitions.
[8] *A Guide to Gender Integration and Analysis: Annex to ADS 200 Series.*
[9] Ibid.
[10] Please note that it is unclear the impact the recent changes in the strategic planning process will have on the ADS gender mainstreaming requirements.

them. Per USAID's gender mainstreaming approach, the analysis will be applied to all technical issues.

B. Activity Design and Approval

Per ADS 201.3.12.6 Activity Planning Step 2: Conduct Activity-level Analyses as Needed. Gender analysis is a mandatory for activity design and should reflect consideration of the following two questions: (a) Are women and men involved or affected differently by the context or work to be undertaken? (b) If so, would this difference be an important factor in managing for sustainable program impact? The gender analysis (a statement of one page or less) must be included in the Activity Approval Document (AAD) if there are significant gender issues, or in its place can be a brief rationale for its absence. The approving official for the activity is responsible for ensuring that the gender statement adequately responds to the requirement, or that the rationale for not including a gender statement is adequate. Per ADS 201.3.12.15: Activity Planning Step 11: Prepare AAD. The gender statement for the AAD must include an outline of the most significant gender issues that need to be considered during activity implementation, with a description of what outcomes are expected by considering these issues. If the Operating Unit determines that there are no significant gender issues, provide a brief rationale to that effect.

Additionally, per ADS 201.3.12.6: The operating units are to ensure that those who will implement the activity are capable of addressing the gender concerns identified during strategy and activity planning. For contracts and grants/cooperative agreements that are issued following a competitive process, this is accomplished by signaling in solicitation documents USAID's expectations regarding gender expertise and capacity, proposing meaningful approaches to address identified gender issues, and placing appropriate emphasis on gender-related elements of technical evaluation criteria.

Finally, per ADS 201.3.12.6: The contract or agreement officer is required to confirm that a gender statement is incorporated into the activity description and that relative significance of gender technical capacity is appropriately reflected in the technical evaluation criteria. Alternatively, if the operating unit determines that there are no significant gender issues, the Contract or Agreement Officer will confirm that the rationale for no gender statement has been completed as part of the activity approval.

C. Implementation and Evaluation

Per ADS 203.3.4.3 Reflecting Gender Considerations in Performance Indicators: It is mandatory that performance management systems and evaluations at the SO or IR level include gender-sensitive indicators and sex-disaggregated data when technical analyses supporting the SO show that (i) the activities or their anticipated results involve or affect women and men differently; and (ii) this difference would be an important factor in managing for sustainable program impact. One way to understand the effect of gender on USAID development efforts would be to disaggregate performance information by sex.

Per ADS 203.3.6.1: When is an Evaluation Appropriate? Situations that may require an evaluation include, among others, when performance information indicates an unexpected result such as differential results by gender.

Per ADS 203.3.6.2 Planning Evaluations: Gender considerations should be included among the steps for data collection in analysis (as provided in 203.3.4.3).

Additionally, per ADS 203.6.2: A situation that may require an evaluation is one in which performance information indicates an unexpected result (positive or negative) such as gender differential results that should be explained.

Per ADS Table 203E Portfolio Review, within the customer/partner perception area of concern, both existing and any new gender issues should be addressed.

D. Acquisition and Assistance

Per ADS 302.5.14 Direct Contracting and ADS 303.5.5b Grants & Cooperative Agreements, the contracting officer must incorporate into an RFP, RFA or APS a gender statement or rationale specified in ADS 201.3.12.6 (see above).

V. SAM Regional Patterns and Differences

Below are some regional patterns and differences that have implications for program planning and implementation in Serbia and Montenegro.

Intra-Regional Patterns

- Less development in southeast, east, and west Serbia (U-shape), and in northern Montenegro – these areas often have more similar development challenges with each other than with the more developed areas.

- Migration to the capitals (Belgrade and Podgorica), Montenegrin coast, and Vojvodina (also many immigrants) from poorer areas for economic reasons; "brain drain" out-migration abroad. The urban-rural exchange of population with the out-migration of many of the highly educated and the in-migration of those less educated is closely connected to the shift in values and re-traditionalization of the urban part of Serbian society, especially in Belgrade.

- Infrastructure investments are not evenly distributed among regions.

Serbia

- Sub-regions: the capital Belgrade, smaller urban centers, lesser developed areas.

- Historical memory of being an international capital: Belgrade still has residual technical capacity from the past, but also a long history (positive and negative).

- Breakdown of societal structure, institutional collapse, ad hoc and unstable interest networks, fragmented society.

- War (and other) corruption and the criminalization of society – women are less tainted.

Montenegro

- Sub-regions: the capital Podgorica, the coast, the north

- "New" capital – nearly blank slate for reforms (especially with motivation for independence and EU integration), passing laws with limited capacity and/or understanding regarding implementation

- Strong familial/clan/networks – divisions along familial/clan networks are stronger than between genders; strong sense of community of interests at micro level can offer opportunities for males and females, but patriarchal and "male" behavior is required for leadership

- Traditionalistic, with rules of engagement and exchanges of services and favors

- Networking is easier in some ways due to the small size, yet highly exclusive towards "outsiders"

VI.   Gender in Serbia (by Marina Blagojevic)

Background
According to the last census in 2002, Serbia, including Central Serbia and Vojvodina, had the total population of 7,498,001, of which 48.6% were men and 51.4% were women.[11] 1,119,642 people (20.5% of the total population) live in the capital Belgrade. The majority of the population is ethnic Serbs (62.9%) and the remaining minorities are Hungarians (293,299), Bosniaks (136,087), Roma (108,193), Montenegrins (69,049), Yugolavs (80,721), Albanians (61,647), Croats (70,602), and Slovaks (59, 021).

Political Context
Serbia started the process of transition in 1989-1990. However, the process was interrupted during the 1990's due to the wars, UN sanctions and the totalitarian regime of Slobodan Milosevic. Despite the process of economic transition being underway since 2000, the political transition is still burdened with political instability (especially after the assassination of Prime Minister Djindjic) and the absence of an overall social and political consensus of the country's development strategy. Although the majority of population is pro-European Union oriented, this is more on the level of attitudes and "wishful thinking" than on the level of real support for the necessary reforms. The lack of trust in institutions, high levels of corruption, serious political scandals, the inability of new democratic leaders to "break with Milosevic's past", the increase of economic hardships for the overwhelming majority of the population, the sharp increase of economic inequalities, the increase of crime and insecurity, and the domination of party politics, together with nepotism and clientelism, are additionally weakening already weak

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[11] Source: Statistical Year Book 2004, Statistical Office of the Republic of Serbia Belgrade, 2005, p.62.

institutions[12] and seriously damaging the prestige of democratic leaders. All of these factors are contributing heavily to the revival of populism, demagoguery and right wing political radicalism. The majority of the population feels a lack of trust and a lack of hope.

Economic Context

Serbia's present economic situation is still more determined by negative economic legacies from 1990's than by reforms that are currently taking place. The high number of war refugees (700,000 - 800,000) and Internally Displaced Persons (IDPs) (200,000), the economic costs of the wars, the massive pauperization of the population, hyperinflation (in January 1994, 313,563,558 %), the crash of the monetary system, a high brain-drain (estimated at 500,000), and a fast decrease of the Gross Domestic Product (GDP) (from 1990 - 1994), are a few illustrations of the economic collapse during the 1990's. A collapse of the social and health systems was a consequence of the aforementioned. In 2000, 70% of population made less than US$1 a day.[13] The impoverished middle class virtually disappeared in the 1990's.

From 2001 to 2004, Serbia once again started the process of economic transition. The major focus was on macroeconomic reforms and price liberalization. Monetary reform and reform in the banking sector contributed to the successful decrease of the inflation rate from 91.8% in 2001 to 10.1% in 2004. Due to tax reforms, the government has not had budget deficits in the last three months. There is a slow but steady increase in direct and indirect investment. Also, there is a stabilization of the unemployment rate and a decrease in foreign debt. In 2003, Serbia adopted a National Poverty Reduction Strategy Program (PRSP), and other important national strategies have either been adopted or are in the process of being adopted.[14] According to a survey done in 2002, the national poverty line was US$2.45 per day and 800,000, or 10.6% of the population, fell below that line – 7.8% of the urban population and 14.2% of the rural population. A new survey has shown the same percentage in poverty, but the structure has changed with the new poor coming from those who have lost employment since 2002, reversing the previous urban-rural trends. [15]

Demographic and Health Risks

In 2002, the life expectancy for men was 69.7 and for women 75.0. However, the life expectancy of women had a slower increase than that of men. The population of Serbia is experiencing fast aging (the average age of women is 41.5 and men is 39.0) and negative population growth. Fertility rates are extremely low and a there is a high inclination

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[12] Blagojevic M, Institutions in Serbia: From Collapse to What? in: Institution Building in the New Democracies: Studies in post-post-Communism (ed. by Heinrich G.H.), Budapest: Collegium Budapest, 1999, pp. 43-84.

[13] Dinkic M.:Millenium Goals for Serbia, 2005, manuscript.
[14] Dinkic M.:Millennium Goals for Serbia, 2005, manuscript.
[15] Krstić G. Presentation at the Conference: Primena Strategije za smanjenje siromaštva u Srbiji, Plandište, February 22, 2005.

towards abortion (although precise data does not exist). Only 39.2% of reproductive age women visit gynecologists regularly (2000). Also, according to 2000 data, they use condoms only 52% of the time, although that is an increase from 44% in 1997[16]. Unhealthy lifestyles are especially widespread among men, who smoke and drink more, and have higher cholesterol. Women have hypertension and are less physically active and more often overweight[17].

According to the cummulative numbers, Serbia belongs to the list of countries with a low prevelance of those infected by HIV. However, there has been a steady increase in new infections. Studies show an increase in HIV prevalence among pregnant women, as well as an increase among those not using condoms. Estimates put the actual number of HIV-infected at ten times higher then the number of registered cases. Between 1985 and 2002, 1702 cases were registered.[18] Fewer women have contracted HIV, but their numbers are increasing relative to men (in the last three years the female-to-male ratio was 3:1, while at the begining of the epidemic it was 1:5).[19]

Gender Equality – Legal Provisions and Mechanisms
Serbia is lagging behind other countries in the region in establishing the mechanisms for gender equality or legal regulation of gender equality. The most important steps made so far include the establishment of the Governmental Council for Gender Equality, the Parlamentarian Body for Gender Equality, the Provincial Secretary for Labor, Employment and Gender Equality in Vojvodina, as well as 15 focal points for gender equality in the municipalities in Serbia (an OSCE project). The most important legal steps are the change in the Criminal Law (2002) that criminalized marital rape, the Law on Local Elections that introduced a 30% gender quota for municipal assemblies, and the new Family Law (2005) that gives better protection to single parents and treats violence in the family as societal matter, and not a personal problem of the victim. Serbia has finished but not delivered its latest Convention on the Elimination of Discrimination Against Women (CEDAW) Report. The new Law on Gender Equality, as well as National Plan of Action for Gender Equality, are in preparation.

Gender and Politics
Women in Serbia have extremely low participation in institutional politics and a relatively high participation in the NGO sector (around 100 women's NGOs). Between 2002 and 2004, there has been a decrease in the percentage of women parliamentarians (from 12.4% in 2002 to 10.8% in 2004) and women in ministerial posts (from21.1% in 2002 to 11.8% in 2004). This could be explained by a change in the social and political climate with increased predjudices against women, the criminalization of politics in general, the existence of the "old boys clubs" that openly exclude women, or which

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[16] Bjegovic, V.: Millennium Goals for Serbia, manuscript, 2005.
[17] Grupa autora: «Opterecenje bolestima i povredama u Srbiji», Ministarstvo zdravlja republike Srbije, Beograd, 2003., p.15.
[18] Cucić V, Bjegović V, Vuković D. Monitoring AIDS Preventive Indicators. First Evaluation. Belgrade: Institute of Social Medicine, Statistics and Health research, School of Medicine, Belgrade University and UNICEF 2000.
[19] Bjegovic V.: Millennium Goals, manuscript.

function outside regular political procedures (lobbying, "kafana – politics"[20]), as well as the prevailing quality of political life itself (aggressiveness, high risks). Media treatment of women politicians often reinforces gender-based stereotypes and prejudices. Women comprise only 11% of ambassadors, which are among the most privileged political positions in Serbia. Women are better represented at the local political level, owing to the Law on Local Elections (28.1% in 2002). However, the situation could be improved only if parties show a real commitment to select women after the election, and not only to list them as tokens on the party list.

Historical Legacy and Gender
Gender relations in Serbia are formed under the influence of both positive and negative legacies of the past. The most important positive legacies are those related to previous de jure equality in socialism that in reality was translated into the high education, high employment, highly protective maternity leave, and continuous employment model, especially beneficial for women with higher education. Even a quota system in politics ensured women's participation, albeit within the political boundaries of the communist state. However, the great majority of both women and men felt politically powerless in comparison to the narrow political elite. The private sphere often had the function of an asylum for individuals, regardless of gender. In communism, the model of the "double burden" for women prevailed, which often resulted in "self-sacrificing macro/matriarchy,"[21] which means that women concentrated a lot of private power through their labor and services for family members, while at the same time they were giving up their public power and often careers. During the 1990's, the burden of the "survival economy" additionally misbalanced gender relations in the private sphere, often marginalizing men even more. Due to the high unemployment and reluctance expressed openly by many men to go to the wars, the traditional male gender role (that of breadwinner and war hero) additionally deteriorated resulting in escapism and highly risky lifestyles (alcohol, drugs, criminal behavior). Women have shown greater flexibility in the labor market and have participated in the gray economy in large numbers, obtaining the "triple burden" (family, work, gray economy).

Gender and the Media
Although on the economic level, both formal and informal, women's inclusion is high, the differences remain in the cultural sphere. In the 1990's, stereotypes and prejudices against women were reinforced, which is rather typical for societies at war. Negative trends related to gender relations are often defined by sociologists as the "re-traditionalization" and "re-patriarchalization"[22] of Serbian society.

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[20] In traditional social and political life of Serbia, the "kafana," cafe-bar is an important parallel institution with its own set of rules. The "kafana" is a place where the most important decisions are made, often in the "second" and "third" shift, in a manner of a high level conspiracy. For different reasons, including the conflicting roles of family and work, the"kafana" is highly exclusionary for women. The unhealthy lifestyle, including smoking, drinking and casual sex, also has exclusionary effects for many women.

[21] Everyday Life from Women's Perspective: Self-sacrifice and Escape to Privacy, in : Drustvene promene i svakodnevica: Srbija pocetkom 90-ih, (ed. by Bolcic S.), Institut za socioloska istrazivanja Filozofskog fakulteta Beograd, 1995, pp. 181- 209.

[22] Change of Values and Gender Regimes in countries in «transition»: comparative perspective, in: Change of Values and Transition in Serbia: Glance into the Future, IDN, Belgrade: 2003, pp. 165-172.

Since the beginning of the 1990's, the media in Serbia has experienced a profound change related to the presentation of women and gender relations.[23] At the beginning of 1990's, pornography was introduced on the state TV channel. And, in Serbia and Montenegro during the 1990's a specific version of a "misogynistic cultural package" was created. This package was related to the newly established doctrines of woman's beauty coming from the West, combined with the local "Warrior Chic" subculture style, related to extremely popular turbo-folk music, the style which became incorporated into the mainstream mass-culture of Serbian media during and after the 1990's.

["Starting from a street subculture of deprived and violent youth, turbo-folk developed into a mainstream pop culture which promoted a sophisticated and militant gangster version of the moral values of the regime, rendering them as entertainment. *TV Pink* completed the process of glamorizing the society of poverty, creating a 'Pink culture' as a permanent spectacle of Milosevic's power, grounded in glamour, eroticism, wealth and consumption, and framed by a nationalistic, rigidly patriarchal and authoritarian ideology."[24]

Pronounced "national-patriotism" by the local media propaganda, the cult and culture of street criminals and paramilitary warrior-ship, the pornographic glamour of *TV Pink,* the criminal businessmen and "sponsored girls", and the turbo-folk style of "porno-pop" music, combined to shape the erotic imagination and defined gender roles during the 1990's. This cult and culture continued its life and influence after 2000 in the tabloid press, folk-pop music, TV entertainment programs and in the culture of "shopping" and consumption of fashion products and foreign cosmetics that had become accessible in the late 1990's and during the era of transition, particularly after October 5th, 2000. Turbo-folk and folk-pop music are still intensely consumed through the mass-media and have followers in the new urban youth "Post -Warrior Chic" subcultures of teenagers and young entrepreneurs."[25]

Gender and the Economy
Gender differences in present Serbia could be described as follows: women comprise 44.3% and men 55.7% (2003) of the employed. The unemployment of women is constantly higher, but gender differences have sharply decreased since 2001.

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[23] Blagojevic M.: Invisible Body and Powerful Bodylessness: Media in Serbia in the 90s, in Women, Images, Imagine... (ed. by Arsic B.), Center for Women's Studies 2000, pp. 181-202.

[24] Kronja I,Fashion, Misogyny and the Beauty Myth in the Era of Transition, in Blagojevic M.(ed.) Balkan Misogynies: Global, Regional, Local Intersections (in print) AWIN, Belgrade, 2005.
[25] Ibid.

Unemployment by Gender, Serbia
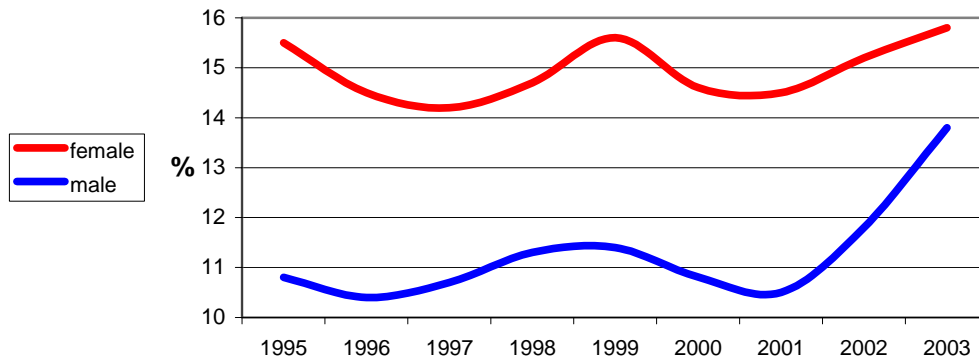
Source: UNDP

Women, although highly educated (the female-to-male ratio of graduated students in science was 142:100 in 2002; 112:100 ratio for experts in 2002) do not proportionally occupy high positions (44:100 female-to-male ratio of legislators, decision makers or managers in 2002[26]). The vertical and horizontal segregation of professions shows consistent patterns in the last several decades, although the differences are decreasing due to the high education of women. In Serbia there is an overall low gender gap in salaries (97.9%), but in some sectors it is very high (financial sector- 83.0%). However, only 57.4% of the average household expenditures are covered by salaries, so it could be supposed that the real inequalities persist due to earnings from the informal sphere[27]. Different research shows that women spend an average of 5-6 hours daily performing household work[28]. The percentage of property owned by women is considerably lower than the percentage owned by men. Among all women, 16.2% own the apartment they live in, 10.8% own houses, 9.3% own farms, 2.4% own a private company, and 3.4% have savings[29]. The privatization process favored men much more then women, although the exact data is unavailable.

Violence Against Women
In Serbia, every second woman is a victim of psychological violence, and every third, of physical violence. In 2003, 35 women directly or indirectly died of domestic violence. Economically dependent women and those who are economically better off than their partners are most likely to be the victims.[30] Since the 1990's, women manifest fear of public spaces because of the risks, and then "withdraw," thus limiting their basic freedom of movement. There is increasing evidence that different types of violence are mutually interconnected: cultural violence (deteriorating women's self-esteem), sexual violence,

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[26] Source: Blagojevic, Millennium goals for Serbia, 2005.
[27] Anketa o potrosnji domacinstva – konacni rezultati, Republicki zavod za statistiku, Sapostenje broj 161, Beograd, 2004.
[28] Women and Men in Serbia 1990-2000: Engendering chaos. In: Srbija krajem milenijuma, razaranje društva, promene i svakodnevni život, Belgrade: ISIFF, 2002, 283-314.
[29] Initial Report on the Implementation of the CEDOW, Federal Republic of Yugoslavia (for 1992-2002).
[30] Nikolić-Ristanović, Vesna (prir.) *Porodično nasilje u Srbiji*, Viktimološko društvo Srbije, Beograd 2002.

domestic violence, and trafficking in human beings. Practitioners from NGOs claim that because of the increase in poverty from the 1990's, women are likely to be exposed to more harsh violence for longer periods of time than before. Serbia has a very active NGO sector in this domain, with the first SOS telephone hotline already organized in 1990. However, much better coverage is needed for any substantial chance in this area. Media is often seen as legitimizing violence, making spectacular stories that glorify, and "normalize" violence, especially in connection to the sex industry.

VII. Gender in Montenegro (by Majda Skrijelj)

Background

According to official statistical data from the 2003 census,[31] the total population of Montenegro is 620,145, of which 314, 920 (50.7%) are women. 61.6 % of the total population lives in urban areas, and almost a third of the total population lives in the administrative center of Podgorica.

The population is ethnically diverse, with 16 identified ethnic/national groups, none of which comprises above 50% of population. These data are not disaggregated by sex.

Continuing the "tradition" of being the poorest and most underdeveloped republic of the Former Yugoslavia, Montenegro still has 12.2 % [32]of population living below the poverty line.

Sex disaggregated data, both in official statistics and various research and surveys, are generally unavailable.

Regional Differences

Differences in ethnic, economic and social terms are evident between different regions in Montenegro. Northern Montenegro is traditionally less developed with the lowest average per capita income. This region is also perceived as more traditional and conservative in comparison to the central and coastal regions. There are fewer job opportunities in the north, and less concentrated investments in infrastructure and development. The percentage of employed women in the north is different than that of Montenegro's total: around 30% in comparison to 42.6% for the entire Montenegro. Data on migration trends shows that more people are leaving northern towns and moving either to Podgorica, the coast or abroad.[33] The northern part of Montenegro was the center for wood processing industry and coal mining. Many companies in those industries are currently under bankruptcy procedures or they have collapsed, leaving thousands unemployed.

The coastal and central regions (Podgorica) are generally more developed, and the coastal region offers additional employment opportunities in tourism during the summer.

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[31] Statistical yearbook, Montstat 2004.
[32] Poverty Reduction Strategy Paper, 2003.
[33] Ibid, data needs to be analyzed.

Political Context
Overall, the political climate is focused on the issue of Montenegrin statehood, which affects all segments of society. The work of the Montenegrin Parliament was severely limited for almost one year and a half due to opposition parties refusing to participate in parliamentary sessions. There are two main streams affecting all political decisions: pro and contra Montenegrin independence. It is the general observation that all reforms and political processes are going to speed up after the status of Montenegro is finally decided.

Institutions
The government of Montenegro has initiated several structural reforms:

- Public administration reform

- Health system reform

- Local governance reform

- Judiciary reform

- Educational system reform

- Economic reforms

Strategies have been developed for each of the respective reforms, and most of them are transitioning to the second phase – implementation of adopted laws and restructuring of institutions. Although numerous new laws have been passed the in last two years, there has been no gender focused review of legislation. Laws being passed are reviewed for compliance with EU standards and the Ministry of International Economical Relations and European Integration (whose minister is female) coordinates this work.

The PRSP has set some women specific goals, since certain categories of women have been identified as especially vulnerable in terms of poverty.

Gender Equality Office
In 2002, the Government of Montenegro established a Gender Equality office that directly reports to the Prime Minister. The office is coordinating Montenegro's report on CEDAW and is preparing a Draft National Gender Action Plan within the Beijing + process. The Office also submitted a Draft Law on Gender Equality that is expected to be in Parliament by the end of 2005. The Gender Equality Office has good coordination with all the Ministries of the Government.

There have been efforts to appoint gender focal points in every municipality within local governments (Organization for Security and Co-Operation in Europe [OSCE] Project).

The Gender Equality Office has a good practice of cooperation with civil society as the drafting of the National GAP is being carried out in cooperation with ten NGOs.

Minorities

Although living in the same social background, the traditions and customs of some ethnic groups are different. And, although there is no sex-disaggregated data on ethnic groups, differences in the positions of women in some groups are noticeable. For example, the Roma community still has customs of early marriage (from age 14), and arranged marriages with financial compensation (dowry). Girls are taken out of school after they complete their primary education and in some cases they marry even earlier. In the Muslim/Bosniac community, especially those living in rural areas, the level of girls' education is also restricted due to expectations of early marriage.

Sectoral Issues

Lack of Women's Political Participation

The Parliament has a total 75 Members of Parliament (MPs), of which nine are women (12%). There is a parliamentary Board on Gender Equality that is not active. As for the government, out of 15 Ministers, two are women. The Gender Equality Office does not have the status of Ministry, and has only two staff.

The Judiciary

The judiciary is organized as basic courts on the regional and jurisdiction level, higher-appeals courts, and the Supreme Court of Montenegro. Prosecutors are also organized regionally and as per jurisdiction. The majority of judges on all courts are women. There are limited possibilities for judges and prosecutors' training in implementation of newly adopted laws.

Civil Society

The Law on NGOs was passed in 1998, and since then there are more than 2500 NGOs registered. Only a few of them are active. There are several female owned NGOs with clearly defined visions and missions. However, the lack of coordination and cooperation is evident.

Younger men are also active in the NGO sector, mainly in fields of political activism, anti-corruption and the environment. There are almost no active and sustainable NGOs in north and northeast Montenegro. Those that are active are mainly branch offices or project offices of Podgorica-based NGOs.

Media

The former state television TVCG is undergoing transformation into a public service. There are a growing number of private electronic media. The new Journalists' Self Regulatory Body for media has been established and it is supposed to set up some common standards and procedures. This could be an opportunity for introducing ethical and professional standards, including gender sensitivity by private commercial media.

Domestic Violence

By the new Criminal Code passed in 2004, domestic violence is qualified as a criminal act. Still, there is noticeable general acceptance of domestic violence and it is regarded as

a "private matter." There are no reliable figures on domestic violence apart from a survey by the SOS hotline for women and children victims of violence, but these surveys are based on a rather small sample (500 respondents) from one geographic region and only women that had contacted the NGO. Nevertheless, results of this survey show that unemployed women are more exposed to domestic violence than working women, and 68% of unemployed women were denied access to financial resources. From the same source, 10% of women did not see forced sexual intercourse in marriage as violence.

Within the reform process, the Ministry of Health proposed a National Strategy for Violence Prevention in 2003. The authors of this strategy paper admit that violence is a matter of public health in Montenegro, but there is no exact data. Health protection in cases of violence/domestic violence is not often sought, and when it is, the real cause is reluctantly stated.

Violence against children
There are no official records within the Ministry of the Interior police force of a single reported case of child abuse/violence, and until 2003 the basic court in Podgorica has neither prosecuted any such case nor ever decided to abolish parental custody due to child abuse.

Health
Life expectancy in Montenegro is 76.26 for women and 71.05 for men.[34] Of the 54 total registered cases of HIV or AIDS in Montenegro the male/female ratio is almost 3.5:1[35]. There is a National Strategy for HIV/AIDS Prevention, planned as a five year strategy.

The official records on numbers of Sexually Transmitted Infections (STIs) are not reliable due to inconsistent recording and reporting. Mandatory reporting of syphilis and gonorrea are regulated by law, but still there are omissions in the reporting system at all levels. One of the reasons is general prejudice that a person with an STI is not moral and is a disgrace for the family/society. Other reasons include an increase in the use of private doctors who do not comply with the mandatory reporting requirements and miscommunication between laboratories and doctors about who is reporting the test results.

Unofficial data shows that the suicide rate has recently nearly doubled: from 16 suicides per 100,000 inhabitants in 1999 to 28 suicides per 100,000 inhabitants in 2002. This is a significant indicator of a social anomaly.[36]

Gender and the Economy
Economic Reform/Privatization: The privatization process is not fully completed in Montenegro, and the state is still the biggest employer. Previously, small businesses were mainly in the informal sector, i.e., not registered, and were in most cases run by

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[34] PRSP.
[35] National Strategy for HIV/AIDS Prevention.
[36] Proposal for National Program for Violence Prevention, Ministry of Health 2003.

women. Montenegrin women face the following obstacles in their attempts to start and develop own business:

- Limited access to loans for businesses because property that could serve as collateral mainly is owned by men

- Double burden (home and work)

- Lack of useful business contacts

- Limited business experience

- Complicated bureaucracy

- Corruption,[37]

According to a survey done in 2004 for the government's Gender Equality Office, only 8% of home owners, 6% of car owners, and 1% business/company owners are women. And, according to this survey, women do not have any savings. According to the NGO Women Forum, women in Montenegro own only 1% of all private property[38].

Employment
The unemployment rate is quite high, and the gray economy is still significantly present in Montenegro. Women with the same education level earn less than men (18% according to the PRSP). Differences in earnings between women and men grow with the level of education[39].

An estimated 19% of those participating in the household survey were female, single-headed households,[40] with the majority being widows or divorced. Women comprise 57.2 %[41] of the total unemployed; this percentage is somewhat higher for women with higher education (59.1%).

The Labor Law retains "protections" for women:
- Article 31, paragraph 4: "…an employed woman who has a child younger than 5 years of age… cannot be assigned to work out of her place of residence."
- Article 75: "an employed woman or person younger than 18 years of age cannot be assigned to posts which require extremely difficult labor, under water or underground…."
- Article 85: "…a mother of a child under 2 years of age cannot work overtime…."

The new law has stipulated paternal leave, although only two fathers have used this opportunity so far.

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[37] Challenges facing women entrepreneurs in Montenegro, CEED, Podgorica 2003.
[38] Zene u lokalnim drustvenim zajednicama- pregled realizovanog projekta, Podgorica, 2004; NVO Forum Zena Crne Gore.
[39] Ibid.
[40] ISSP household survey 10, October 2004.
[41] Employment Agency, as of 31.12.2003- http://www.zzzcg.org/publikacije/izvjestaji/pn-2_2003.htm.

Discrimination in Employment

Jobs, especially in the private sector, are most easily found through recommendations by relatives or friends of the employer, suggesting that nepotism remains a significant problem in Montenegro (although both women and men may benefit from networks). Private companies seek women for shop assistants, secretaries, and all other lower paying jobs. This can be verified through media advertisements where feminine nouns are used for shop assistants (prodavacica), secretaries (sekretarica) etc, while in advertisements for managerial positions male forms of nouns are being used. Ageism in employment is also a problem in the private sector; a certain age limit is often one of the requirements for job applicants.

Men's unemployment is another problem that in the past decade drove many men into illegal "business activities" that provided larger than usual profits. With the legalization of these areas of the economy, these men are losing a source of income to which they were accustomed.

VIII. Key Findings, Risks & Opportunities

Serbia

Economic Risks & Opportunities

- Economic policy reform activities are not considering social costs (health, demographic trends, impact on specific groups, risk of social protest and political radicalization) and are overestimating the societal capacity for change. There is also a lack of public outreach and education.

- There is a general problem with the validity, regularity and availability of data and not enough disaggregated data or analysis of existing data (especially in the regions).

- Women's unemployment may increase even further with the reduction in government sector jobs due to demographics and restructuring. This could exacerbate poverty among those households headed by single women or those that rely on women's employment to provide needed family income.

- Women own far less property than men, making it more difficult for them to have collateral for business loans.

- Agricultural extension services could improve the viability of agricultural businesses and increase agricultural-based family income – often the responsibility of women for non-livestock activities – through cooperatives.

- Serbia's educated labor force is a great opportunity for economic development activities. Women and men are mostly equally educated; however there is still a problem with the quality of education and women lag behind men in computer literacy.

- The lack of jobs and economic opportunities to engage educated and skilled men and

women has resulted in a brain drain. The continuing economic success of those who profited from war corruption and the perceived criminalization of society are also feeding the out-migration of those unwilling to participate in an "unclean" post-war economy. Some young men also seek migration rather than serving in a military tainted by officers involved in the recent wars and reported hazing.

Democratic Risks & Opportunities

- The threat of political radicalization is on the rise, exacerbated by a lack of adequate human resources for good governance, a lack of knowledge, lack of information, insufficient training, and expertise.[42] Yet, there are "untapped" constituencies for change among those who have dropped out of the political process (e.g., women that the Radical Party is trying to court).

- Politics are usually viewed as a zero sum gain in which any win by one side is seen as a direct loss by the other. This results in many continuous destructive political conflicts, aggressive political discourse by politicians (rather than compromise and coalition-building), a lack of trust in institutions, apathy, and pessimism by the citizenry.

- Trade unions still represent 50% of the workforce and could play a useful role as an active civil society organization in democratic and economic reforms, especially public education, despite some of their structural issues.

- The media portrayal of women and gender issues has deteriorated along with the commercialization of media outlets. It is not clear whether the highly sexualized and often misogynistic portrayal of women really reflects the attitudes and interests of their audiences, which include large numbers of women media consumers.

- The number of women in political parties and government (elected and appointed) has been decreasing, except at the local level where the election law mandated a gender quota.

- Domestic violence is still widespread, although there is an improved understanding of the problem and improved NGO/government cooperation. The lack of free legal services, especially outside of Belgrade, continues to be a barrier for women seeking help (e.g., divorce) in leaving abusive situations.

- There is still a lack of cooperation among many NGOs who view each other as competitors for donor funding.

General Development Risks & Opportunities

- The 30% women/minorities requirement of the CRDA program has been applied differently by different implementers, making comparative analysis difficult. Best

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[42] European integration, as a practical matter, is demanding a high number of educated people capable of "bridging the gap" from the Balkans to Europe. Fear of the change in political circles is largely connected to the lack of adequate knowledge and expertise.

practices on how to successfully involve women could be more widely disseminated. It is likely that the number of women participating could decrease if the active inclusion of women is not addressed as part of the program change to a more economic focus.

- Local governance activities have an opportunity to help educate local officials on the need for gender sensitive budgeting that will analyze and take into consideration the gender implications of budget decisions (including on the care economy that is provided almost exclusively by women). The impact of local budgetary decisions is likely to be felt more immediately than those made at the national level.

- Successful economic cooperative models, several by women's organizations in response to the need to increase family income to ameliorate poverty, could be shared and replicated.

- Good community models in reproductive health (e.g., mobile mammogram, clinics, schools for pregnant women) could be shared and replicated.

- Smoking, drinking and other unhealthy lifestyle issues have immediate and visible effects in communities and could be a focus of community mobilization activities. Several CRDA activities have already addressed some of these issues and may be replicable elsewhere.

Montenegro

Economic Risks & Opportunities

- The pace of economic reform is very fast where legislation is concerned, but it is not clear how implementation will be achieved. Economic reform activities are not considering social costs (health, demographic trends, impact on specific groups, risk of social protest and political radicalization), and are not preparing the government workers or the public for implementation.

- The Gender Equality Office connected to the Prime Minister could conduct a gender review of economic (and other) policy reforms under their current mandate; however, they may not have the capacity in terms of staff and technical know-how.

- Economic reforms, especially public administration reforms, are likely to result in many redundant workers who are women.

- Micro enterprises are often managed by women, but owned by men.

- Only 2% of real estate, and little other property, is owned by women – making it difficult for women to have the collateral necessary to take business loans.

Democratic Risks & Opportunities

- Substantial gender equality exists in law (de jure) but not in reality (de facto)

- The overriding issue in Montenegrin politics is independence vs. union. It is

anticipated after the resolution of this issue will create political "space" for real policy debate and analysis.

- Montenegro has a 70% refusal rate by men called up for military service.

- There is a general lack of women in political parties and government (elected and appointed) and politics for both women and men operate along familial/clan/network lines much more than individual capacity and qualifications.

- Few NGOs carry out advocacy/campaigns or act as watchdogs over government action.

- NGOs have specialized into clearly divided fields of work, but they still have limited cooperation among each other. DV NGOs and trained activists do have experience cooperating with government institutions in training.

- The new Criminal Code (2004) makes domestic violence a criminal offence, but there is still a lack of education and understanding of the issue. The lack of free legal services continues to be a barrier for women seeking help (e.g., divorce) in leaving abusive situations.

- There is risk where NGOs take over certain social services which affect women's social welfare. The public social services system has the facilities, staff and geographic coverage that NGOs lack to adequately meet the community need (e.g., domestic violence, child abuse, trauma, etc.).

- The media usually portrays women and men along traditional gender stereotypes, and covers social issues as "women's issues," if at all. A new media self-regulatory body could be useful in raising the ethical standards of the media.

- The trade union in Montenegro has established several women sections, but seems to take a traditional approach to women's labor protections and roles.

General Development Risks & Opportunities

- The 30% women/minorities requirement of the CRDA program has been applied differently by different implementers, making comparative analysis difficult. Best practices of how to successfully involve women could be more widely disseminated. It is anticipated that the number of women participating will decrease if the issue is not addressed as part of the program change to a more economic focus.

- Women did not readily participate at representative levels for local governance strategic planning activities – likely because the sessions required time commitments more difficult for women to accommodate.

- Local governance activities have an opportunity to help educate local officials on the need for gender sensitive budgeting that will analyze and take into consideration the gender implications of budget decisions (including on the care economy that is provided almost exclusively by women). The impact of local budgetary decisions is likely to be felt more immediately than those made at the national level.

- Reproductive health issues need additional attention, e.g., cervical/breast cancer,

family planning, abortion, infertility.

- Men's health issues are often ignored, in favor of women and children.

- There is a general lack of sex education, resulting in high numbers of STIs and a risk of a substantial increase in HIV/AIDS rates. Peer education seems to be well-received in some schools in Podgorica.

- With high poverty and unemployment, women are more open than men to survival economic activities, such as starting micro-businesses and taking any available job despite the working conditions.

- The civil status of the high number of refugees and IDPs (30,000) challenges local communities' service provisions; refugees and IDPs –are disproportionately women and children.

IX. Operational Issues and Recommendations

To more fully support gender mainstreaming within USAID/SAM's programs, the following is recommended:

A. Integrate Gender Analysis into New Strategy/Vision Statement
The crosscutting nature of gender requires a mainstreaming approach throughout the portfolio to achieve results. Identified gender issues should be integrated throughout the new Concept Paper (CP) and Country Strategic Plan (CSP) for 2005-2009 in each sector at both the SO and IR level, including the SO narratives. The document should also include a general commitment to gender mainstreaming and increased collection and analysis of sex-disaggregated data. During the new strategy period, targeted programming will still be necessary to mitigate gender-specific issues and imbalances.

Approach: The gender advisor should encourage Cognizant Technical Officers (CTOs) to begin sharing and analyzing any relevant information from partner's reports and activities.

Responsible Parties: Program Officer, Gender Advisor

B. Develop a More Gender-Sensitive Results Framework/Performance Monitoring Plan (PMP)
To the greatest extent possible, the results framework should include gender-specific or gender inclusive language, and all people- and business-level indicators should be sex disaggregated. The results framework from the current strategy does not contain any gender-specific language. Gender aspects of each SO should be considered and indicators designed so as to allow disaggregated measurement to the greatest extent possible. Some areas of consideration are:
- 1.3: disaggregate by women- and men-owned businesses any measurements related to business success (e.g. number of registered companies, companies growing from small to medium size, companies expanding employment in the

SME sector, companies bringing products to international markets, foreign investment). Also disaggregate employment creation by jobs for men and women.

- 2.0: disaggregate results of public opinion polls and surveys by sex, age, and geographic region, as appropriate. Political party work should measure successes in getting women elected to public office

- 2.1: disaggregate citizen participation by sex and minority status at the general level and leadership

Approach: Implement changes for the new CSP.

Responsible Party: Program Office (in agreement with sector-specific teams)

C. Include Gender in Assessments/Surveys, and Ensure Diversity of Team Composition and Informants:
The Mission should consider gender in all assessments/surveys, both by collecting sex-disaggregated data and by including questions/sections designed to identify and analyze anticipated gender differences. To achieve maximum results, assessment teams should ensure gender diversity both in their team composition and among their informants/interviewees. When an identified issue requires further investigation, a gender-specific assessment should be conducted, if appropriate.

Approach: Start immediately with any and all assessments/surveys, including contracting for Indefinite Quantity Contracts (IQCs) and within program activities.

Responsible Parties: CTOs, Program Office

D. Improve Gender Statements in Activity Approval Documents
Based on interviews with implementing partners, it appears that the Mission is at least minimally complying with the ADS requirement of including a gender statement in activity approval documents. However, in some instances, the gender statements may be inadequate to respond fully to the ADS 201.3.12.6 requirement. The Program Office, in collaboration with the Contracting Office and technical teams, should ensure that no new activity documents are approved without an adequate gender statement. Such gender statements should highlight the most relevant background information on differences between men and women and specifically commit to require grantees/contractors address identified issues in their activities.

Approach: Start immediately with each activity being developed at any stage, and review statements for "adequacy."

Responsible Parties: sector-specific teams, Program Office, Contracting Officer

E. Continue to Monitor Gender Component in Evaluation Criteria in RFA/RFP/APS:

Gender components have been and should continue to be used for activities with identified gender issues. Examples are included in Annex E. Although selection committees have been reviewing proposals for their responsiveness on gender, it was mentioned that proposals do not always include the required component. To remedy the situation, the selection committee should evaluate the proposals accordingly and include recommendations related to gender for negotiation in the final agreement and work plan. For future competitions with bidders' meetings, the contracting officer can make a point of discussing the need to address gender issues as specified in the RFA/RFP/APS.

Approach: Start immediately with each RFA/RFP/APS.

Responsible Parties: sector-specific teams, Program Office, Contracting Officer

F. Strengthen Gender Language in Agreements

Currently, most contracts, grants, and cooperative agreements include a requirement that contractors/grantees/implementing partners collect and analyze sex-disaggregated data, and make recommendations on how to adjust programs in response to identified gender inequities. See Annex F for sample gender language. However, the language is often used as a last-minute "drop-in" for agreements and is not always modified to reflect the activity being implemented. The gender language in agreements should include not only the data collection and reporting requirements, but also gender integration commitments made in the proposal and subsequent negotiations with the implementing contractor/grantee/partner.

Approach: Start immediately with each new agreement.

Responsible Parties: Contracting Officer (with relevant editing from CTO) for agreement language, CTOs

G. Consider Gender as Part of Overall Decision to Fund Unsolicited Proposals

Using an integrated approach, gender should be considered as part of the overall decision on whether or not to fund unsolicited proposals should be reviewed for gender. If the proposal is going to be funded, the standard gender language requirements and any specially identified gender issues related to the proposed activities should be part of the negotiation process regarding a final agreement.

Approach: Start immediately with every unsolicited proposal to be funded.

Responsible Party: Relevant reviewing person/panel.

H. Monitor Work Plans and Staffing for Consistency with Gender in Proposal
The work plan should reflect whatever commitments were made in the approved proposal in response to the identified gender considerations. Follow-through on commitments for gender-specific and/or gender-sensitive staffing should also be confirmed. Ideally, implementing partners' commitment to equal employment opportunity requirements should be reflected in appropriate diversity of staffing at all levels and effective Human Resources (HR) policies, including issues of sex discrimination and sexual harassment.

Approach: Start immediately with each new activity and review existing activities at time of annual work plan development.

Responsible Parties: CTOs

I. Monitor Reporting for Gender Integration Compliance
All contracts, grants, and cooperative agreements should include a requirement that contractors/grantees/implementing partners collect and analyze sex-disaggregated data, and make recommendations on how to adjust programs in response to gender inequities. Analysis does not mean extensive research or significant extra effort, but could be as basic as an explanatory note wherever data shows that there is a gender difference. However, when asked during assessment meetings, several implementing partners said they do not report disaggregated information. To ensure compliance with the gender reporting, the CTO should explain and implement the requirement through monitoring during site visits and when reviewing reports to ensure that the disaggregated information is collected, analyzed and reported back to them.

Approach: Start immediately with review of all reports.

Responsible Parties: CTOs

J. Increase the Mission's Level of Sensitivity, Understanding and Operational Gender Integration
Few of the Mission staff and none of the implementing partners asked have participated in basic gender integration training. As noted above, annual training should be offered to all staff, especially those who have not previously attended a session (see Gender Training and Technical Assistance section recommendations below). The next step, with outside consultation, if necessary, should be to provide sector-specific technical assistance. As noted below, key technical staff should develop gender expertise within their SO/technical area. [Note that the EGAT/WID Office has some funded technical assistance, e.g., in the areas of anti-trafficking and

rule of law, available upon request through IQC mechanisms.] Also, an online gender library containing useful gender resource materials and linkages should be added to the Mission's shared network drive.

Approach: Based on time and necessity.

Responsible Parties: CTOs, Program Office (Gender Advisor)

K. Establish a Gender Working Group
A Gender Working Group (GWG) can serve as a coordinating body for gender within the Strategic Objective and technical teams in the Mission. An advantage of this approach is that a GWG comprised of United States Directs Hires (USDH) and Foreign Service Nationals (FSN) can provide a more structured and consistent approach to gender through staffing changes. Ideally, the GWG should have a Team Leader (Mission Gender Advisor or designate) who will provide leadership and coordination and Core Team Members who will act as technical consultants within their respective sector-specific team. The Group should consist of a diverse combination of male and female, American and FSN members. Each SO team should have a Core Team Member who has the authority and develops the technical skill to ensure that (i) gender considerations are included in all extended and new activities, and that (ii) sex-disaggregated data is collected, analyzed and reported back to USAID for consideration in program modification, as appropriate.

Approach: Determine appropriate approach and begin.

Responsible Parties: Mission Management, Program Officer, Gender Advisor

L. Participate in/Establish Donor Coordination on Gender:
The Mission Gender Advisor should participate in donor coordination opportunities on gender – including the World Bank, UNDP, and OSCE – all of which have gender programs and/or gender mainstreaming mandates. The gender meetings for donors are a good opportunity for donor coordination, if appropriate staff from all the relevant donors attend.

Approach: Determine appropriate approach and begin.

Responsible Parties: Mission Management, Program Officer, Gender Advisor

X. Gender Training and Technical Assistance

The intense pace of major reforms in Serbia and Montenegro, and the risk of political instability, suggest that care should be taken to adequately understand the likely impacts

of reform on different sectors of society and to prepare the public to maximize support for reform. Unfortunately, due to lack of knowledge, experience and the "brain drain," the capacity for this type of complex analysis is lacking among Serbian and Montenegrin counterparts who are in positions of authority to consider them. However, USAID implementing partners, including local NGOs, can play an important role in providing relevant analysis – including on the gender issues – to policy makers. In addition to direct economic consequences in both Serbia and Montenegro, the impact of reforms on women could be a positive or negative political factor as well (e.g., the potential radicalization of Serbian politics).

USAID, in its Social Transition Strategy for the Examination & Evaluation (E&E) Bureau, has recognized the importance of gender analysis in social transition and reform:

Note on Gender Issues[43]
> "… Available data indicate that poverty and unemployment rates are consistently higher for women than for men across the E&E region, for example. Women have been laid off disproportionately in privatizations and their rehiring has been slower. Within the social sectors such as education and health, where female employment is high, the impacts of restructuring, downsizing and wage arrears have fallen hardest on women. … It is apparent, then, that gender concerns need to be better understood and addressed appropriately in all aspects of social transition and reform. USAID can assist in this effort through greater analysis of gender issues, promotion of gender-sensitive policies, and introduction of targeted programs in selected areas… [emphasis added]"

To adequately address gender issues and the ADS requirements, additional training of USAID staff and implementing partners is necessary.

Recommendations:
➢ Staff and implementing partners should participate in annual gender integration training.
➢ Training should be offered to implementing partners and their staff both in Belgrade and Podgorica, and regionally. Such training should be highly interactive and include exercises to analyze existing programs and share best practices.
➢ Sector-specific training and/or individual consultations with implementing partners should be the next step for gender integration technical assistance on an as-needed basis. Gender-sensitive budgeting and social impact analysis training should be provided to economic policy reform partners.

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[43] *Broadening the Benefits of Reform in Europe and Eurasia: A Social Transition Strategy for USAID*, Bureau for Europe and Eurasia, February 2000, p. 22.

XI. Sectoral Recommendations

The recommendations below are based on a review of program materials provided by the Mission, and meetings with implementing partners, selected NGOs, donors, and government officials, in Belgrade and Podgorica, as well as the two day-trips outside of the capital cities.

Economic Policy and Finance

➢ Improve sex-disaggregated (i.e., quantitative data) and gender data (i.e., qualitative data and analysis) and research for economic analysis and policymaking, and program planning. All USAID activities involved in setting up systems for data collection (e.g., corporate registries, lending recordkeeping, commercial court records, etc.) should maximize the opportunity to collect sex-disaggregated data. In many cases, this is as simple as adding a data field to a database template. In addition, technical assistance should be provided to help relevant entities recognize the importance of sex-disaggregated and gender data, and to promote gender research most relevant to policy makers and program planners.

➢ Conduct gender and social impact analysis and monitor the impacts of all economic restructuring activities (e.g., pension, banking, tax, budgeting, land reforms). All analyses of reforms should include aggregate and disaggregated analysis, and specific focus on gender issues relevant to that reform (e.g., the effect of abandonment, divorce or death of a spouse on benefits or land ownership/transfer, single parenthood, work in family firms). Scopes of work should be reviewed to insure that the content and personnel will be able to adequately address these issues. The resulting analysis should either confirm that men and women will be affected the same, or identify differences that may require policy decisions to resolve. Special awareness will be required to identify differences by regions, especially in the lesser developed areas outside the capital and major cities – suggesting that the use of regional experts is critical to producing relevant and accurate analysis.

➢ Monitor business development and barriers of women- and men-owned businesses. Increase gender sensitivity and balance in activities related to credit (especially non-micro credit and leasing to address women's lack of property for collateral), association development and business support services. All activities should be gender sensitive and strive for true equality of opportunity. Assist the development of leadership potential, and mentoring and networking opportunities among businesswomen to promote business growth since women's businesses are still lagging significantly behind men in spite of educational parity. Within this framework, women-specific programs should be part of a long-term mainstreaming strategy. Efforts should be made to avoid creating women's business "ghettos" or separate activities that do not interface with male-dominated spheres of influence (e.g., businesses associations, business schools, leadership and top management in medium and large enterprises). Seek a better

understanding of the gray economy (dominated by women) and ways to promote legalization of gray economy businesses.

➢ Include gender dimensions in marketing and public relations. Promote positive gender imagery and avoid negative and gender stereotyping when providing technical assistance in marketing and public relations.

➢ Integrate concepts of sex discrimination and sexual harassment into business training, human resources, and business association activities (approached from several angles: good corporate governance to promote efficiency and improve opportunities for foreign direct investment, anti-corruption, human rights, and a progressive way to ensure that women – wives, daughters, sisters, mothers – can contribute to family income without risking their reputation).

Democracy and Governance

➢ Increase gender sensitivity in the media sector to reduce gender stereotyping in coverage of issues, including politics and economics where women are under-represented, and social issues (considered "women's issues") from which men are absent. Promote ethical standards with the media self-regulatory organization established as part of the International Research and Exchanges Board's (IREX) media program in Montenegro. Also, research and monitor the portrayal of women and men in the media and its influence on public opinion.

➢ Promote think tank capacity for policy development and implementation (including gender) to help lawmakers and other implementers better understand the implications of pending and future policy reforms. See Donor Coordination and Regional Cooperation below.

➢ Support targeted women's rights and gender awareness training and coordination activities, including on the topic of violence reduction, for men and women. New activities should build on the successes of SOS and shelter organizations, as well as collaboration with governmental entities (police, courts, prosecutors, health professionals, lawyers, etc.), to expand the reach of services to underserved areas and populations. Disseminate the best practices throughout the country. Women's rights and human rights organizations still need training on gender awareness and coalition building, as well as how to interface with newly established gender equality units and gender focal points.

➢ Improve domestic violence service provision and cooperation between local government and the NGO sector, especially outside the capital areas. For NGOs in the social service sector, as well as government entities such as the Centers for Social Work, staff needs technical training to be better able to meet the needs of their clients. Examples of training include gender sensitivity, working with traumatized clients, methods of empowerment for survivors, creating effective referral networks, developing a coordinated community response (e.g., social work, legal, medical, psychological, police, prosecutorial, judicial).

➤ Look for NGO entry points to expand the involvement of men in the non-violence movement – perhaps among anti-war activists and those concerned with military reform – and promotion of healthy lifestyles (especially in the areas of reducing substance abuse and violence, and promoting positive parenting that actively includes fathers). Support a few pilot activities on men's self-help/social support with technical assistance on social work principles.

➤ Focus on women's political participation and issue-based campaigns to increase the democratically-minded base of voters to counteract radicalism and apathy. Consider supporting a gathering of a motivated cross-section of women similar to those who gathered in 2000[44] to promote a progressive movement of politically active women. Targeted programming to promote women's political participation is still needed to change the trend toward decreased numbers of women in elected and appointed office.

➤ Continue support for trade unions since they represent more than 50% of the workforce and are a de facto civil society entity that can play a useful role in dialog and public education on the many economic and social reforms underway. The women's sections can also provide a forum for discussion on the differential impacts of reforms on women, men, and families.

➤ Monitor for disparate gender impacts in access to justice activities. The monitoring of the legal system by the rule of law programs should also monitor for potential disparate gender impact and judicial approach toward domestic violence victims. Judicial training programs should include a domestic violence component and integrate gender issues into ethics training (e.g., equal access to justice and treatment of male and female litigants/lawyers/judges, sexual harassment). Increase the access to justice through promotion of legal clinics, pro bono services, and funding of legal assistance to indigent and disadvantaged women (e.g., because of violence) for family law issues.

General Development

➤ Clarify 30% target for women and minorities in the CRDA program. Implementing partners should commit to more explicit targets (e.g., a 3-prong requirement: (i) overall 30% targets for women and 30% for minorities, (ii) a minimum 30% of the less represented sex, and (iii) a representative percentage of minorities as compared to the population in that community. Whatever new focus the CRDA program adopts, there should be a plan for implementation of strategies to meet the targets using best practices, rather than risking failure due to lack of planning, and/or reducing the requirements.

➤ Replicate lessons learned about successfully involving both women and men as

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[44] The Palic conference organized in 2000 by the Gender Task Force and funded by UNIFEM gathered for the first time women politicians from the democratic coalition, women's NGOs, women's unions and gender-sensitive women in media. It was the beginning of very successful networking which empowered all sides, and resulted in successful election campaigns targeting women. The situation in today's Serbia in many ways resembles that situation and empowering of cross sectoral cooperation could be a strong push both for democratic change as well as for women's leadership.

participants and leaders – among majority and minority communities, young and old. Special interventions may be necessary to develop leadership skills among women and/or minorities (including minority women). Implementing partners should share more of their experiences in reaching out to those not participating at a level comparable to their numbers in the population. Regional approaches should be especially useful to improve participation of women if the CRDA program continues to shift toward economic development.

➢ Improve on tracking and analysis of gender statistics whenever possible, including patterns of participation, decision-making, poverty, health, local governance. This type of tracking will help program implementers better assess the impact of their activities, especially their commitments to serving both women and men, and majority and minority populations (both women and men in these as well).

➢ Promote equitable economic development and gender sensitive budgeting based on the needs of both males and females (including minorities) in communities. Provide training to local officials and civil servants responsible for budget development and monitoring, as well as relevant NGOs. (UNDP may be planning a training of trainers on gender sensitive budgeting – see Donor Coordination section below).Training should cover such issues as gender-sensitive budgeting and gender issues in public hearings and monitoring of reform programs.

➢ Support reproductive health programs, including male involvement, provision of services and supplies, STI/HIV/AIDS screening and treatment, cervical/breast cancer screening and support group development, and promotion of healthy lifestyles, including psychological well-being.

➢ Integrate concepts of sex discrimination and sexual harassment into local governance and any economic development activities (approached from several angles: good governance to promote efficiency and improve opportunities for foreign direct investment, anti-corruption, human rights, and a progressive way to ensure that women can contribute to family income without risking reputation).

Donor Coordination and Regional Cooperation

➢ Work with other donors, such as the UNDP and the World Bank, to increase donor coordination on gender issues and to raise technical skills on gender analysis, such as gender-sensitive budgeting and impact analysis of proposed legislation.

➢ Work with donors, such as UNDP and SIDA to improve tracking of gender statistics by state agencies and through targeted research, such as household surveys.

➢ Encourage regional cooperation among Balkan countries, especially the former Yugoslav republics, to share experience and expertise in gender analysis and impacts of various policy options (e.g., pension, banking, tax, budget, land reforms). The former Gender Task Force of the Stability Pact and STAR network members, as well as gender researchers, may be well-positioned to participate in cooperative activities if encouraged and supported.

➢ Increase the amount and relevance of regional research and analysis through maximizing opportunities with current partners and local beneficiaries of other USG

activities and exchange programs. Resources should be targeted to develop capacity and increase opportunities for local analysis, including in the area of gender

Scope of Work (SOW) for the Mandatory Gender Assessment Associated with the Preparation of a Country Strategy

I.   Introduction

Serbia and Montenegro (SAM) is beginning to work on its Concept Paper (CP) in preparation for the development of its Country Strategic Plan (CSP) for FY 2005 – FY 2009. The SAM mission is currently structured with three offices and three Strategic Objectives (SOs):

*   Economic Policy and Finance (EPFO): SO 1.3 - Accelerated Growth and Development of Private Enterprise
*   General Development (GDO): SO 2.1 - Increased, Better-Informed Citizens' participation in Political and Economic Decision-Making
*   Democracy and Governance (DGO): SO 2.0 - More Effective, Responsive and Accountable Democratic Institutions

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. "Gender" is not a separate sector to be analyzed and reported in isolation. Instead, gender mainstreaming requires that gender analysis be applied to each set of issues that is considered in the development of the Strategic Plan.

Carrying out a gender assessment of mission programs prior to the finalization of the CP will help to guide the CP and CSP design and formulation and insure gender integration into the final product. The assessment is intended to facilitate the statement of appropriate gender equity goals for the Mission, identify any needs for gender training, clarify additional topics for further gender analysis, provide preliminary guidance or language on incorporating gender into the draft Concept Paper and help to draft a gender action plan that grows out of the current Strategy and informs the new one.

This Scope of Work describes four interrelated tasks:

   1) reviewing of key gender issues and gender-based constraints in SAM;

2) assessing attention to gender in current Mission programs;
3) assessing the institutional context supporting gender mainstreaming, both in the Mission and in the country; and,
4) providing recommendations for a draft gender action plan that recommends how the USAID mission can support gender mainstreaming in its programs and achieve development outcomes that improve the situation of women relative to men in SAM.

II.   Purpose

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in the SAM proposed <u>program</u> as part of the process for developing the new strategic plan for FY 2005-2009, and to make recommendations on how SAM can achieve greater gender integration in its programs. This scope of work does not call for a full and detailed program design.

III.   Background

Serbia[45]:
As of 2002, just over 10% of the Serbian population was living below the poverty level, with a relatively equal level between men and women. However, women face a particularly difficult situation. Those most at risk from poverty 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 Serbia. In 2004, domestic violence became part of the criminal code.

Despite the fact that women tend to have a higher level of education overall (primarily in the younger generations), there are more unemployed women than men. The exception to the rule is among Roma women, who are more likely to be illiterate and uneducated than Roma men. The percentage of women in high level positions in Serbia is 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).

Women are underrepresented in political institutions, with only 11% in Parliament and similarly low numbers at local government levels, in political parties and in trade unions. According to the legislative framework women are granted equality, but in practice that is not the case. Serbian society has a very traditional view of women's roles. However, Parliament has created a Committee for Gender Equality, and gender study courses are now being offered in several universities.

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[45] Data taken from Poverty Reduction Strategy Paper, 2003

Montenegro[46]:

The political and economic crises in the 1990s led to a significant increase in poverty in Montenegro for all citizens. According to studies done for the Poverty Reduction Strategy Paper (PRSP) in 2003, 12.2% of the population is poor, and one third is economically vulnerable. Women face a more difficult situation than do men on almost all fronts except life expectancy (76 years for women; 71 years for men in 2000). Women head fewer than 10% of households, but are more likely to be poor than their male counterparts. Statistics range from 25-40% female unemployment rate in 2002, but all studies agree that female unemployment rates are 10-20% higher than for men. Women also have a more difficult time finding a job and thus spend more time unemployed. Those women who are employed make on average 18% less than men in the same positions.

In terms of education, men have the advantage. In a 2004 Household Survey, more women fell into the category with just primary education, while more men completed secondary education. Interestingly, more women completed university. However, university graduates make up a comparatively small percentage of the workforce. Furthermore, it is questionable if these women are being well utilized, as only 20% of women work in decision making positions, and only 10% in politics. This situation may change in favor of women in the medium to long term, as females today account for 56% of total enrolled students.

Some industries in Montenegro show gender dominance. More women are traditionally employed in education, health or social work, humanitarian work or trade. This reflects the patriarchal aspect of Montenegrin society. Despite the fact that women are generating their own incomes, their family obligations have not been reduced. This may be one of the reasons that more women than men are working in the informal economy, and that when it comes to company restructuring, women get fired before men. Violence against women, whether physical or mental, represents another form of discrimination in Montenegro, one that is not often discussed in public.

IV.   Tasks

The primary tasks of the contractor/consultant are to:

1) Carry out an 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 framework, and the program portfolio for their attention to gender and to identify key gender-based constraints, and assess potential gender and other issues in a future portfolio and/or strategic framework.

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[46] Data taken from Household Survey (ISSP, Oct. 2004) & Poverty Reduction Strategy Paper (2003)

- Produce an assessment of possible entry-points for incorporation of gender and other considerations in carryover activities and potential new programs of the new strategy.

- Provide statements of the key gender based-constraints relevant to each Strategic Objective.

- Identifying 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. The assessment team might offer suggestions for how to analyze the potential impacts of SAM proposed strategic approaches on the relative status of men and women in the country/region.

- Identify local expertise on gender (e.g., NGOs, academics, research institutions, government ministries) that can be called on to provide in-depth technical assistance.

- The assessment is to be organized and shaped by:

  - USAID/SAM Results Framework;
  - Agency and Mission's approach to mainstreaming gender; and,
  - USAID's evolving 2005-2009 Strategic Plan.

2) Draft recommendations, based on this assessment, for developing a gender action plan, which lays out the steps for mainstreaming gender in Mission policies and activities. These suggestions should be practical and address the perspective of both technical and support offices.

   The draft action plan is not a deliverable from the Consultants, but a document that is developed by the Mission based upon the Consultants' gender assessment and recommendations. As finally formulated by the Mission, the detailed USAID/SAM gender action plan shall address fully the requirements of Agency Directives.

3) Review Strategic Plan during final drafting phase, providing comments and recommendations to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender.

The team is not expected to produce a full results package (SOs, IRs, and indicators) as well as an assessment and program recommendations in period covered by this SOW

Assessment Methodology

1. Comprehensive review and analysis of pertinent literature and documents, including, but not limited to such materials as:

- SAM Concept Paper, Strategic Plan, Strategic Planning Parameters Cable, Annual Reports, Gender Analysis and Plan of Action for USAID/SAM and/or sectoral gender assessments and reports, and if available the preliminary results framework for the proposed Strategic Plan;
- Preliminary technical analyses for Strategic Planning Concept Paper
- 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 the SAM (e.g., trade, global competitiveness, regional market integration, food security, water resources management, democracy and governance, anti-corruption, conflict, and HIV/AIDS impact mitigation).

2. Meetings and discussions with SAM SO teams and other SAM staff involved in developing the Strategic Plan. These shall include where possible:

- entry briefings with the Gender Analysis Coordinator/WID officer, the Program and Project Development Office, and the Front Office;
- a preliminary briefing session for SAM staff on the ADS requirements for addressing gender in the strategic planning process;
- meetings with SO teams on specific sectors and areas of interest, to identify possible links to gender issues in each proposed SO 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 SAM strategy and results framework;
- a presentation of the draft gender analysis to obtain feedback from SAM staff; and
- exit briefings with the Gender Analysis Coordinator/WID officer, the Program and Project Development Office, and the Front Office.

3. 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 new Country Strategic Plan. It is important to keep in mind that a number of assessments will be taking place concurrently and we want to look for ways to avoid overwhelming outside experts with demands for their time.

4. Strategy Development
The Gender Assessment and action plan will be used as the basis for the Consultant to review and suggest improvements to the draft Strategic Plans to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender.

Estimated Level of Effort
A three person team for three weeks working in Serbia and Montenegro would be needed. 34 days are needed for the Team Leader, a maximum of 18 days for the national consultant in Serbia and 10 for the national consultant in Montenegro.

Performance Period
The overall performance period is starting on or about February 10 to April 30, 2005, including 18 days of in-country work from February 21 to March 12, 2005.

Team Qualifications
The composition of the team should be three gender experts with a strong understanding of the cultural and historical context of the region and background in civil society, law, and economic development.

Deliverables
There are two written deliverables expected from this SOW: The Gender Assessment and recommendations for the draft action plan. 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. The document may also be the basis for further technical assistance provided by USAID/Washington.

- A preliminary table of contents, list of findings and recommendations shall be submitted to the Mission upon completion of fieldwork (one electronic copy and three hardcopies).
- A draft Gender Assessment & recommendations for a draft action plan will be submitted to the Mission no later than **March 23, 2005**. The Mission shall provide any additional written comments electronically within 10 working days of receipt of the revised draft.
- The Final Gender Assessment & recommendations for action plan will be submitted to the Mission within 5 working days after receiving comments on the revised draft.

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EXAMPLES OF EVALUATION CRITERIA

General Integration of Gender
❖ Gender Overall: Likelihood to reach and benefit a diverse group of beneficiaries, including both female and male [young/old] people [entrepreneurs, etc.] from both minority and majority ethnic groups.

Some examples of criteria that evaluate the capacity of NGOs and contractors to address gender issues in activity implementation are:
- Gender-relevant research, background analysis, or assessments, and consultations with women's advocates working in the sector and with female and male customers as part of the activity's concept development process.
- Gender analysis as part of the activity design and training, and as a routine part of procurement actions (i.e., subcontracts, task orders, SOWs for consultants).
- Gender-equitable participation in different aspects of the activity.
- Sex-disaggregated data for indicators and targets.
- Gender criteria in evaluation of the project's progress and impact

For staff qualifications look for:
· Key personnel who have demonstrated sectoral and gender analysis skills
· Position descriptions, including for leadership, that explicitly require expertise in gender among US- and field-based staff.

For institutional capacity look for:
· Demonstrated institutional commitment to gender issues in previous contracts, cooperative agreements or grants
· Gender equitable institutional policies and mission statements, including equal opportunity employment practices.
· Publications on gender issues
· Experience in participatory methodologies, working with diverse constituencies, and ensuring stakeholder participation
· Undertaking gender training for staff, collaborating partners and in country associates.

Example of Gender Contract/Grant Language

Gender integration is an important part of this project, focusing on the participation of and benefits to each gender. To the greatest extent possible, the Contractor/Recipient shall seek to include both men and women in all aspects of this program including participation and leadership in meetings, associations, working groups, training and counseling activities, exchanges, and delegations.* The Recipient shall collect, analyze and submit to USAID sex-disaggregated data and propose actions that will address any identified gender-related issues.

* Note: the activities listed should be modified to reflect the project that is being implemented