ATTITUDE OF PUBLIC ADMINISTRATION REPRESENTATIVES TOWARDS DISCRIMINATION IN SERBIA
Methodology remarks
**Target population**

The Survey included the representatives of three branches of power: legislative, executive and judiciary, from 10 institutions.

**Data gathering method**

Data was gathered by using the method of face to face interviews. The interviews were conducted by trained interviewers, with the use of a structured questionnaire.

**Sample design**

The planned sample was a quota sample, and it involved 1,324 interviewees. The sample was planned in such a way that it represented the basic composition of each institution.
METHODOLOGY REMARKS

THE LEGISLATIVE BRANCH
- National Assembly of the Republic of Serbia
- Provincial Assembly
- City assemblies
- Municipal assemblies

THE EXECUTIVE BRANCH
- Government of the Republic of Serbia
- Provincial Government
- City administrations
- Municipal administrations

THE JUDICIARY
- Courts
- Prosecutor’s offices
Perception of the presence of discrimination
The public administration representatives perceive discrimination as a negative phenomenon.

In your opinion, what is discrimination?

Basis: Public administration representatives in Serbia

<table>
<thead>
<tr>
<th>Description</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Endangering/denial of rights to persons/groups</td>
<td>23</td>
</tr>
<tr>
<td>Differentiating/disregard of differences</td>
<td>20</td>
</tr>
<tr>
<td>Inequality/placing others into an unequal position</td>
<td>18</td>
</tr>
<tr>
<td>Belittling, humiliation</td>
<td>12</td>
</tr>
<tr>
<td>Minorities, minority groups (inequality, belittling)</td>
<td>7</td>
</tr>
</tbody>
</table>

SPONTANEOUS ANSWERS, > 5%
The majority of public administration representatives (74%) and citizens (85%) agree that discrimination is present in Serbia.

According to you, to what extent is discrimination present in Serbia?
Still, the public administration representatives cannot agree whether discrimination is more present in Serbia than in the countries of Western Europe.

In Serbia, discrimination is more prominent than in the Western European countries

Basis: Public administration representatives in Serbia

- I completely disagree: 23
- I mostly disagree: 23
- I disagree (1+2): 46
- I agree (3+4): 45
- I mostly agree: 27
- I completely agree: 19
- I don't know: 9

I completely disagree
I mostly disagree
I disagree (1+2)
I agree (3+4)
I mostly agree
I completely agree
I don't know
Roma, the poor, members of LGBT population and persons with disabilities are listed as the groups which are discriminated against the most.

In your opinion, which population groups are discriminated against the most in Serbia?

- Roma
- The poor
- Persons with mental disabilities
- LGBT population
- The elderly
- Women
- Persons with physical disabilities
- Religious minorities
- Albanians
- Bosnians
- Serbs
- Croats
- Hungarians
- Jews

Basis: Public administration representatives in Serbia
The public administration representatives name employment as the area in which discrimination is present the most.

In which area discrimination is present the most?

Basis: Public administration representatives in Serbia

- Employment: 61
- Social protection: 9
- Healthcare: 7
- Career advancement: 6
- Education and professional development: 4
- Political activism: 3
- Public services provision: 3
- Other: 6
- I don't know: 1
29% of public administration representatives say that they were personally exposed to discrimination, while there is a similar percentage (31%) of those claiming that a person close to them was discriminated against.

Basis: Public administration representatives in Serbia.
Law on the Prohibition of Discrimination
Despite their clearly underlined negative attitude toward discrimination and belief that it does exist in Serbia, the executive and legislative representatives are only partially familiar with the antidiscrimination normative framework.

As far as you know, is discrimination in Serbia prohibited by the law?

- Yes: 79
- No: 14
- I don't know: 25

The representatives of the judiciary were not asked questions on the normative framework.
In the opinion of the majority of public administration representatives, the Law on the Prohibition of Discrimination is good, but the Law itself is much better rated than compliance with it and implementation.

How would you evaluate the current Law on the Prohibition of Discrimination? And when it comes to compliance with the Law on the Prohibition of Discrimination, how would you grade the implementation of this Law in practice?

- **Very poor**: 2 (Law evaluation) - 17 (Compliance and implementation evaluation)
- ** Mostly poor**: 5 (Law evaluation) - 29 (Compliance and implementation evaluation)
- **Total poor**: 7 (Law evaluation) - 31 (Compliance and implementation evaluation)
- **Neither good nor poor**: 29 (Law evaluation) - 29 (Compliance and implementation evaluation)
- **Total good**: 16 (Law evaluation) - 38 (Compliance and implementation evaluation)
- **Good**: 12 (Law evaluation) - 16 (Compliance and implementation evaluation)
- **Excellent**: 16 (Law evaluation) - 3 (Compliance and implementation evaluation)
- **I don't know**: 10 (Law evaluation) - 8 (Compliance and implementation evaluation)

*Basis: Public administration representatives who are familiar with the Law on the Prohibition of Discrimination (55% of all representatives)*
Identifying discriminatory behavior
There is a minimal difference in terms of knowledge on discrimination between the public administration representatives and the citizens, and no important differences between the representatives of different state institutions.

The discriminatory behavior identification index is the number of correct answers of each interviewee divided by the maximum number of correct answers.
Hate speech
The public administration representatives perceive hate speech as a negative phenomenon

According to you, what is hate speech?

Basis: Public administration representatives in Serbia

<table>
<thead>
<tr>
<th>Description</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Insulting / offensive addressing in public</td>
<td>16</td>
</tr>
<tr>
<td>Belittling, humiliating a person / group</td>
<td>14</td>
</tr>
<tr>
<td>Incitement to lynching, violence against a person /…</td>
<td>9</td>
</tr>
<tr>
<td>Discrimination, offending persons who do not think…</td>
<td>9</td>
</tr>
<tr>
<td>Verbal assaults at a person / group</td>
<td>9</td>
</tr>
<tr>
<td>Public expressions of hate / incitement to hate</td>
<td>8</td>
</tr>
<tr>
<td>Negative attitudes toward a person</td>
<td>7</td>
</tr>
<tr>
<td>Provocation / incitement to animosity, boycott</td>
<td>7</td>
</tr>
<tr>
<td>Bigotry / Intolerance / prejudice</td>
<td>7</td>
</tr>
<tr>
<td>Oppression / insulting / hate of minority groups</td>
<td>5</td>
</tr>
</tbody>
</table>
Most of the public administration representatives believe that hate speech is present in Serbia.

In your opinion, to what extent is hate speech present in Serbia?

Basis: Public administration representatives in Serbia

- Completely absent: 2
- Mostly absent: 30
- Present (mostly+highly): 67
- Mostly present: 48
- Highly present: 19
- I don't know: 1
As for the normative framework on the prohibition of hate speech, the public administration representatives are not sufficiently informed, given that as many as one third of executive and legislative representatives aren’t sure if hate speech is prohibited by the law in Serbia, or believe that it’s not prohibited.

*As far as you know, is hate speech prohibited by the law in Serbia?*

**Basis: Public administration representatives in Serbia**

- Yes: 17
- No: 18
- I don't know: 66

*The judiciary representatives were not asked this question.*
Similarly to discrimination in general, part of the public administration representatives do not recognize hate speech consistently, but only in relation to a specific topic (the lowest level of sensitivity is toward asylum seekers and LGBT persons).

Basis: Public administration representatives in Serbia

The hate speech identification index is the number of correct answers of each interviewee divided by the maximum number of correct answers.
The majority of public administration representatives believe that hate speech should be sanctioned. Still, a significant percentage (more than a third) think that overly harsh punishing of hate speech may jeopardize the freedom of speech.

Basis: Public administration representatives in Serbia

- Overly harsh punishing of hate speech may jeopardize the freedom of speech.

- Jeopardizing the freedom of speech is just an excuse to tolerate hate speech.

- I don't know.
Attitude towards prejudice and discrimination in public administration authorities
According to public administration representatives, their colleagues harbor prejudice toward certain groups:

- I have nothing against homosexuals, but as long as they keep it in private, not in public. 65%
- Small religious communities often abuse the gullibility and trust of young people. 53%
- Homosexuality is a disease that should be treated. 40%
- Persons living with HIV/AIDS are to blame for their disease. 38%
- I have nothing against the Roma, but they do like to steal. 35%
- Children with developmental difficulties cannot fit in with other children, the differences are too big. 32%
- Men are better managers than women. 29%
- The Roma are so different that they cannot fit into the lifestyle of other citizens of Serbia. 26%
- One should beware of people of different nationalities, even when their attitude is friendly. 23%
- A person can feel safe only when living in an environment where the majority population is of his/her nationality. 22%
- Women aren’t made for politics. 17%
- There is some truth in the books that explain the existence of a Jewish conspiracy. 12%

Baza: Predstavnici organa javne vlasti u Srbiji
A certain number of public administration representatives believe that there is discrimination, i.e. unequal treatment of citizens in public administration authorities.

**Question:** To what extent do these institutions equally treat all citizens, irrespective of their nationality, religion, sexual orientation, gender, age, political affiliation or any other personal characteristic?

**Basis:** Public administration representatives in Serbia

<table>
<thead>
<tr>
<th>Institution</th>
<th>Mostly not</th>
<th>Absolutely not</th>
<th>NO (absolutely+mostly)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prosecutor’s office</td>
<td></td>
<td></td>
<td>30</td>
</tr>
<tr>
<td>Court</td>
<td></td>
<td></td>
<td>29</td>
</tr>
<tr>
<td>Municipal and city administrations</td>
<td></td>
<td></td>
<td>26</td>
</tr>
<tr>
<td>Municipal assemblies</td>
<td></td>
<td></td>
<td>24</td>
</tr>
<tr>
<td>Government of the Republic of Serbia</td>
<td></td>
<td></td>
<td>22</td>
</tr>
<tr>
<td>City assemblies</td>
<td></td>
<td></td>
<td>22</td>
</tr>
<tr>
<td>National Assembly</td>
<td></td>
<td></td>
<td>22</td>
</tr>
<tr>
<td>Provincial Government</td>
<td></td>
<td></td>
<td>16</td>
</tr>
<tr>
<td>Provincial Assembly</td>
<td></td>
<td></td>
<td>16</td>
</tr>
</tbody>
</table>
Public administration representatives agree that discriminatory behavior or statements by civil servants carry more weight and should be sanctioned more severely than when citizens commit discrimination.

*Civil servants and representatives of authorities should have more responsibility than regular citizens, so therefore they should be more severely punished for discrimination*

Basis: Public administration representatives in Serbia

- 4% I completely disagree
- 7% I mostly disagree
- 12% I disagree (mostly+completely)
- 31% I mostly agree
- 57% I completely agree
- 1% I don't know
More than a half of public administration representatives believe that in the institutions in which they work, their colleagues have expressed discriminatory attitudes or manifested discriminatory behavior.

In your institution, how often do you hear your colleagues or associates expressing discriminatory attitudes or opinions belittling or humiliating a group? How often it happens that one of your colleagues or associates commits some form of DISCRIMINATION?

Basis: Public administration representatives in Serbia

- Very often: 3 Discriminatory attitudes, 2 Discriminatory behavior
- Often: 15 Discriminatory attitudes, 9 Discriminatory behavior
- Rarely: 45 Discriminatory attitudes, 39 Discriminatory behavior
- Never: 36 Discriminatory attitudes, 39 Discriminatory behavior
- I don't know: 1 Discriminatory attitudes, 2 Discriminatory behavior
The public administration representatives say that discriminatory attitudes or discriminatory behavior are mostly condemned, but a third of them notice that their colleagues tolerate such situations when they happen.

**Generally, in your working environment, are discriminatory attitudes and opinions or discriminatory behavior tolerated, or condemned?**

<table>
<thead>
<tr>
<th>Category</th>
<th>Discriminatory attitudes</th>
<th>Discriminatory behavior</th>
</tr>
</thead>
<tbody>
<tr>
<td>It is condemned</td>
<td>50</td>
<td>34</td>
</tr>
<tr>
<td>It is tolerated</td>
<td>35</td>
<td>35</td>
</tr>
<tr>
<td>Both</td>
<td>13</td>
<td>13</td>
</tr>
<tr>
<td>I don't know</td>
<td>2</td>
<td>2</td>
</tr>
</tbody>
</table>

Basis: Public administration representatives who have noticed the expression of discriminatory attitudes (64%) / discriminatory behavior (52%)
According to their own words, the majority of public administration representatives openly oppose discrimination or expression of discriminatory attitudes in the institutions in which they work...

How do you react in such a situation?

- I oppose or initiate a heated debate (57%)
- I do nothing, I cannot change a person's opinion/behavior, I switch the topic (18%)
- I leave the room (10%)
- I report it to the competent person/institution (4%)
- Other (4%)

Basis: Public administration representatives in Serbia who have noticed discriminatory attitudes (64%) / discriminatory behavior (52%)
The nominal readiness of public administration representatives to actively oppose their discriminating colleagues and report them to competent authorities is extremely higher than their actual reaction when such situations occur.

To what extent would you be ready to report your discriminating colleague to the competent authorities?

- Not ready at all: 9
- Probably not ready: 20
- Total not ready: 29
- Total ready: 67
- Probably ready: 35
- Absolutely ready: 31
- I don't know: 4

Basis: Public administration representatives in Serbia
Attitudes towards responsibility and role of institutions in the fight against discrimination
When asked who is more responsible for the elimination of prejudice in our society, opinions are divided...

In your opinion, when it comes to prejudice, who is more responsible to change the mindset of the citizens – the state, or the citizens themselves?

- The state: 53% (Public administration representatives: 49%)
- The citizens: 39% (Citizens: 46%)
- I don't know: 8%
...but the state’s dealing with the problem of discrimination is not deemed sufficient

In your opinion, to what extent does the state deal with the problem of discrimination?

- Much less than necessary: 35 public administration representatives, 43 citizens
- Somewhat less than necessary: 38 public administration representatives, 37 citizens
- Total less than necessary: 73 public administration representatives, 79 citizens
- As much as it is necessary, enough: 21 public administration representatives, 11 citizens
- Total more than necessary: 4 public administration representatives, 2 citizens
- Somewhat more than necessary: 3 public administration representatives, 2 citizens
- Much more than necessary: 1 public administration representatives, 1 citizens
- I don't know: 1 public administration representatives, 1 citizens
The lack of political will and the existence of higher priority problems are perceived as the main reasons why the state does not deal more with the problem of discrimination.

**In your opinion, why does the state deal with this problem LESS than it should?**

Basis: Public administration representatives in Serbia who believe that the state is dealing with this problem less than it should (73% of total population)

1. Because there's no political will - the political parties are going the populist way, not daring to substantially and thoroughly deal with this problem, especially when this concerns some unpopular minority groups. 32%
2. Because at the moment there are higher priority problems that concern the wellbeing of all citizens. 31%
3. Because the state does not recognize the significance of this problem enough. 19%
4. Because among the top managers of state institutions there are people who harbor prejudice and are prone to discriminatory behavior themselves. 17%
A large percentage of interviewees expressed the attitude that the discriminated groups themselves are responsible for their position, which makes the responsibility of the state and the society relative.

Victims of discrimination are not doing enough to change and improve their position

Basis: Public administration representatives in Serbia

- I completely disagree: 18
- I mostly disagree: 30
- I disagree (completely+mostly): 48
- I agree (completely+mostly): 48
- I mostly agree: 33
- I completely agree: 15
- I don't know: 4
The citizens and the public administration representatives have a different perception of the contribution of major institutions in the fight against discrimination.

Question: Choose three institutions that you see as THE MOST RESPONSIBLE ONES FOR ANTIDISCRIMINATION.

Question: Choose three institutions that, in your opinion, CONTRIBUTE THE MOST TO ANTIDISCRIMINATION.
The Work of the Commissioner for the Protection of Equality is evaluated positively.

**Please grade the work of the Commissioner with grades from 1 to 5, just like in school**

Basis: Public administration representatives in Serbia

- **Very poor**: 4
- **Poor**: 7
- **Total poor**: 11
- **Neither good nor poor**: 22
- **Total good**: 48
- **Good**: 32
- **Excellent**: 16
- **I don't know**: 15
- **I've never heard of this institution**: 4

Ipsos Public Affairs
The attitude towards the special measures for reduction of discrimination is nominally positive.

What is your attitude toward the introduction of affirmative action measures which would allow the vulnerable groups to achieve equality with the majority population, if these measures would last for a limited period of time, as long as it is necessary to establish equality?

Basis: Public administration representatives in Serbia

- I would support the introduction of such measures
- I wouldn't support such measures because they would harm the majority population
- I don't know
Persons with disabilities should have easy access to all state buildings, irrespective of the adjustments.

Members of national minorities should always have the option to address the state institutions in their mother tongue, irrespective of the translation and interpretation costs that the state institutions would cover.

Sometimes it seems to me that tolerating differences has taken us to an extreme in which the members of various minorities (national, sexual) have more rights than the majority population.

Still, the attitude towards the special measures is not as positive as it may seem at first glance.

*Please rank, on the scale from 1 to 4, your agreement with the following claims. The answers shown are for agreement.*

Basis: Public administration representatives in Serbia

- Persons with disabilities should have easy access to all state buildings, irrespective of the adjustments: 95
- Members of national minorities should always have the option to address the state institutions in their mother tongue, irrespective of the translation and interpretation costs that the state institutions would cover: 54
- Sometimes it seems to me that tolerating differences has taken us to an extreme in which the members of various minorities (national, sexual) have more rights than the majority population: 50
Education is seen as the best way to raise awareness on discrimination.

If you could personally do one thing to significantly change discrimination in Serbia, what would that be? What measure, change or action would you choose?

Basis: Public administration representatives in Serbia

1. Upbringing / education / changing the mindset: 20
2. Higher employment for vulnerable groups: 11
3. Adoption and amendments of the law / higher protection: 10
4. More social care / education / social inclusion: 6
5. Equal opportunities for all / respecting differences: 4
6. Policy change / state strategies, measures: 2
Conclusions
GENERAL CONCLUSIONS:

1. There is still an insufficient understanding of the notion of discrimination and its basic elements.

2. There is only nominal support for special measures (affirmative action measures).

3. There is still a high percentage of those who express the attitude that the vulnerable groups themselves are to blame for their position.

4. The responsibility for elimination of prejudice and fight against discrimination is largely attributed to the citizens.
The majority harbors prejudice against persons living with HIV, considering them responsible for their health condition. The lowest level of sensitivity is towards foreign nationals, especially asylum seekers. Discrimination against certain groups is not frequently perceived: women, the elderly, minorities, discrimination on the grounds of political affiliation. Discrimination happens most frequently in the areas of labor and employment. There is still a high tolerance for discrimination against members of LGBT population.
THE PERCENTAGE OF THOSE WHO SEE THEMSELVES AS VICTIMS OF DISCRIMINATION IS LOW.

THERE IS A HIGH PERCENTAGE OF EXPRESSION OF DISCRIMINATORY ATTITUDES AMONG THE EMPLOYEES IN PUBLIC ADMINISTRATION AUTHORITIES.

• A HIGH PERCENTAGE OF EMPLOYEES IN PUBLIC ADMINISTRATION AUTHORITIES, ESPECIALLY IN THE COURTS, TOLERATE DISCRIMINATORY BEHAVIOR, AND THEY’RE UNWILLING TO REPORT IT TO THE COMPETENT AUTHORITIES

• THERE IS A HIGH PERCEPTION OF THE PRESENCE OF DISCRIMINATION IN PUBLIC ADMINISTRATION AUTHORITIES
THANK YOU FOR YOUR ATTENTION!