

SERBIA

Annual Budget Allocations Gender Review

2025 Budget Commentary
from a Gender Perspective



2025

Gender Budget Watchdog Network

Executive Summary

Overview of the Budget of the Republic of Serbia for 2025

Gender-responsive budgeting is mandatory in Serbia, based on the Budget Law from 2015, with a phased implementation beginning in 2016 and an extended deadline through 2024. As part of public finance reform, there has been progress and obstacles to its full implementation. Article 16, paragraph 1 of the Law on Amendments to the Budget System Law ("Official Gazette of RS", no. 103/15, 72/19, and 149/20) stipulates that the provisions of this Law on gender-responsive budgeting shall apply to budget beneficiaries by the annual plan for the gradual introduction of gender-responsive budgeting, fully implemented by the adoption of the 2024 budget of the Republic of Serbia and local government budgets.

These budget beneficiaries must formulate their gender-responsive goals and indicators that effectively measure their contribution to promoting gender equality between women and men, girls and boys. All indicators related to individuals must be disaggregated by sex.

The projected gross domestic product (GDP) amounts to RSD 10,328.9 billion (EUR 88.1 billion), with an expected growth of 4.2% in 2025, following an estimated 3.8% growth in 2024. Public debt is projected to stand at 47.5% of GDP.

A significant portion of the budget is allocated to income increases. Pensions are planned to be increased by 10.9% starting in December 2024, while salaries in the public sector are set to rise between 8% and 11% as of January 2025.

The largest amount of funds has been allocated to the Ministry of Finance, which received RSD 1,321,342,734,000. This represents a substantial share of the total budget and highlights this ministry's key role in the country's fiscal and economic policy.

Distribution of funds by ministries:

Name of Ministry	Total funds in RSD.
Ministry of Internal Affairs	131.411.949.000
Ministry of Finance	1.321.342.734.000
Ministry of Foreign Affairs	13.586.103.000
Ministry for European Integration	1.419.318.000
Ministry of Defense	261.770.065.000
Ministry of Public Administration and Local Self-Government	1.952.828.000
Ministry of Economy	36.118.087.000
Ministry of Construction, Transport and Infrastructure	294.318.133.000

Ministry of Construction, Transport and Infrastructure	294.318.133.000
Ministry of Justice	25.912.256.000
Ministry of Agriculture, Forestry and Water Management	138.527.645.000
Ministry of Environmental Protection	23.800.338.000
Ministry of Education	374.447.862.000
Ministry of Health	37.470.890.000
Ministry of Mining and Energy	30.969.780.000
Ministry of Culture	17.815.742.000
Ministry of Labour, Employment, Veteran and Social Affairs	226.642.747.000
Ministry of Sports	7.513.497.000
Ministry of Internal and External Trade	4.214.057.000
Ministry for Human and Minority Rights and Social Dialogue	576.869.000
Ministry for Family Care and Demography	1.552.651.000
Ministry for Village Care	1.455.497.000
Ministry of Science, Technological Development and Innovation	38.254.369.000
Ministry of Tourism and Youth	5.623.759.000
Ministry of Information and Telecommunications	6.422.056.000
Ministry for Public Investments	25.048.367.000
TOTAL:	

The Office of the Minister without Portfolio, in charge of coordinating activities in the field of gender equality and women's empowerment, has a total budget of 450,000,000 RSD for 2025. Within this ministry, 220,323,000 RSD has been allocated for grants to non-governmental organizations, with the distribution to be carried out in the following act. Additionally, 25,000,000 RSD has been allocated for contracted services. Within this ministry, no other funds have been allocated to implement public policies in the field of gender equality. (Law on the Budget of the Republic of Serbia for 2025, "Official Gazette of the RS", no. 94/2024)).

Revenues and receipts of the Budget of the Republic of Serbia for 2025.

The total revenues and receipts for 2025 will amount to 2,346.2 billion dinars, an 8% increase compared to 2024.

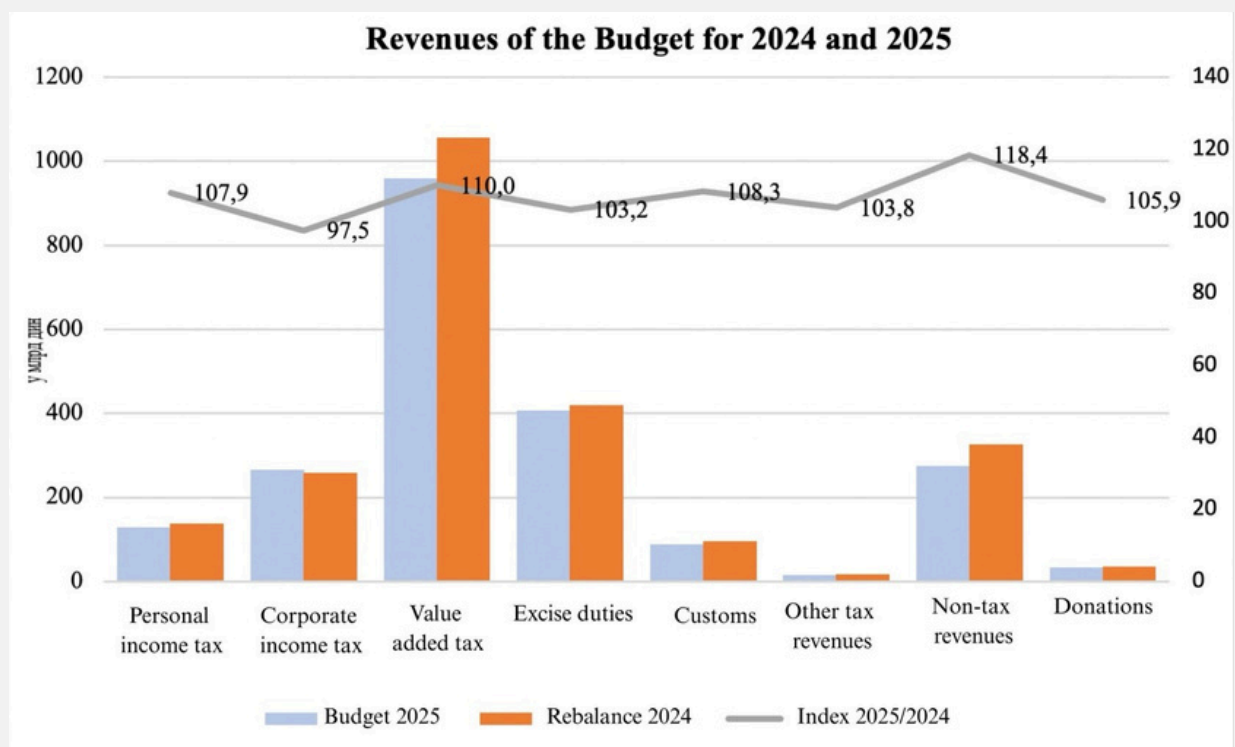
Expenditures and outlays will amount to 2,660.2 billion dinars.

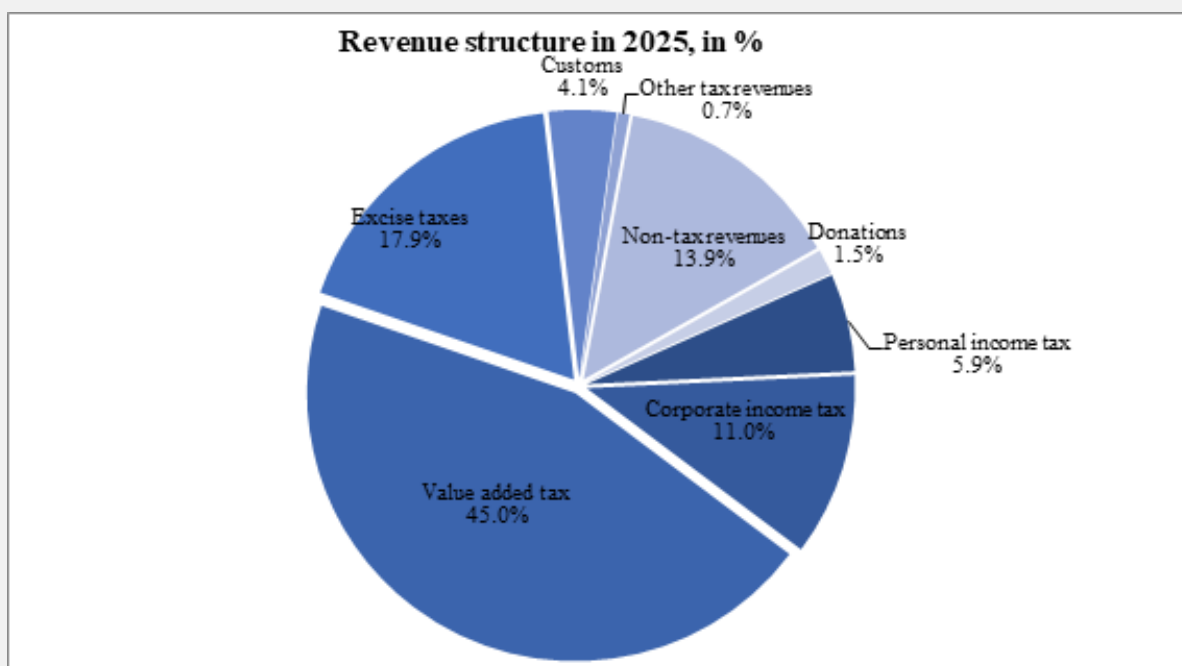
DESCRIPTION	Economic classification	Amount in dinars
TOTAL REVENUES AND RECEIPTS		2.346.200.000.000
1. Tax revenues	71	1.985.100.000.000
1.1. Personal income tax	7111	138.400.000.000
1.2. Corporate profit tax	7112	258.800.000.000
1.3. Value added tax (VAT)	7141	1.056.000.000.000
1.4. Excise duties	717	420.000.000.000
- Excise duties on petroleum products		226.100.000.000
- Excise duties on tobacco products		143.000.000.000
- Other excise duties		50.900.000.000
1.5. Customs duties	715	95.300.000.000
1.6. Other tax revenues	71	16.600.000.000

DESCRIPTION	Economic classification	Amount in dinars
2. Non-tax revenues and receipts from the sale of non-financial assets		325.674.746.000
Regular non-tax revenues		300.174.746.000
- Revenues from property	741	84.200.000.000
- Fees	742	25.500.000.000
- Revenues from the sale of goods and services	742	75.900.000.000
- Fines	743	16.600.000.000

3. Donations	731,732,744	35.425.254.000
- Other regular non-tax revenues	717,374	85.174.746.000
- Receipts from the sale of non-financial assets	8	12.800.000.000
Extraordinary Non-Tax Revenues		25.500.000.000
- Profit of public agencies	741	2.500.000.000
- Part of the profit of public enterprises and dividends for the budget	741, 745	12.000.000.000
- Other extraordinary revenues	74, 77, 78	11.000.000.000

The Budget of the Republic of Serbia for 2025 plans total revenues and receipts for 2,346.2 billion dinars, representing an 8% increase compared to the amount projected in the budget rebalancing for 2024. In total revenues, tax revenues amount to 1,985.1 billion dinars or 84.6%. In comparison, non-tax revenues total 325.7 billion dinars or 13.9% of total revenues of the Budget of the Republic of Serbia. The remainder comprises donations of 35.4 billion dinars, accounting for 1.5% of total revenues. Compared to the estimated revenue amount for 2024, total budget revenues for 2025 are higher by 172.9 billion dinars, with tax revenues increasing by 120.3 billion dinars or 6.5%, and non-tax revenues rising by 18.4%.4





Fiscal results at the general government level in 2025

Expenditures and expenditures of the budget of the Republic of Serbia for 2025

DESCRIPTION	Economic classification	Amount in dinars
TOTAL REVENUES AND RECEIPTS		2.660.200.000.000
1. Current expenditures	4	2.002.107.689.000
1.1. Employee expenses	41	588.264.965.000
- Salaries, allowances, and employee compensation	411	471.629.655.000
- Employer-paid social contributions	412	80.619.322.000
- Other employee-related expenses	413 to 417	36.015.988.000
1.2. Use of goods and services	42	268.030.777.000
1.3.Repayment of interest and associated borrowing costs	44	220.254.958.000
- Repayment of domestic interest	441	64.796.520.000
- Repayment of foreign interest	442	126.540.010.000
- Repayment of interest on guarantees	443	6.477.063.000

- Associated borrowing costs	444	22.441.365.000
1.4. Subsidies	45	224.040.383.000
- Subsidies in the field of science		3.859.285.000
- Subsidies in the field of mining and energy		13.418.600.000
- Subsidies in the field of environmental protection		4.395.500.000
- Subsidies for air transport		605.000.000
- Subsidies in the economy		26.955.000.000
- Subsidies in agriculture		116.386.623.000
- Subsidies for railway transport		24.610.000.000
- Subsidies for road transport		26.763.000.000
- Subsidies in the field of tourism		1.343.000.000
- Subsidies in the field of culture		2.000.000.000
- Other subsidies		3.704.375.000
1.5. Donations to foreign governments	461	15.576.000
1.6. Grants to international organizations	462	9.668.041.000
1.7. Transfers to other levels of government	463	81.434.474.000
- Unconditional transfers to municipalities and cities	463	33.327.366.000
- Other transfers	463	48.107.108.000
1.8. Grants to mandatory social insurance organizations	464	355.718.080.000
- Republic pension and disability insurance fund		267.500.000.000
- National employment service		750.000.000
- Republic health insurance fund		79.360.000.000

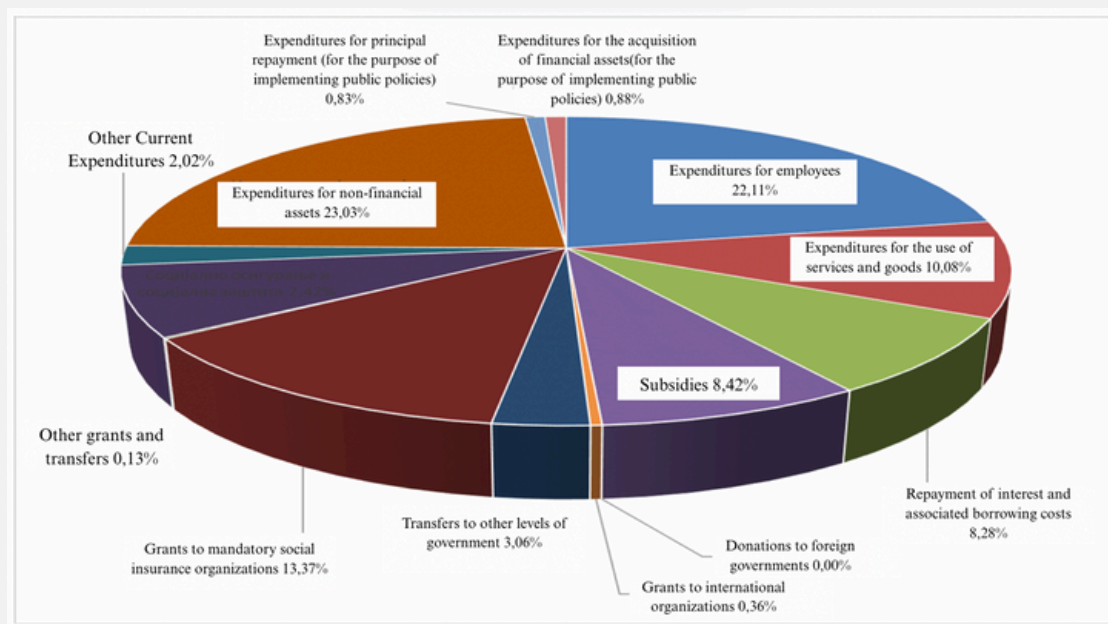
- Social insurance fund for military insured persons		300.000.000
- Other grants		7.808.080.000
1.9. Other grants and transfers	465	3.551.313.000
1.10. Social insurance and social protection	47	197.403.415.000
- Child protection		125.683.668.000
- Veterans' and disability protection		21.673.600.000
- Social protection		40.276.943.000
- Transition fund		150.000.000
- Support for pupils' standard of living		1.047.015.000
- Support for students' standard of living		1.515.635.000
- Scholarships for young talents		1.119.140.000
- Sports scholarships, awards, and recognitions		1.965.000.000
- Refugees and internally displaced persons		456.952.000
- Other social protection expenditures from the budget		3.515.462.000
1.11. Other current expenditures	43, 48 и 49	53.725.707.000
- Reserve funds	499	5.002.000.000
2. Expenditures for non-financial assets	5	612.585.102.000
3. Expenditures for principal repayment (for the purpose of	61	22.054.000.000
4. Expenditures for the acquisition of financial assets(for	62	23.453.209.000

The largest subsidies are planned for agriculture, while the highest budget expenditures are directed toward the Pension and Disability Insurance Fund (PIO Fund) and child protection. Within the budget expenditures, the largest share is allocated to employee expenses – 22.11%. Expenditures for the use of goods and services amount to 268.03 billion dinars, representing 10.08% of total expenditures.

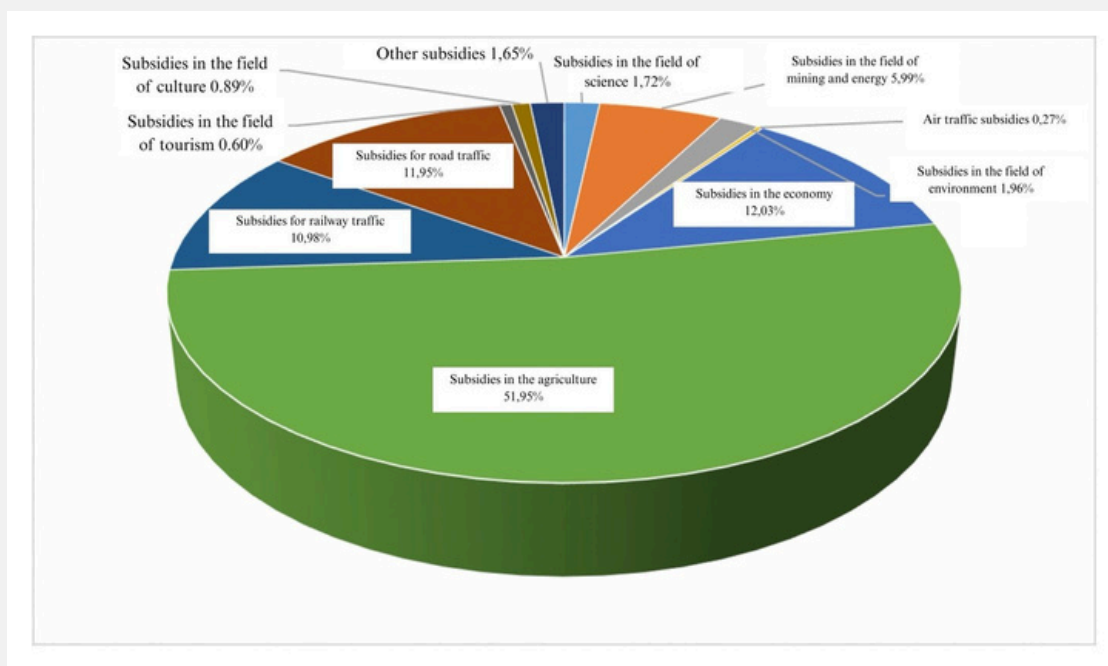
Subsidy expenditures total 224.04 billion dinars, accounting for 8.42% of overall spending. The majority of these subsidies are directed toward the agricultural sector. A significant portion of the budget is allocated to the PIO Fund and child protection, indicating high levels of social benefits. In contrast, the percentage allocated to environmental protection in the budget is considerably lower.

Budget expenditures and expenditures in 2025 (in billion dinars)

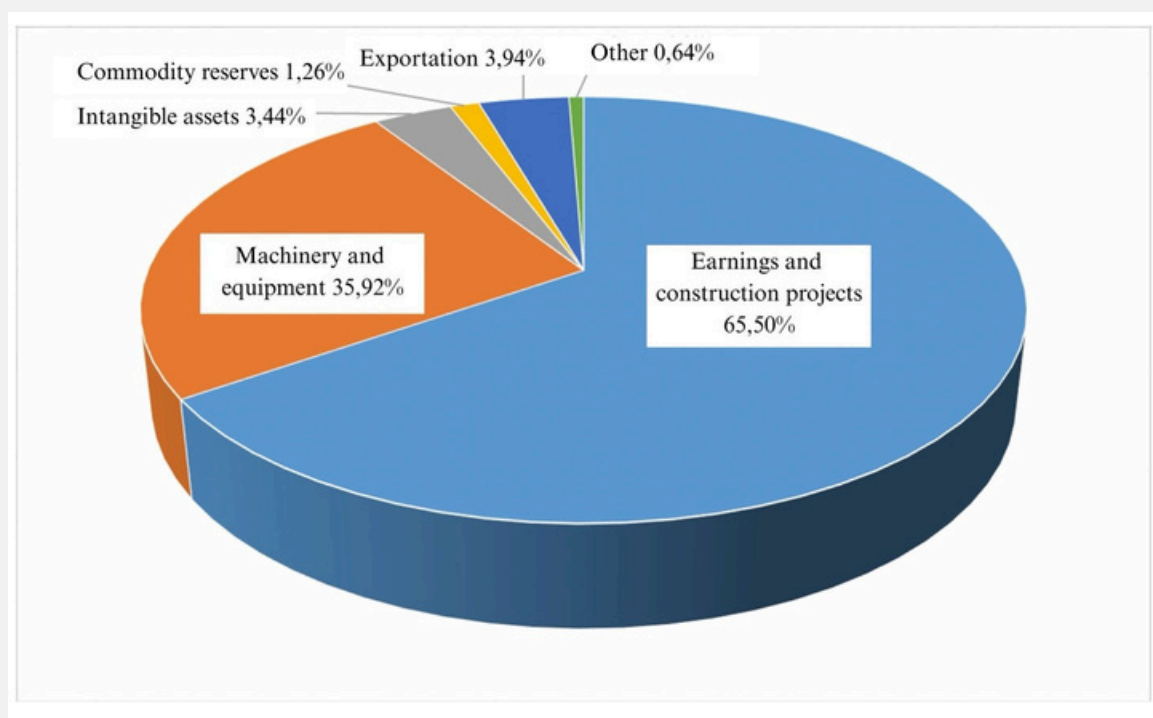
Current expenditures amount to 2,002.11 billion dinars, or 75.26%, while expenditures for non-financial assets amount to 612.59 billion dinars or 23.03%. The remaining expenditures include payments for the principal of 22.05 billion dinars, or 0.83% of total costs, to implement public policies and spending for the acquisition of financial assets for 23.45 billion dinars, or 0.88% of total expenditure, to implement public policies.



Expenditures for employees amount to 588.26 billion dinars



Expenditures for non-financial assets are planned at 612.59 billion dinars, representing 23.03% of total expenditures. Significant funds for 2025 have been allocated for: the Government Aviation Service for the completion of the hangar construction and procurement of equipment; the construction of the National Football Stadium with accompanying facilities; EXPO Belgrade 2027; the tunnel from Karađorđeva Street to Dunavska Hill; the Serbian Army; the Novi Sad-Ruma fast highway (Ib class); the Hungarian-Serbian railway project; the reconstruction of the Niš-Dimitrovgrad railway line; the construction of the E-763 highway, section: Preljina-Požega; the construction of the E-761 highway, section: Pojate-Preljina; the construction of the E-761 Belgrade-Sarajevo highway; the construction of the Ruma-Šabac-Loznica road; the construction of the Belgrade-Zrenjanin highway; the construction of the Iverak-Lajkovac fast road; the project for the construction of communal (sewerage) infrastructure and infrastructure for municipal solid waste disposal in the Republic of Serbia; the construction of the Belgrade metro; the construction of the northern bypass around Kragujevac; the fast road at the Požarevac-Golubac interchange; the construction of the railway line between Zemun Polje and the National Stadium; the modernization of primary school infrastructure; the formation and maintenance of mandatory reserves of oil, petroleum products, and natural gas; the renovation and construction of public facilities in the health sector; the renovation and construction of public facilities in the education and science sectors; the implementation of electronic registers of public administration bodies and organizations, and human resources in the public administration system, etc.



Overview of planned funds in the budget of the Republic of Serbia that have a positive impact on environmental protection - "Green Budget"

In the 2025 budget, "green projects" are identified by the budget users of the Republic of Serbia. A total of 4 ministries (the Ministry of Environmental Protection, the Ministry of Construction, Transport and Infrastructure, the Ministry of Agriculture, Forestry and Water Management, and the Ministry of Mining and Energy) have marked their program activities and projects as "green."

The goal of the green marking is to ensure better resource allocation and encourage the implementation of projects that contribute to environmental protection, energy efficiency, the reduction of greenhouse gas emissions, renewable energy sources, sustainable waste and water resource management, as well as improving the quality of life for citizens.

The Ministry of Environmental Protection

The Ministry of Environmental Protection has defined green projects and program activities within four programs totaling 20,955,238,000 dinars, with the following goals:

- The goal of Program 0404 is to improve environmental quality and prevent and control pollution. The program is implemented through four projects/program activities related to green budgeting.
- The goal of Program 0405 is the protection of habitats and wild species, increasing protected areas, and improving air quality and the ozone layer.
- The goal of Program 0406 is to establish and improve systems for managing waste, wastewater, and chemicals.
- The goal of Program 0407 is to implement projects aimed at executing the "Green Agenda" concept.

Ministry of Construction, Transport and Infrastructure

The Ministry of Construction, Transport, and Infrastructure is implementing green projects and program activities totaling 63,604,874,622 dinars within two programs: 0702 – Implementation of Infrastructure Projects of Importance for the Republic of Serbia and 1101 – Planning Regulation and Supervision.

Under Program 0702 – Implementation of Infrastructure Projects of Importance for the Republic of Serbia, activities in the Railway and Intermodal Transport Sector, the Water Transport and Navigation Safety Sector, and the Municipal Services Sector focus on reducing greenhouse gas emissions, managing waste, treating wastewater, and building sewage infrastructure.

Under Program 1101 – Planning Regulation and Supervision, a program activity is implemented to support the renovation of buildings to improve energy efficiency and more efficient use of materials.

An overview of the "green-labeled" program activities and projects within Section 22 – Ministry of Construction, Transport, and Infrastructure. Overall, the budget for 2025 continues the policy of investing in infrastructure.

Green projects are financed from the Republic of Serbia's budget as well as donor funds, primarily from the European Union. The projects are focused on promoting sustainable energy use at the local level, protecting biodiversity, and managing water, but the largest amounts are allocated for infrastructure projects, including transportation, such as the construction of railways or pedestrian and bicycle paths.

A project that is highly significant from the perspective of contributing to the economic empowerment of women and the "leave no one behind" agenda is the circular economy development project. What is lacking in the supported projects are criteria related to inclusive approaches or community participation in the development of nature protection projects.

Gender Knowledge Hub, in collaboration with the Women's Network for Nature Protection, will develop a monitoring tool to track the impact of selected green projects on women, aiming to increase the visibility of gender perspectives.

GREEN PROJECTS10

Green Projects in the Preparation of Financial Plans for the 2025–2027.

In preparing financial plans for 2025–2027, 64 green projects have been registered, with a total value of 118,486,211,000 rsd.

The Ministry of Environmental Protection leads with the most projects, having reported 26 initiatives. It is followed by the Ministry of Construction, Transport, and Infrastructure with 19 projects, while the Republic Water Directorate participates with 10 projects. The Ministry of Mining and Energy has 8 projects, and the Forest Directorate has one green project.

These projects represent an essential step towards improving sustainable development and environmental protection in Serbia through investments in water management, forestry, energy efficiency, climate change-resilient infrastructure, and other measures aligned with national and international green agendas.