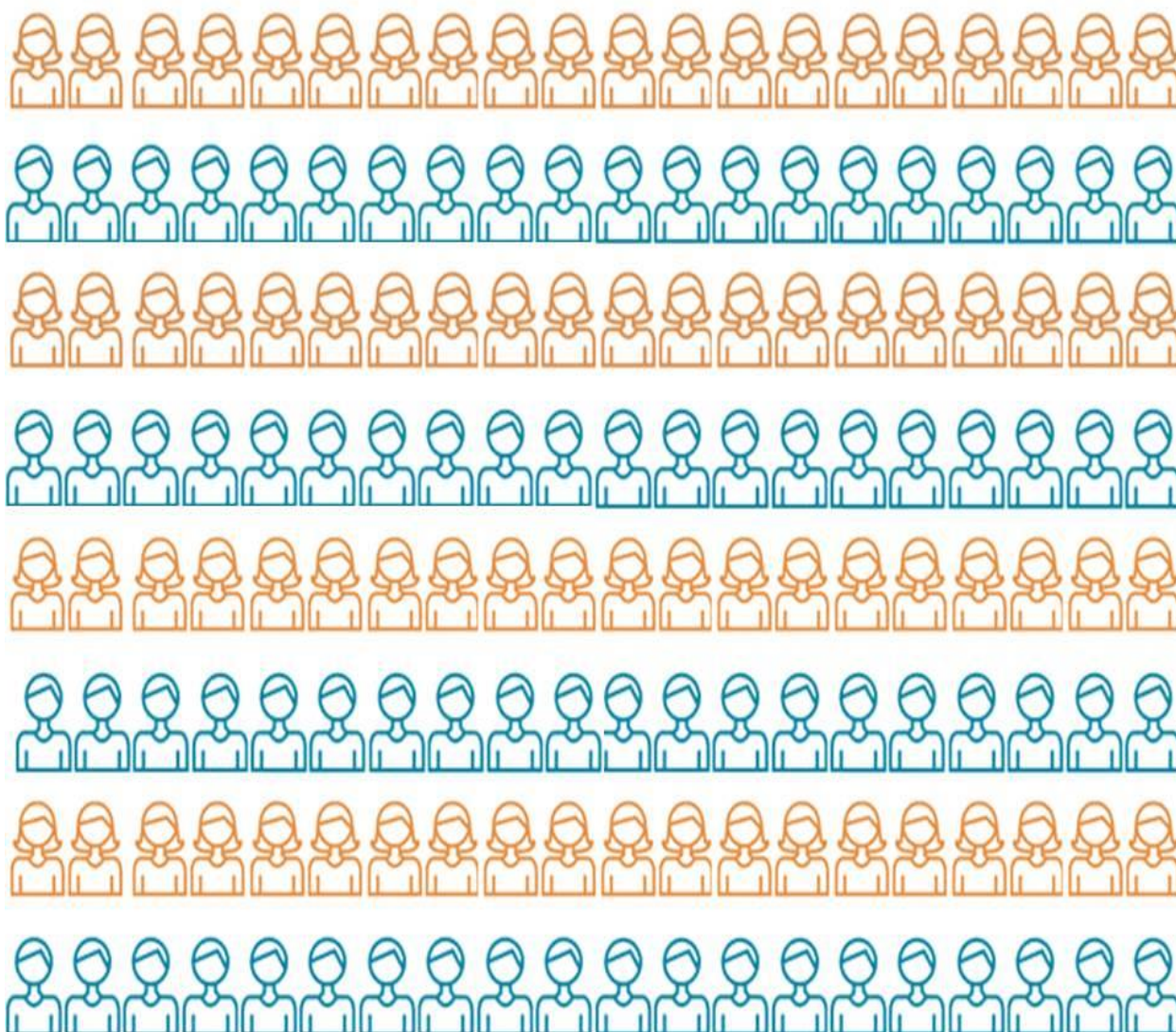


## GENDER EQUALITY IN LOCAL SELF-GOVERNMENT UNITS

Current situation in terms of implementing recommendations containing measures issued to local self-government units with the aim of achieving gender equality



All the terms used in this Report in masculine grammatical gender encompass both masculine and feminine gender of the person they refer to.

# **GENDER EQUALITY IN DECISION MAKING POSITIONS IN LOCAL SELF GOVERNMENT UNITS**

## **Analysis of the Commissioner for the Protection of Equality**

### **1. Introduction**

Starting from the legally prescribed competencies of the Commissioner for the Protection of Equality<sup>1</sup> to monitor the implementation of laws and other regulations, and to issue recommendations to public authorities and other persons measures for achieving equality in order to implement and promote protection against discrimination, the Commissioner, in April 2017, issued recommendation of measures for achieving equality<sup>2</sup> to all units of local self-government in Serbia. After that, the Commissioner submitted a questionnaire to all units of local self-government in order to monitor the implementation of the recommendation and the situation in the area of achieving gender equality in the units of local self-government.

The Commissioner's practice in recent years points to the unequal position of women in different areas of social life, and the immediate reason for recommending measures for the achievement of equality, and then the questionnaire for monitoring the implementation of the recommendation, was the launching of the complaint procedure in which discrimination based on gender, because during the election of members of municipal executive bodies (president and deputy mayor and members of the municipal council) a municipal assembly did not respect the principle of gender equality and did not allow candidates of both genders to participate in the election for holders of executive power, which led to the inclusion of no woman in the composition of the executive body<sup>3</sup>.

Bearing in mind the previously said, the Commissioner issued to municipalities / cities in the Republic of Serbia a recommendation stating that they should take all measures and activities within their jurisdiction to ensure inclusion and encouragement of equal representation of women and men in all spheres of political and public decision-making process in exercising public functions in local self-governments, institutions and public enterprises founded by local self-government. Also a recommendation was issued to cities and municipalities to take all measures and activities within their jurisdiction in order to promote equal representation of women and men from different communities (urban and rural) and marginalized groups in all spheres of political and public decision-making in the exercise of public functions in local government units, institutions and public enterprises founded by local self-government.

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<sup>1</sup> Law on the Prohibition of Discrimination – “Official Gazette of the Republic of Serbia”, No. 22/2009

<sup>2</sup> For more detail please visit: <http://ravnopravnost.gov.rs/preporuka-mera-za-ostvarivanje-ravnopravnosti/>

<sup>3</sup> For more detail please visit : <http://ravnopravnost.gov.rs/prituzba-a-z-j-protiv-so-senta-zbog-diskriminacije/>

*The Law on Gender Equality<sup>4</sup>, Article 2, paragraph 3, prescribes that the organs of local self-government units, organizations entrusted with the exercise of public authority, as well as legal entities established or financed in whole or in part by the Republic of Serbia, an autonomous province or unit local self-governments, are obliged to monitor the realization of gender-based equality in all areas of social life, the application of international standards and the Constitution of protected rights in this field.*

*In this regard, the obligations of the local self-government units are to ensure gender equality and equal opportunities in the framework of their competencies. Also, local self-government units are obliged to encourage and promote gender equality within their competencies and those related to gender equality issues<sup>5</sup>.*

*Gender equality is difficult to achieve without a proportionate and direct participation of women in the decision-making process in all areas of public life and at all levels. In addition, there is no single register of data on the representation of women in local government bodies. Answers submitted by local self-government units show the percentage of representation of women and men in political and public life, performing public and all other functions in the bodies of local self-government units and public enterprises, as well as in public institutions founded by the municipality/city. The analysis of this data is a good starting point for monitoring the situation in achieving gender equality.*

## **2. Relevant legal and strategic framework**

*The Constitution of the Republic of Serbia, in addition to prohibiting discrimination on any grounds, stipulates in Article 15 that the state guarantees the equality of women and men and develops a policy of equal opportunities.*

*The provisions of Article 7 of the Convention on the Elimination of All Forms of Discrimination against Women<sup>6</sup> stipulate that the state is obliged to take all appropriate measures to eliminate discrimination against women in the political and public life of the country. Member States are particularly obliged to ensure, under the same conditions as men, the right of women to be elected to all bodies elected through public elections, to participate in the creation and implementation of government policies and to take on leadership positions and perform all public functions at to all levels of government.*

*The Convention on the Political Rights of Women<sup>7</sup> stipulates that women have the right to vote in all elections under equal conditions with men, to be elected to all publicly elected*

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<sup>4</sup> "Official Gazette of the Republic of Serbia", No. 104/2009

<sup>5</sup> The Law on Gender Equality, Article 39, Paragraphs 1 and 2.

<sup>6</sup> The Decision of the Ratification of the Convention on the Elimination of All Forms of Discrimination against Women ("Official Journal of the SFRY – International Treaties", No. 11/81).

<sup>7</sup> The Decision of the Ratification of the Convention on the Political Rights of Women ("Official Journal of the SFRY – International Treaties and Other Agreements", No. 7/54).

*bodies, established on the basis of national laws without any discrimination, under equal conditions with men, and to have the right to be in public office and to perform all public functions established on the basis of national laws without any discrimination, under equal conditions with men.*

*The constitutional prohibition of discrimination is elaborated in more detail by the Law on the Prohibition of Discrimination, by defining discrimination as any unjustified making of a difference or unequal treatment or omission (exclusion, limitation or giving priority) in relation to persons or groups as well as members of their families, or persons close to them, in an overt or covert manner, based on race, color, ancestry, nationality, national or ethnic origin, language, religious or political beliefs, sex, gender identity, sexual orientation, financial status, birth, genetic characteristics, health, disability, marital or family status, previous convictions, age, appearance, membership in political, trade union and other organizations and other real or presumed personal characteristics. Also, the provisions of Article 20 stipulate that discrimination exists if it is contrary to the principle of gender equality, that is, the principle of respect for equal rights and freedoms of women and men in the political, economic, cultural and other aspects of public, professional, private and family life.*

The provisions of Article 37, paragraph 2 of the Law on Gender Equality<sup>8</sup> stipulate that gender equality is ensured in the run-up to elections for all functions and appointments to public authorities, financial and other institutions. Also, the provisions of Article 39 paragraph 1 prescribe the obligation of the local self-government authorities to ensure, within their scope of competence, gender equality and the achievement of equal opportunities. The Law on Local Elections<sup>9</sup> in Article 20, para. 3, 4 and 5, prescribes that at least one candidate - a member of the gender that is less represented on the list - must be on the electoral list among each of three candidates in the order on the list (the first three places, the other three places and so forth until the end of the list). If the electoral list fails to meet the requirements of paragraph 3 of this Article, it shall be deemed to contain defects for the proclamation of the electoral list, and the proposer of the list will be called upon to correct the shortcomings of the list in accordance with this law.

The Beijing Declaration and Platform for Action<sup>10</sup> in the section "Women in power and decision-making" states that equal participation of women in decision-making is a prerequisite for women's interests to be taken into account. Women in politics and decision-making positions in governments and legislatures contribute to the redefinition of political priorities, putting new items on the agenda reflecting the specific problems, values and experiences of women, and offering new perspectives on major political issues. Without the active participation of women and the inclusion of women's perspective at all levels of decision-making process, the goals of equality, development and peace can not be achieved<sup>11</sup>.

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<sup>8</sup> "Official Gazette of the Republic of Serbia", No. 104/2009

<sup>9</sup> "Official Gazette of the Republic of Serbia", No. 129/2007, 34/2010, 54&2011

<sup>10</sup> Adopted at the Fourth World Conference on Women on September 15, 1995 in Beijing

<sup>11</sup> In addition, in this section, the Beijing Declaration emphasizes that informal networks and decision-making patterns at the level of local communities which reflect the dominant male ethos limits the ability of women to Participate equally in political, economic and social life.

The Recommendation of the Committee of Ministers of the Council of Europe REC (2003) to member states on the balanced participation of women and men in political and public decision-making process<sup>12</sup> gives a string of measures to achieve a balanced participation of women and men in political and public decision-making. In order to achieve a balanced participation of women and men, the representation of either women or men should not fall below 40% in any body that decides on political or public life. Among other things, States are encouraged to foster balanced representation of women and men and publicly acknowledge that equitable decision-making between women and men of different descent and age strengthens and enriches democracy, protects and promotes equal civil and political rights of women and men, including the nomination for political positions.

*The Strategy for Prevention and Protection against Discrimination<sup>13</sup> stated that a special goal, inter alia, is to ensure equal participation of women in the creation and implementation of government policy, as well as to create opportunities for women and men to take public positions and perform public duties at all levels of power. Within the specific objective pertaining to political and public life, the Strategy pointed to the need to amend existing laws in order to ensure equal participation of women in political life and to remove obstacles that lead to discrimination and the unequal position of women in this field. Increasing the participation of women in executive government bodies in managerial positions, in state administration and public services is one of the goals of this strategy, and the proposed activities for achieving this goal are changes in regulations, that is, prescribing measures for achieving equal representation of the less represented gender in the executive bodies.*

*The National Strategy for Gender Equality for the period 2016 to 2020 with the Action Plan for the period from 2016 to 2018<sup>14</sup> is a strategic document of the Republic of Serbia adopted with the aim of promoting gender equality. In this document, it is further emphasized that, in case a mandate holder changes, there is no obligation to offer her post to the next woman who was on the electoral list. Because of this omission, in most cases a woman who was the mandate holder is substituted by a man.<sup>15</sup> Specific objective 2.2. of the strategy reads as follows: Women and men decide equally in public and political life. It is further stated that the basic prerequisite for democracy is that women and men have equal opportunities and equal access to power and decision-making positions in all areas of public and political life at all levels, including the level of executive power and areas where women experience particularly low representation (economy, security, energy, transport, sport and diplomatic services).*

Target value envisages a plan according to which at least 30% of women should be part of executive bodies at all levels, with the base year being 2015 and 2020 as the year of realization of the special target. As measures for achieving the goal, in terms of ensuring equal access to representative bodies at all levels, a mandatory quota of 40% is envisaged for women in the election for representative bodies at all levels and the creation of conditions for the participation of women from vulnerable groups by implementing special measures. In addition, amendments to the law should ensure that in the event of a change in the mandate holder after the election, if the woman was the holder of the mandate, she would be replaced by a woman who was the next candidate on the electoral list. Also, as stated, with regard to

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<sup>12</sup> Adopted on 12 March 2003.

<sup>13</sup> "Official Gazette of the Republic of Serbia", No. 60/2013

<sup>14</sup> "Official Gazette of the Republic of Serbia", No. 4/2016

<sup>15</sup> Page 14 of the Strategy

ensuring equal access in all executive authorities at all levels, as well as in public enterprises, financial and other institutions, it is necessary to prescribe mandatory special measures and quotas for ensuring equal participation of women and men in all bodies of executive power at the national, provincial and local levels<sup>16</sup>.

A specific objective of 3.1 of the current Strategy for Gender Equality is the establishment of functional mechanisms for gender equality at all levels. At this point, the Strategy stresses that clearly defined competencies and work guidelines are lacking, especially at the local level; there is no coordination and direct cooperation between national and local mechanisms; budget support is insufficient, and human, technical and material resources are not adequate; the goals and tasks that gender equality mechanisms at the local level should achieve will be clearly formulated; the focus will be from women being victims, towards women and men who are equal factors in the development of society; Institutional mechanisms for gender equality have been established at the national and provincial levels, but do not have impact everywhere; the support and resources necessary for their operation are insufficient. The target value indicated is that in 2020 institutional mechanisms for gender equality work efficiently at all levels based on clearly defined competencies, with budgetary, material and staff support. One of the necessary steps planned is to create clear and, from the central level coordinated, guidelines for the work of institutional mechanisms for gender equality at the local level. The aim is also to introduce the measure of compulsory establishment of a member of the municipal or municipal council responsible for the field of gender equality, as well as expert services in charge of this area, which would consist of experts, unaffected by possible changes in the composition of the leading local political structures, as well as provision of material, financial and personnel bases for their operation.

### **3. Analysis**

#### **3.1. Methodology**

Out of a total number of 198 cities and municipalities in Serbia, to whom the questioner for monitoring of implementation of the Recommendation of measures was sent, there were 169 respondents (85,8%).

The data from the Autonomous province of Kosovo and Metohija (29 municipalities), were also provided with the questioner, but were not part of this analysis, having in mind the fact that a great number of them is functioning in the capacity of a temporary organ. Also, the fact that the local elections were held in October 2017 makes the information received before that period obsolete.

Although, the results are based on the analysis of the information received in the questioners, it is necessary to point out that in some cases the responses are not complete and therefore the number of answers to some questions is lower than 169.

#### **3.2. Findings**

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<sup>16</sup> It is necessary to identify and take special measures to create the conditions for greater participation of women in decision-making positions within state administration, public agencies and public enterprises, as well as to create conditions for equal representation of women and men in state delegations to international and regional organizations - p. 41 of the Strategy.

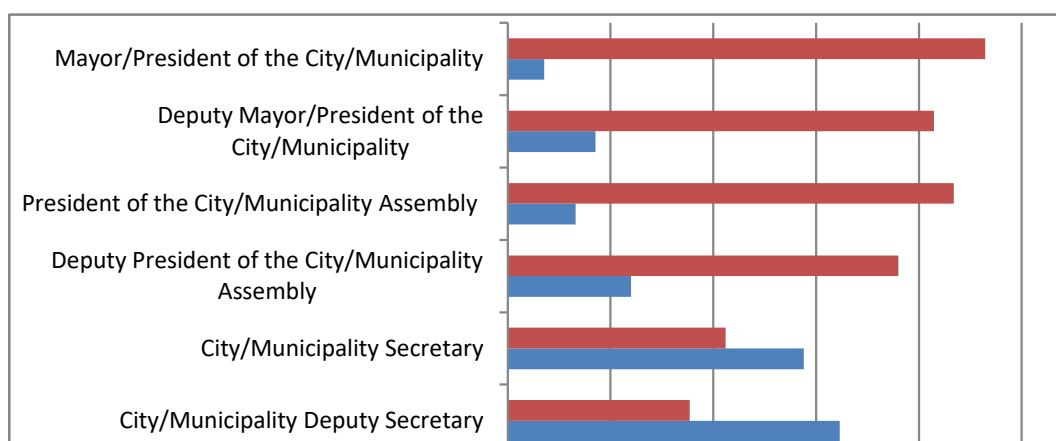


In the sphere of politics and public life in Serbia women are not adequately represented, although there are significant steps in the right direction on this issue, especially on the state level. However, the situation is significantly different on the provincial and local level, where women are not adequately represented on decision and policy making positions, which prevents them to influence the community.

The greatest disproportion regarding the participation of men and women is found on the highest management position in a city/municipality – the Mayor/President of the municipality<sup>17</sup>.

Namely, there are only 12 female Mayors/Presidents of the municipality out of 169 cities and municipalities in Serbia (Čoka, Pećinci, Sombor, Vršac, Odžaci, Kovin, Lučani, Smederevo, Belgrade municipality Savski venac, Surdulica, Svrlijig and Merošina), which amounts to 7,1%.

*Also, there are just 14% of women on the position of Deputy Mayor/President of the municipality.*



Graphic 1: Percentage of participation of Men and Women in the management positions of Cities and Municipalities<sup>18</sup>

Also, the analysis of the questioner for monitoring of implementation of the Recommendation of measures shows that women have better chance to be appointed to the deputy positions. More precisely, there are 17,1% of Women on the position of Deputy Mayor/President and 24% on the position of Deputy President of the City/Municipality Assembly.

<sup>17</sup> In accordance with Article 32 of the Law on self-governance, the city/municipality Assembly elects and replaces the Mayor/President of the municipality, elects the Deputy Mayor/President based on the proposal of the Mayor/President, elects members of the city/municipality Council. The President of the Assembly is elected among Assemblymen based on the proposal of 1/3 of the Assembly members, for the period of 4 years, by secret vote.

<sup>18</sup> Out of total number of 169 cities/municipalities: the position of President of municipality/Mayor is held by 12 women and 157 men; Deputy President/Mayor - 29 women and 136 men, while there is no data for 4 cities/municipalities; President of the Assembly – 22 women and 135 men, while there are no data for 2; Deputy President of the Assembly – 40 women and 127 men, while there are no data for 2; Secretary of city/municipality – 97 women and 71 men, while there is no data for 1; Deputy Secretary of city/municipality – 31 women and 17 men, while there are no data for 121.



Women make 57,7% of the total number of City/Municipality Secretaries and 64,6% of Deputy Secretaries.

Next question referred to the ratio of male and female Assemblypersons in local parliaments. Taking into account that the Law on local elections ensures that there is one candidate of the less represented sex on every three candidates on the list, the result shows that women are represented according to the legal quota. The analysis shows that there are 34,8% of women in the local parliaments, although there are 68 cities/municipalities in Serbia where women are not represented according to the legal quota.

*The average composition of the city/municipality Assembly*



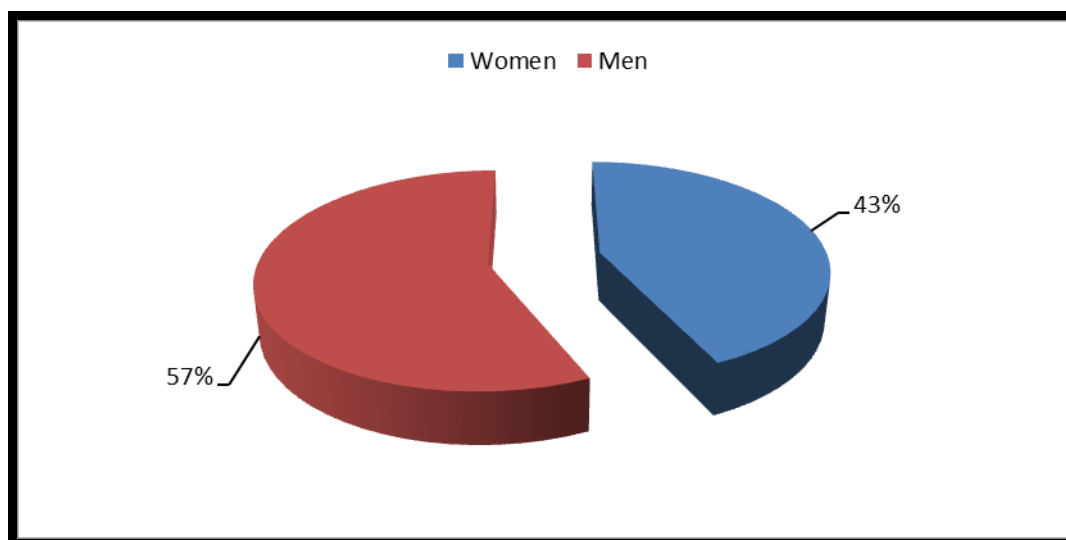
According to the Article 37, Paragraph 3 of the Law on Gender Equality, equality needs to be ensured during the election process, including the composition of working bodies responsible for conducting the election process. The organs in charge of the election process, according to the Article 11 of the Law on local elections are the city/municipality Election Commission and Election boards appointed by the fore mentioned Commission. The Analysis shows that women are adequately represented and made a total of 37% of the Election Commission permanent members during the ongoing mandate. There are cities and municipalities whose Election Commissions do not consist of any female members (Brus, Bojnik, Kučevo, Kuršumljia and Golubac), while the highest percentage was spotted in Nova Varoš, where the number of women is 10, compared to 3 men (77% percent of women). The examples of good practice are Sevojno (8 women and 8 men) and Kikinda (12 women and 12 men).

*Average composition of the Election Commissions for the Convocation of the Local Assembly*



The fact that there were 43,2% of women on the position of President of the Election Commissions, during the constitutive elections, is somewhat encouraging.

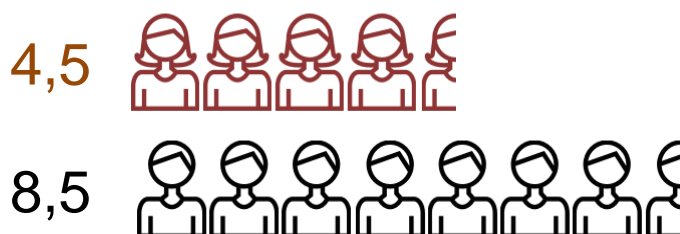
*Graphic 3: Average ratio of women and men on the Position of the President of the Election Commission<sup>19</sup>*



The Article 36 of the Law on local self-governance which allows the local assembly to form permanent and temporary working bodies for addressing the issues within their competence. Aside from the Assembly, working bodies can be also be formed by the city/municipality Councils and Mayors/Presidents of cities/municipalities.<sup>20</sup> These working bodies are usually formed in the forms of Commissions, Councils and Working groups.

The Analysis showed that when it comes to the heads of temporary working bodies, the percentage of men amounts to 64,2%, while the percentage of women in charge is 35,8%, which means that women are less represented than men by one third. The average number of permanent and temporary working bodies formed by the city/municipality is 13.

*The average ratio of Heads of temporary and permanent working bodies*



<sup>19</sup> Out of the total number of 169 cities/municipalities, the function of President of the Election Commission is held by 67 women and 88 men, while there are no data for 14 cities/municipalities.

<sup>20</sup> Working bodies provide opinions on proposals of legislative documents and decisions adopted by the Assembly and perform other duties according to the Statute of city/municipality. The number of working bodies is determined by the Statute.

Women make only 19% of members of the city/municipality Councils, which means that in average, on every female member there is four male Council members.

*The average composition of the city/municipality Council*



When it comes to Heads of city/municipality administration<sup>21</sup> and Heads of administration in charge of individual areas<sup>22</sup>, there is a somewhat different situation. The reason for this can be the fact that Heads of administration and Heads of administration in charge of individual areas are appointed after a public call. The Article 53 of the Law on local self-governance states that city/municipality administration is formed as a single organ, although it can, in some cases, be divided by areas when population exceeds 50 000.<sup>23</sup> The city/municipality Administration is managed by the Head of Administration. When the city Administration is divided by areas, every area is managed by a designated Head of Administration. The Analysis shows that women make 47,5% of the total number of Heads of administration and 56,5% of Heads of administration for individual areas.

Article 56 of the Law on local self-governance states that the Head of city/municipality administration, as well as Head of Administration for individual areas are appointed by the city/municipality Council for a period of 5 years, based on a public call<sup>24</sup>. The Head of Administration is responsible for his/her work to the Local Assembly and city/municipality Council, in accordance to the Statute of the city/municipality and the bylaw on organization of the City Administration.

*Graphic 4: Average ratio of men and women on the position of city/municipality Head of Administration<sup>25</sup>*

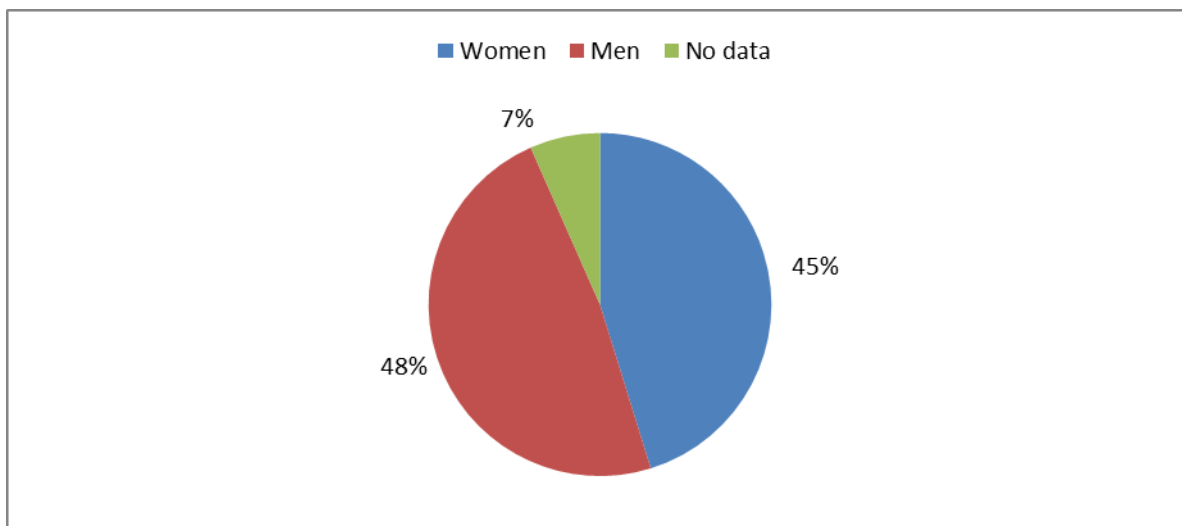
<sup>21</sup> A person can be appointed as Head of Administration if one fulfils the conditions stated in the Article 54 of the Law on self-governance: 1) graduation from Faculty of Law; 2) passing the state exam; 3) 5 years of experience in legal profession.

<sup>22</sup> A person can be appointed as Head of Administration in charge of an individual area if one fulfils the following conditions: 1) graduation from Faculty relevant to the area; 2) passing the state exam; 3) 5 years of experience in legal profession

<sup>23</sup> For example city of Kragujevac: [http://www.kragujevac.rs/Gradske\\_uprave-412-1](http://www.kragujevac.rs/Gradske_uprave-412-1)

<sup>24</sup> Head of Administration can have a deputy who substitutes him in his/her absence. Deputy Head of Administration is appointed under the same conditions as Head of Administration

<sup>25</sup> Out of the total number of 169 cities/municipalities, the function of Head of Administration is performed by 75 women and 83 men, while for 11 there are no data.



*Average ratio of male and female Heads of Administration for individual areas*

2,8 

2,2 

When it comes to the number of candidates for the position of Head of city/municipality Administration, women make 46,5%, comparing to 53,5% of men.

*Average ratio of candidates for the position of Head of Administration*

1,6 

1,8 

The Heads of internal departments within the administration are being appointed by the Head of Administration<sup>26</sup>. Women are mostly heads of internal organizational departments within municipal/city administration. Just as a reminder, in a municipality administration founded as a single body, as well as when municipality administration is organized in multiple bodies, internal organizational units or departments may be organized for the purpose of performing work and activities which are similar in nature<sup>27</sup>. More precisely, the results show that 56,6% of women and 43,4% of men are in charge of internal departments.

*Average composition of Heads of internal departments*



The Law on Local self-governance states that, for the purpose of fulfilling the needs and interests of the population, there is a possibility of forming local community Councils and other forms of local organizational units<sup>28</sup>. The current situation shows that women make 10,7% of all Local community Council members, opposed to 89,3% male members. At the moment there is just 7,1% of female presidents of Local community Councils<sup>29</sup>. This is a crucial data which points to a great disproportion of sexes on the bottom level of local self-governance, as well as a good indicator for decision makers, when taking into account the possible next steps for public policy formation.

*Average composition of Local community Councils*

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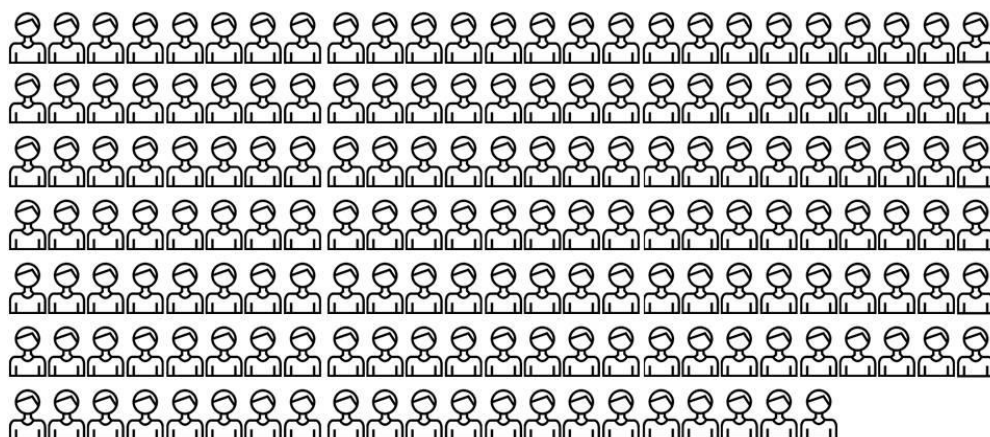
<sup>26</sup> Article 57 of the Law on self-governance

<sup>27</sup> Article 54, paragraph 3 and Article 55 paragraph 3 of the Law on Local Self-government Administration.

<sup>28</sup> According to the Article 72 of the Law on self-governance. Local community Councils and other forms of local organizational units can be established in city regions and for two or more villages.

<sup>29</sup> Out of the total number of 3445 Local community Councils, the position of President is held by only 245 women.

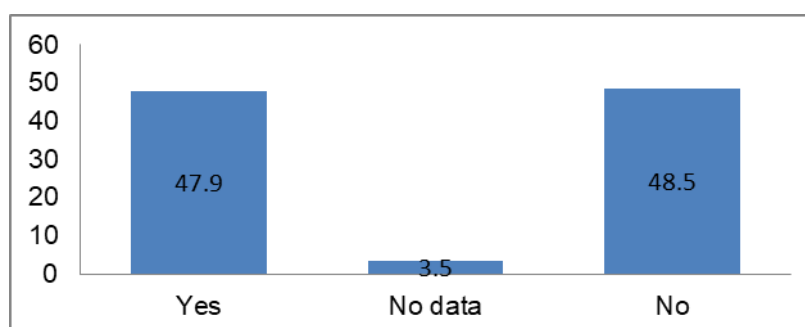
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As stated in the Article 39, Paragraph 4 of the Law on the Equality of Sexes, there ought to be a permanent working body or a designated employee, within the framework of existing systematization and organization bylaws, whose purpose is to work on the matters of equality of sexes and equal opportunities. With respect to this legal obligation, one question referred to establishment of a working body or designation of an employee for this purpose and in accordance with the Law.

The replies provided imply that there is no standardized procedure and form for establishing permanent working bodies. They are being formed in various forms, such as Commission, Council and Committee, by the Mayor/President, Assembly or the city/municipality Council. The Analysis shows that most of the established working bodies are not permanent.

Graphic 5: The ratio of Local self-governances who established a working body and those who didn't<sup>30</sup>

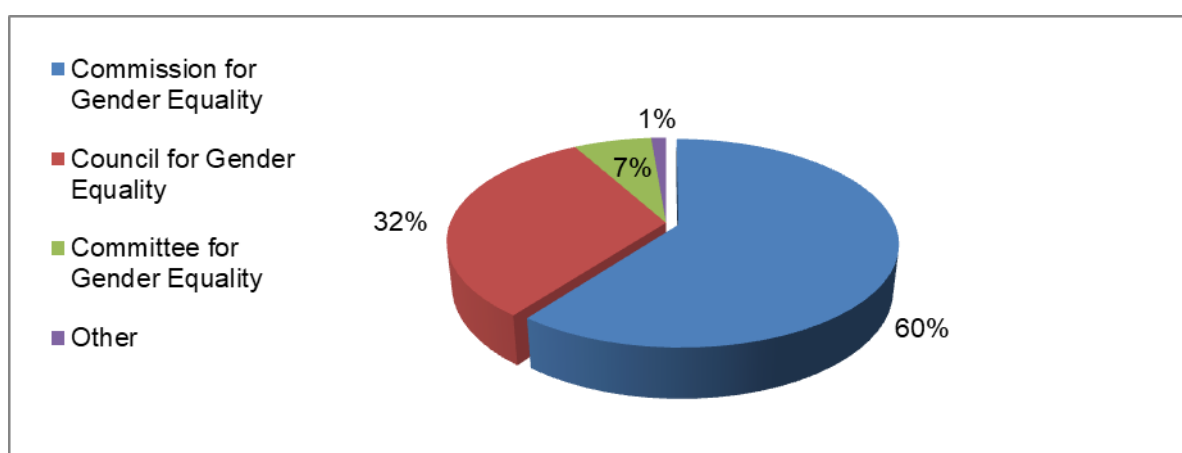


The received data have shown that approximately 50% of cities and municipalities still haven't established a working body whose only assignment would be working on the matters of gender equality. The Law on Equality of sexes states in the Article 39 that all cities and municipalities are obliged to establish a permanent working body or a designated employee,

<sup>30</sup> Out of the total number of 169 cities/municipalities, 81 established a permanent working body for equality of sexes, 82 did not, while there are no data for 6.

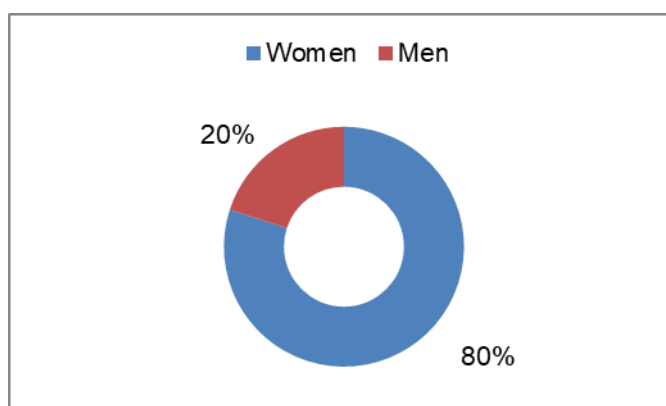
within the framework of existing systematization and organization bylaws whose purpose is to work on the matters of equality of sexes and equal opportunities. Two thirds of the established working bodies are in the form of a Commission for Gender Equality, while 38% are in a form of Councils. Only 7% are established in a form of a Committee, as stated in the Graphic 6.

Graphic 6: The form of established working bodies<sup>31</sup>



Local self-governances who established these working bodies were asked a question about the number and gender of its members. There is a significant number of cities/municipalities (31,6%) whose working bodies don't have any male members. On the other hand, there are examples where working bodies have few or no female members. In average, women make 80% of all members in established working bodies in charge of advancement of Gender Equality. The average number of working bodies for Gender Equality is 7.

Graphic 7: The ratio of total number of working body members by sex<sup>32</sup>



<sup>31</sup> Out of 81 cities/municipalities who established a working body, 47 are in a form of a Commission, 28 as a Council and 5 as a Committee. One responded with another form of working body

<sup>32</sup> Out of 626 working body members, 499 are women and 127 are male.

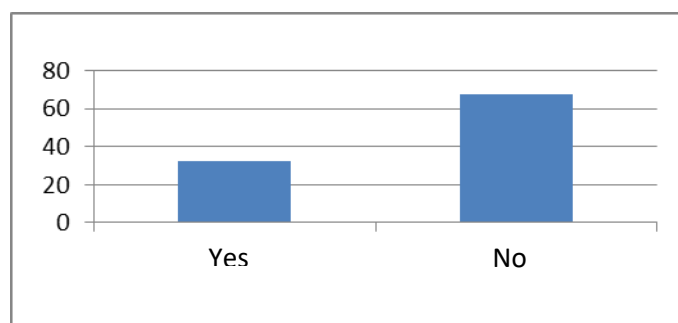


A designated employee for the matters of Equality of sexes can be found in 38,4% of cities/municipalities. The Analysis shows that designation of employee doesn't depend on whether the working body is established, which means that some cities/municipalities have both (19,4%), while some don't have neither (32,1%). On the other hand, 112 cities/municipalities (67,9%) have alternatively established a working body or designated employee, while there are no data for 5 cities/municipalities.<sup>33</sup>

Finally, the nature of the jobs of employees designated for gender equality has been explored. Jobs were divided to those directly concerned with gender equality, and those where gender equality is a secondary obligation. Examples of jobs directly concerned with gender equality are "head of department for gender equality and national minorities" and "independent gender equality adviser". Examples of jobs that are not suitable for dealing with gender equality issues are "educational inspector", "head of the department for child, social and health protection", and the like.

Part of the questions pertained to the adoption of an act on gender equality. Such an obligation is not explicitly prescribed by the Gender Equality Law, but the adoption of such an act, that is, the establishment of a normative framework, is useful and important for the achievement of gender equality at the local level, as it demonstrates the unequivocal commitment of the municipality/city to ensure the application of the principle of equal opportunities for men and women, and to establish responsibility and obligations in this regard. 114 municipalities/cities (67.5%) did not pass a decision on gender equality. However, it is encouraging to note that 30 municipalities/cities (26.3% of municipalities/cities that have not reached such a decision so far) have declared that they plan to pass a gender equality decision.

Chart 10: The percentage of local self-government units that adopted a gender equality act<sup>34</sup>



Local self-government units that passed a *decision on gender equality* (32.5%) were additionally asked in what way and in which place this decision was made available to the public. The majority of them stated that they uploaded the decision on the website of the municipality/city and/or published it in the official gazette of the local self-government unit (52 municipalities/cities).

Article 7 of the Law on Local Self-Government<sup>35</sup> prescribes that a local self-government unit can establish enterprises, institutions and other organizations that perform public service, for

<sup>33</sup> 81 cities/municipalities formed a working body, 63 designated an employee, while 32 have both.

<sup>34</sup> When asked whether the municipal/city assembly passed a decision on gender equality, there were 54 positive responses and 104 negative ones.

<sup>35</sup> "Official Gazette of the RS", no. 129/2007, 83/2014 – other law and 101/2016 – other law

the purpose of realization of its rights and duties, and for meeting the needs of the local population, in accordance with the law and the statute. Compliant to 20 of the Law, the municipality, through its bodies, and in accordance with the Constitution and Law “establishes institutions and organizations in the fields of primary education, culture, primary health care, physical culture, sports, child care and tourism”, “establishes institutions in the field of social care”, “creates conditions for the work of museums and libraries and other institutions of culture of which it is the founder”.

Compliant to Article 32 of the Law, the Municipal assembly, in accordance with the Law: establishes services, public companies, institutions and organizations, prescribed by the statute of the municipality, and supervises their work; appoints and dismisses the management and supervisory boards, appoints and dismisses the directors of public companies, institutions, organizations and services, of which it is the founder, and gives its consent to their statutes, in accordance with the law.

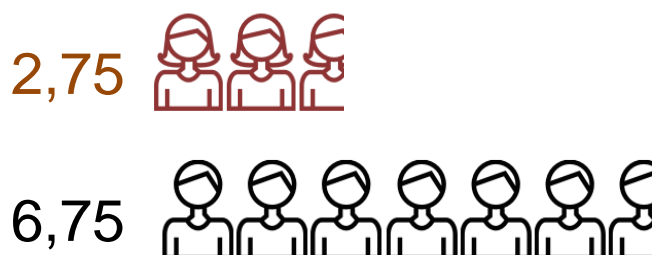
In *public companies* whose founder is the municipality/city, women are managers of 15.5% of cases, and men in 84.5% of cases. This means that in Serbia, in the managements of public companies whose founders are local self-governments, approximately one woman is appointed for five men.

Average composition of management in public companies whose founder is a municipality/city

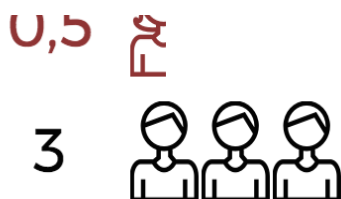


As for the supervisory boards, women account for 28.9% and men for 71.1% of members of supervisory boards of public companies. 83.1% men and only 16.9% women are serving as heads of a supervisory board in public companies.

Average composition of a supervisory board in public companies

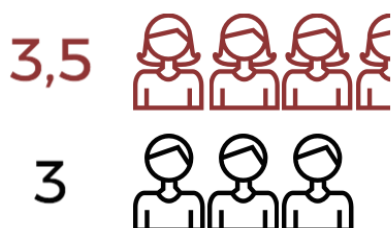


Average composition of management in supervisory boards of public companies



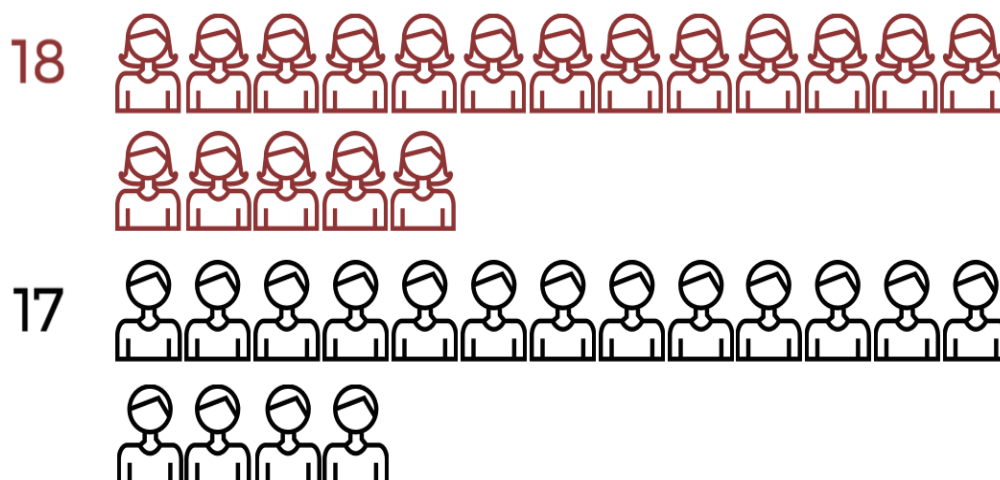
As for the composition of the management of public institutions and organizations founded by a municipality/city, women are represented with 51.2% and men with 48.8% at management positions.

Approximate composition of management in public institutions/organizations whose founder is a municipality/city

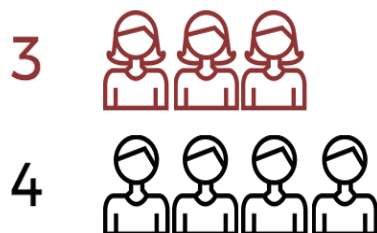


In the *management boards of public institutions/organizations* women account for 51.2% and men for 48.8% of members, while the share of women in the total number of heads of boards of institutions/organizations founded by municipality/city is 43.4%, and of men 56.6%.

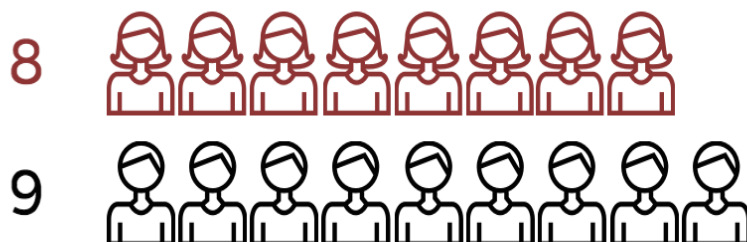
Approximate composition of a management board in public institutions/organizations



Approximate composition of heads of management boards in public institutions/organizations



Approximate composition of a supervisory board in public institutions/organizations



As for the composition of supervisory boards of public institutions/organizations, women are represented with 47.8% and men with 52.2%. When managing of supervisory boards of public institutions/organizations is concerned, women account for 41.5% and men for 58.5% of persons at the position of the head of a supervisory board.

Although women are represented in satisfactory numbers in public institutions/organizations, their appointment as a *head* of management and supervisory board is significantly lower.

Approximate composition of heads of supervisory boards in public institutions/organizations

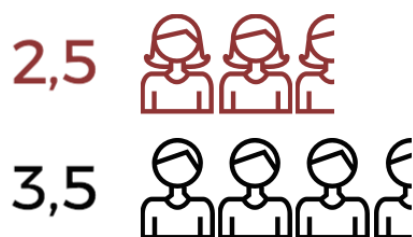
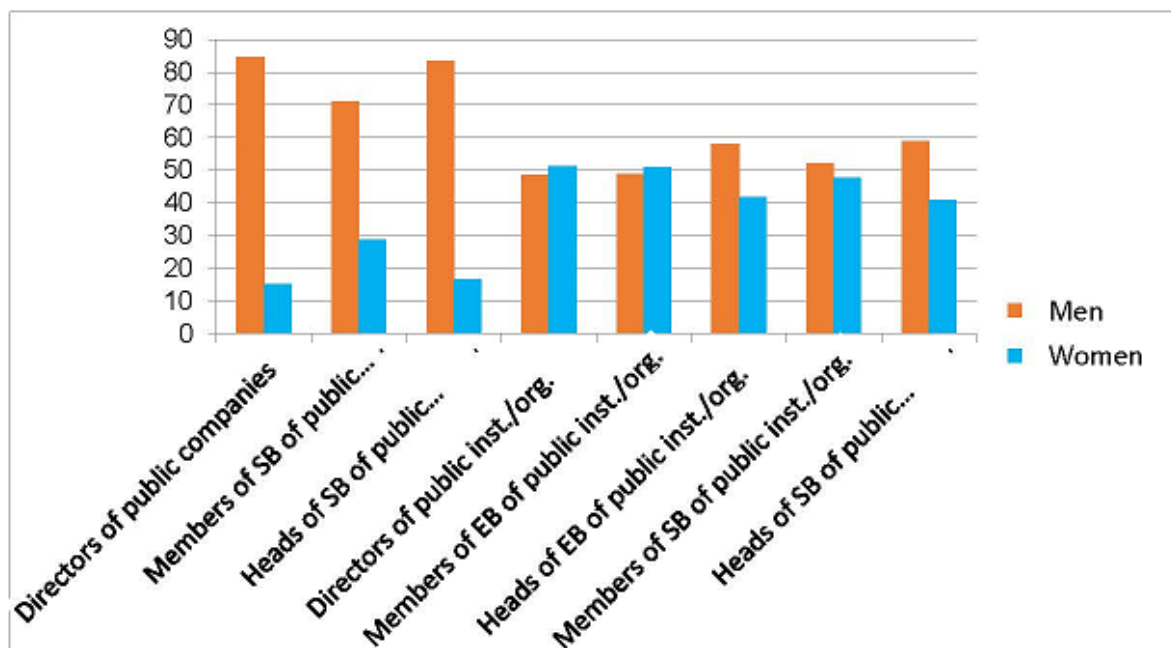


Chart 12: Representation of the average number of women and men at senior positions in public companies and public institutions/organizations<sup>36</sup>



The last question pertained to the measures that local self-government units plan to take to promote gender equality. In this section cities/municipalities were asked to indicate whether they are planning specific measures to promote gender equality, and if there is such a plan, to indicate these measures.

Based on the data submitted,<sup>37</sup> 83.4% local self-government units stated that they plan to take some measures to promote gender equality at the local level, that is, act upon the recommendations of the Commissioner for protection of equality.

The most frequent answers of municipalities/cities that plan to take gender equality measures were: passing a decision on gender equality, implementation of projects in the field of gender equality, establishment of working bodies, capacity building of already established working bodies, greater inclusion of women to decision making positions, awareness raising, education of employees and citizens and adoption of a local action plan. Also, examples of good practice, collected from the responses provided, include measures such as: establishment of municipal women's networks at the local level, increased efforts to include women from rural areas and women with disabilities, and the fight against gender-based violence.

<sup>36</sup> By adding the number of women and men at senior positions within public enterprises and public institutions/organizations, we obtained the following results: directors of all public companies founded by municipalities/cities - women: 79 and men 431; members of supervisory boards of public companies - women 415 and men 1023; heads of supervisory boards of public companies - women 96, and men 472; directors of public institutions and organizations founded by municipalities/cities - women 545 and men 512; members of management boards of public institutions/organizations - women 2662, and men 2513; heads of management boards of institutions/organizations - women 448, men 580; members of supervisory boards of public institutions/organizations - women 1204, and men 1315; heads of supervisory boards of institutions/organizations - women 361, and men 510.

<sup>37</sup> 141 Local self-government units plan to take measures to promote equality in the forthcoming period, while from 28 municipalities/cities the Commissioner will request further clarifications.

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At the end of the data collection process from all local self-government units, the Commissioner will give an overview of the current situation within her Regular annual report for 2017.

The data collected in the process of monitoring the implementation of the recommendations of the Commissioner's measures represent a good starting point for perceiving the current situation and measurable expression of changes in the field of gender equality at the local level, as well as a good tool in the creation and implementation of public policies based on data.

In this regard, and in accordance with her legal authority, the Commissioner will continue to monitor the realization of gender equality at the local level, as well as to undertake other measures within her competence, in order to promote equality and protection against discrimination.

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