

# SHADOW REPORT



ON THE  
IMPLEMENTATION OF  
THE STRATEGY FOR  
GENDER EQUALITY  
IN 2015



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## EXECUTIVE SUMMARY

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The national strategy for gender equality (2013-2020) is the first strategic document of its kind adopted in 2013 by the Assembly of the Republic of Macedonia. The strategy was adopted based on Article 9, paragraph 3 of the Law on Equal Opportunities for Women and Men which lays down the legal grounds for adoption of the strategy and defines the institutional structure in charge of its implementation. The Strategy, together with the National Action Plan (2013-2016) has the purpose of providing complete equality between women and men, both on a horizontal level, as well as by sectors. The shadow report on the implementation of the Strategy for Gender Equality is the third independent report which aims at providing a comprehensive analysis of the level of implementation of the measures and activities envisaged in the strategy, the action plan, as well as the operational plan for 2015.

The methodology was developed within the project “Gender Equality Council” financially supported by the European Union, and implemented for the first time in 2013. This year’s report was prepared within the project for advocating women’s rights on EU level, supported by the Kvinna till Kvinna foundation.

800,000 MKD (13,000 EUR) were allocated to the department for equal opportunities in 2015, for the purpose of implementation of the strategic documents from the area of gender equality, but due to the reallocation of the funds there is no clear insight into how much and what exactly the allocated money was spent on.

**SUMMARY OVERVIEW:**

**Monitoring year:** 2015

Number of activities: 98

**Level of completion:**

Fully: 13 out of 98  
(13%)

Substantially: 9 out of 98

Partially: 16 out of 98

Not started yet: 60 out of 98

**Timeliness::**

On time: 21 out of 98

Ahead of time: 0 out of 98

Late: 77 out of 98

**Coverage for 2015:**

NAP: 86 out of 98

Operational plan: 48 out of 98

In OP but not in NAP: 12 out of 98

**Number of activities with:**

Significant or transformative impact: 84 out of 98

**SUMMARY OVERVIEW:**

**Monitoring year:** 2014

Number of activities: 81

**Level of completion:**

Fully: 17 out of 81  
(21%)

Substantially: 6 out of 81

Partially: 18 out of 81

Not started yet: 40 out of 81

**Timeliness::**

On time: 27 out of 81

Ahead of time: 0 out of 81

Late: 54 out of 81

**Coverage for 2014:**

NAP: 70 out of 81

Operational plan: 34 out of 81

In OP but not in NAP: 11 out of 81

**Number of activities with:**

Significant or transformative impact: 79 out of 81

An upside is that for the second year in line a budget has been set aside to implement the strategic documents in the area of gender equality, but these funds are still inadequate for full implementation of the Strategy, NAP and OP; The Capacity of the Administration continues to be limited and there is lack of alignment between the strategic and operating documents in the activities envisaged by NAP and OP; in 2015 there is still no methodology for monitoring of the implementation and there is limited involvement of the civil sector in the decision-making.

In 2015 positive steps were taken and rulebooks were prepared about the form and content of the annual reports for the implementation of the special measures

aimed at establishing equal opportunities for women and men<sup>1</sup> and rulebooks on the form and content of the reports prepared by the coordinators for equal opportunities in the bodies of the state administration<sup>2</sup> and the local government units<sup>3</sup>. The rulebooks for implementation of the special measures for establishing equal opportunities prescribe the form and content, as well as the annual reports on the results of the implementation of the special measures, as well as how to proceed with the plan for implementation of the special measures. The rulebooks will aid in the measuring of the gender structure of the employees at managerial and executive positions, as well as the changes in the number of jobs where there is reasonable need of gender inequality.

When it comes to the institutional setup, it is necessary for the bodies of the state administration to make increased efforts for implementation of the activities envisaged in the Strategy and NAP. In addition, the role of the Ministry of Labour and Social Policy in the monitoring of the implementation of the LEO and the Strategy should be strengthened, especially on a local level.

In 2015, the number of fully implemented activities decreased in comparison to 2013 and 2014 - a trend which causes concern. Taking into account that 2016 was the last year for implementation of NAP, according to the pace of implementation in the past 3 years it is predicted that it would not be possible to implement all the overdue activities from the previous years. Consequently, it is important that the next NAP, which is to start in 2017, envisages a midterm overview of all the implemented activities in order to provide efficient implementation of all the planned measures by the time of expiry of the strategy which is in 2020.

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<sup>1</sup> Ministry of Labour and Social Policy (2015). The rulebooks on the form of content of the annual report on the results from the implementation of the special measures aimed at providing equal opportunities for women and men and the mode of conducting of plan for implementation of the special measures. Official Gazette of the Republic of Macedonia no. 46/15

<sup>2</sup> Ministry of Labour and Social Policy (2015). Rulebook on the form and content of the report on the work of the coordinator and deputy coordinator for equal opportunities of women and men in the bodies of state administration. Official Gazette of the Republic of Macedonia no. 46/15

<sup>3</sup> Ministry of Labour and Social Policy (2015). Rulebook on the form and content of the report on the work of the coordinator and deputy coordinator for equal opportunities of women and men in the local government units. Official Gazette of the Republic of Macedonia no. 46/15

TABLE 1. EVALUATION OF PROGRESS ACCORDING TO THE ENVISAGED ACTIVITIES

**IMPLEMENTATION OF THE ACTIVITIES**

The table below shows the activities planned to be implemented in 2015 in the National Action Plan and the Operational plan for 2015. In addition, it shows the activities that were planned to be implemented in 2013 and 2014, but did not start according to plan. The level of fulfillment is also displayed, along with the potential impact, timeliness, as well as the following steps that are to be taken in the following year.

ABBREVIATED NAME OF THE ACTIVITY	POTENTIAL IMPACT				LEVEL OF COMPLETION			TIMELINESS	NEXT STEPS
	NO	MINOR	SIGNIFICANT	TRANSFORMATIVE	HAS NOT STARTED YET	PARTIALLY	SUBSTANTIALLY		
1. Developing and introducing a module on gender equality								Late	Continual activity
2. A special program for introduction of gender mainstreaming								Late	Continual activity
3. Amendments to the Guidelines for drafting of strategic plans								Has not started yet	Further work
4. Amendments to the RIA for gender mainstreaming								Has not started yet	Further work
5. Guidelines on annual reports for the bodies								On time	Fully completed
6. Guidelines on annual reports for MLSP								On time	Further work
7. Guidelines on the annual reports for the coordinators								On time	Fully completed
8. A model for drafting a curriculum analysis								Late	Further work
9. Government session for reviewing of the report								On time	Continual activity
10. Developing progress-measuring indicators								Has not started yet	Further work
11. Drafting programs for strengthening the capacities of the GE mechanisms								Has not started yet	Further work











93. Trainings for identification of victims of human trafficking									On time	Continual activity
94. Prevention, raising the public awareness									Late	Continual activity
95. Efficient implementation of Article 84 from ZSZ									Has not started yet	Further work
96. Monitoring the quality of services provided by NGOs									Has not started yet	Further work
97. Multidisciplinary actions at the local level									On time	Further work
98. Preparing draft-changes to the CC									Has not started yet	Further work

# I. CONTEXT OVERVIEW

## Introduction

The Law on Equal Opportunities (LEO)<sup>4</sup> lays down the measures aimed at establishing equal opportunities for women and men and is designed to promote the principle of equal opportunities in the political, economic and social sphere in the country's social life. This law prescribes clear and unequivocal obligations for continual and systematic gender mainstreaming in the policy-making processes on all levels and in different areas, as well as developing special measures and programs to

mitigate the consequences of inequality.<sup>5</sup> In addition, the Law lays down the institutional framework for advancing equal opportunities at the national and local level.

The National Strategy on Gender Equality (2013-2020) (hereinafter the Strategy) is the key strategic document which lays down the national priorities in the fulfillment of equal opportunities for women and men over a period of eight years. The strategy is based on the pro-

<sup>4</sup> Law on Equal Opportunities for Women and Men (Official Gazette of the Republic of Macedonia no. 66/06 from 29.05.2006)

<sup>5</sup> Strategy on Gender Equality: Shadow Report on the Progress – 2013, Reactor, 2014

visions of LEO<sup>6</sup> and builds on the National Action Plan for Gender Equality (2007-2012). The National Action Plan (2013-2016) (NAP) foresees realization of activities with the purpose of advancing gender equality and successful implementation of the Strategy in the period between 2013 and 2016. The implementation of the Action Plan on an annual level shall be regulated by special Operating Plans (OP).

The strategy provides a detailed analysis of the situation and identifies the areas which require action, in accordance with the principles of legality, publicity, transparency, responsibility, accountability and inter-ministerial cooperation. Therefore, a line of key horizontal issues, such as integrating the gender component in the main social currents (gender mainstreaming), running sex-disaggregated statistics and developing harmonized indicators measuring the progress of gender equality, advancing the legal and strengthening the institutional framework for gender equality, as well as intervention in sector-priority areas, such as: healthcare, political and public life, media, economic empowerment, gender-based violence, education, international policy, gender-responsive budgeting and peace and security.

According to LEO, the Assembly monitors the implementation of the Strategy, while the Government of the Re-

public of Macedonia submits an annual report on the progress of the activities implemented in this area.

Although, in general, the annual operational plans are to follow the NAP, this was not the case in 2015, when there was lack of synchronization between these two documents. In fact, NAP envisaged 86 activities for 2015, half of which were also envisaged in the OP for 2015. On the other hand, additional 12 activities were envisaged with the OP that were not based on NAP in any way. Such were, for example, the measures for advancing Specific Strategic Goal 2.2. - raising the social awareness, changes to the legal regulations and establishing standards for protection and sanctioning of gender-based violence, which were completely omitted from OP for 2015.

Although the operational plans specify the work on an annual level and are expected to be flexible to a certain extent, the lack of harmonization in 2015 was striking, and the reasons for these discrepancies were not explained. Therefore, it is not clear what these differences were due to - whether the Government had given up on certain obligations, whether certain measures were given priority in circumstances of insufficient resources, etc. In addition, bearing in mind that these are all significant discrepancies, there is a great chance that the Strategy will end up not being fully implemented.

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<sup>6</sup> Article 9, Law on Equal Opportunities for Women and Men (Official Gazette of the Republic of Macedonia no. 6/2012, 166/2014)

## INSTITUTIONAL CONTEXT

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The implementation of the Strategy on Gender Equality and the NAP took place through the national framework<sup>7</sup> at a national and local level, which is defined in the Law on Equal Opportunities. The institutions responsible for the implementation of the Strategy and NAP are the following:

- The Ministry of Labour and Social Policy (MLSP) which is responsible for the equal opportunities on a national level and monitors and coordinates the implementation of the Strategy, the NAP and the Operational plans for gender equality at a central and local level.
- The Department for Equal Opportunities, which is part of the Ministry of Labour and Social Policy is responsible for the drafting of the annual Operational plans for Strategy Implementation, collecting reports on the progress of gender equality in the bodies of the state administration, and on a local level, coordinating the activities between the MLSP and the other bodies, as well as collaboration with the civil society organizations.
- The Commission for Equal Opportunities for Women and Men under the Assembly, which is tasked with integrating the principle of equal opportunities for women and men in the laws, policies and programs.
- The coordinators for equal opportunities between men and women within the bodies of the state administration.
- The Inter-Ministerial consultative and advisory group for equal opportunities between women and men which has the obligation to include the concept of equal opportunities in the general policies of all public institutions, monitor the integration of the gender perspective in the sector policies and, in collaboration with the social partners in the institutions from certain areas, to monitor the progress in the synchronization of the legislation with the European Union and the European standards on gender issues. Furthermore, the Inter-Ministerial consultative and advisory group should be included and provide directions in the preparing of a strategy for gender equality

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<sup>7</sup> Law on Equal Opportunities (2006). Official Gazette of the Republic of Macedonia no. 66/06 from 29.05.2006. The entities in charge of adoption and implementation of the measures for establishing equal opportunities and their obligations – Article 11 – the Assembly of the Republic of Macedonia, Article 12 – The Government of the Republic of Macedonia, Article 13 – Bodies of the State Administration, Article 14, Ministry of Labour and Social Policy, Article 15 – Ombudsman and Article 16 – Local Government Units.

and monitor the institutions' periodic reports.

- The commissions for equal opportunities in the Local Government Units (LGU) responsible for implementing activities aimed at advancing gender equality at a local level.
- Coordinators for equal opportunities for men and women in LGU responsible for the implementation of the provisions of the Law on Equal Opportunities on a local level. In addition, some of the state institutions have special authority in the implementation of the measures and activities from the strategy. For example, the State Statistical Office is responsible for providing relevant data breakdown according to gender, obtained through the statistical research carried out under the authority of the SSO.
- The Broadcasting Council collects annual data on the gender structure of the employees in the media, as well as gender in TV content. The Ministry of Education is tasked with establishing and piloting an educational program on gender equality in preschool institutions, and in the primary, secondary and university education, while the Employment Agency, in collaboration with MLSP, is tasked with assessing the feasibility of increased involvement of women on the labour market and developing pilot measures for employment of women.

The Assembly of the RM is responsible for integrating the equal opportunities principle in the laws and policies, while the Assembly Commission for Equal Opportunities for Women and Men, is a permanent working body which, among other things, is authorized to continually introduce the gender component in the laws and various regulations adopted by the Assembly. In contrast to 2014, when the Commission held a total of 9 sessions and 4 public hearings, in 2015 this number was reduced to 4 sessions and 3 public hearings.

The sessions held by the CEO in 2015 were as follows:

- One session to review the draft-law amending the Law on Prevention and Protection against Domestic Violence (first reading);
- One session to review the draft-law amending the Law on Equal Opportunities for Women and Men (by summary proceedings, second reading);
- One session to review the draft-law amending the Law on Employment and Insurance against Unemployment (by summary proceedings, second reading);
- One session to review the European Commission Progress Report on the Republic of Macedonia, with special emphasis on the part on gender equality.

The public hearings held by the CEO in 2015 were as follows:

- “How to achieve gender equality?” in collaboration with the Commission on European Affairs;
- A public hearing devoted to the newly developed strategic goals of the United Nations and gender equality on the agenda of the Republic of Macedonia;
- Public hearing on the annual report on the implementation of the Strategy on Gender Equality in 2014.

In 2015, similarly to the previous two years, CEO’s inclusive approach and the presence of civil society organizations at the public hearings organized by CEO is praiseworthy. However, the advancement of the collaboration and coordination between CEO and the civil sector can be improved if CEO timely notifies the civic organizations about the envisaged public hearings. In order to achieve this, there is a need of increased openness on the part of CEO in order for it to accept the proposals for public hearings on critical issues submitted by the civil society organizations.

In 2015, unlike the previous years, a step in a positive direction was taken with the reviewing of the Law on Prevention and Protection against Domestic Violence and the session on reviewing the European Commission Progress Report

on the Republic of Macedonia for 2015, with special emphasis on the part on gender equality. The session on reviewing the European Commission Report on the Republic of Macedonia for 2015 and the public hearing in collaboration with the Commission on European Affairs marks a step forward in the work of CEO and imposes gender equality as an issue that needs to be included in all the areas of work of the Assembly and the Working Bodies of the Assembly.

However, instead of a public hearing for the purpose of reviewing the European Commission Report from a gender aspect, only one session was held, without the presence and contribution of the CSOs. An attempt was made by the Platform for Gender Equality to get involved in the reviewing of the Report, but as only one session was held, and no public hearings, the Platform’s comments and recommendations on the gender aspect of the Report were not taken into consideration.

What we lack is full inclusion of the gender perspective in all the draft laws and amendments, particularly in those laws which could serve to advance gender equality. For example, in 2015, the draft-law amending the Law on Health and Safety at Work was only reviewed by the Commission on Labour and Social Policy, whereby the gender aspect and this law’s impact on women workers did not make it as a topic of discussion of the CEO.<sup>8</sup>

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<sup>8</sup> The Assembly of the Republic of Macedonia (2015) Draft-law amending the Law on Health and

The draft law amending the Law on Minimal Wage was also only reviewed by the Commission on Labour and Social Policy although it is important to have this law reviewed by CEO due to the high number of women in the textile industry who, due to the delayed application of the law in this sector, are still not covered by the law on Minimal wage<sup>9</sup>.

The draft-law amending the Law on Health Insurance (by summary proceedings) was also not analyzed from a gender aspect, i.e. was only reviewed by the Commission on Healthcare without any contribution or suggestions for inclusion of the gender aspect by the CEO.

In 2015, as well as in the two previous years (2013-2014), the Standing Inquiry

Committee for protection of freedoms and rights of citizens did not hold a single session<sup>10</sup>. This is a worrying trend, as the goal of the Commission is to provide proposals and opinions regarding the fulfillment of provisions from the constitution, laws and other regulations which are of importance in the exercising of citizens' freedoms and rights. In its work, the Commission should collaborate with scientific and professional organizations from the area of protection of citizens' freedoms and rights. Due to the non-functioning of this commission, the proposals and opinions related to gender equality and their introduction into the laws, regulation and directives are not taken into consideration and the collaboration with scientific and professional organizations, including civil society organizations, remains unfulfilled.

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Safety at Work, by summary proceedings, Commission on Labour and Social Policy, available at: <http://www.sobranie.mk/materialdetails.nsp?materialId=bd99b500-9fa7-4d82-964e-c8855b62a350>

<sup>9</sup> The Law on Minimal Wage (2014). Official Gazette of the Republic of Macedonia no. 184/13, 13/14/44/14 available at: <http://www.mtsp.gov.mk/content/pdf/zakoni/Zakon%20za%20minimalna%20plata%20precisten.pdf>

<sup>10</sup> Report on the work of the Assembly of the Republic of Macedonia (2015). Standing Inquiry Committee for Protection of Civil Rights and Freedoms Standing Inquiry Committee for Protection of Freedoms and Rights of Citizens. Available at: <http://www.sobranie.mk/content/izvestai/2011-2014/IZVESTAJ%20ZA%202015%20godina.pdf>

## MONITORING THE IMPLEMENTATION

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The annual report on the progress of gender equality continues to be drafted by the MLSP, based on the reports obtained from all the bodies of the state administration and the local self-government. In 2015, out of a total of 81 municipalities, this legal obligation was complied with by 71 municipalities (62%) which submitted their reports on the progress of gender equality to the MLSP<sup>11</sup>.

In the systematization act, the work of the equal opportunities coordinators has been established by 24 (30%) of the municipalities. In addition, 26 (32%) of the municipalities adopted action plans, or programs promoting equal opportunities.<sup>12</sup>

According to the legal provisions, the coordinators of the commission for equal opportunities are responsible to publish the annual reports on their work on the municipal web-sites and submit them to the MLSP. Publishing the reports on the web-sites of the LGU is of particular importance in assessing the advancement of gender equality in each of the municipalities separately. Moreover, the reports are open to analysis by the CSO in order to evaluate the level of implementation of LEO at the local level.

Out of a total of 51 reports submitted to MLSP, only two were published on the municipal web-sites – the report of the Municipality of Aerodrom and the report of the Municipality of Shtip. The progress reports on LGU were not published on the web-site of the MLSP.

The Inter-Ministerial Consultative and Advisory Group for Equal Opportunities for Women and Men continued to work together with the civil sector in 2015 as well, yet the collaboration was quite limited and major efforts are required in order to strengthen the cooperation with the civil sector. In 2015, a consultative meeting was held between the Inter-Ministerial Consultative and Advisory Group and the Platform for Gender Equality, where gender equality was discussed within the Sustainable Development Goals. As a result of the meeting a joint national conference was organized “Gender Equality in Macedonia in the post-2015 Development Framework” in order for the stakeholders to join their forces in articulating the national priorities on gender equality after 2015.

The remark remains that CSOs are still insufficiently involved in the implementation of the Strategy, and similar-

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<sup>11</sup> Ibid

<sup>12</sup> Ibid

ly to the previous years there is lack of consultations and meetings with the civil society organizations. In 2015 the Inter-Ministerial Consultative and Advisory Group for Equal Opportunities for Women and Men only held one session in the presence of representatives of the civil sector and experts on gender equality. Three topics were discussed at the session:

1. Marking the 20th anniversary of the Beijing Declaration and the Action Platform and communicating the message from the session attendees to the UN Economic and Social Council in Geneva and the attendance of the 59 session of the Commission on the Status of Women at the UN.
2. Reviewing and discussion on the draft-conclusions of the UN Commission on the Status of Women, on the occasion of the twentieth anniversary of the Fourth World Conference on Women held in Beijing.
3. Considering and discussion on the draft report on the gender budgeting statements of MLSP and EARM; the Ministry of Health; and the Ministry of Agriculture, Forestry and Water Management.

## BUDGET FOR IMPLEMENTATION OF THE MEASURES

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One positive thing is that for the second year in line, funds from the national budget have been allocated to implement the strategic documents from the area of gender equality. These funds are still inadequate for complete coverage of the Strategy, the NAP and OP. However, in 2015, MLSP, in collaboration with the Government of Great Britain, Romania and Portugal started the implementation of the Twinning Project “Support to the Implementation of Gender Equality” which will last two years. The general goal of the

project is to increase the efficiency as the country prepares for EU accession and build the capacities of the Department for equal opportunities for effective implementation of the LEO and the Strategy on Gender Equality. The project budget amounts to a total of 900.000 EUR<sup>13</sup>, 855.000 of which are from the IPA funds, while 45,000 are the state’s contribution. The project budget will mainly be used to cover the costs of the resident project coordinator to the Republic of Macedonia and the short-term missions of the other experts who

<sup>13</sup> “EU financed twinning project on advancing gender equality” available at [http://kanal5.com.mk/vesti\\_detail.asp?ID=78774](http://kanal5.com.mk/vesti_detail.asp?ID=78774); E-mail communication on 12/7/2016 with Patricia Carry – Resident coordinator of the Twinning project in the Republic of Macedonia.

will be involved in the project. The goal is to fulfill the following four components through transfer of knowledge:

1. Support to gender equality and the country's EU accession process
2. Support to the further implementation of the Law on Equal Opportunities of women and men, as well as implementation of the National Action Plan for gender equality on a national and local level
3. Trainings for the relevant stakeholders and promoting and striving to achieve gender equality on a national and local level
4. Strengthening the monitoring of gender equality in various projects and programs

In addition, it is expected that the project activities will strengthen the inter-institutional collaboration on a local and national level, as well as the collaboration between the CSOs and institutions.

## NEXT STEPS

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A new NAP is to be adopted in 2016. Taking into account the experiences so far, we believe that it is important to take into consideration the capacities of the Department for equal opportunities and the remaining OSA and ULG responsible for implementation of the Strategy in the future plans. Identifying the capacity of the institutions will help in the planning of an adequate number of activities depending on the capacity of the sector and the institutions, which will be timely implemented and will

have crucial impact on the advancing of gender equality. In addition, with the new NAP we need to envisage the medium-term planning of the implementation of the activities in collaboration with the institutions and the CSO. Furthermore, the medium-term plans should measure and assess the successfulness of the implementation of the activities and, based on the results, define the dynamics of the manner of implementation of the remaining measures (by 2020).

## METHODOLOGY

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This shadow report is an attempt on the part of civil society in Macedonia working on the promotion of gender equality, to give its contribution to the assessment of the implementation of the Strategy on Gender Equality. Its goal is

to provide an independent evaluation of the state's efforts by incorporating the opinions of various relevant stakeholders. This shadow report is the third in line which provides an independent assessment of the implementation of

LEO and the strategic document, as well as the progress of gender equality in the country. The methodology, which is fully elaborated in Annex I, was developed within the project Gender Equality Council, financially supported by the European Union, and first applied in 2013. The Shadow Report on the implementation of the Strategy on Gender Equality in 2015 was prepared under the project for advocating for women's rights on an EU level, supported by the Kvinna till Kvinna Foundation.

The Shadow report was prepared by analyzing the relevant strategic documents

- LEO, the Strategy on Gender Equality, NAP and the annual Operational plans. Interviews were also conducted with the Equal Opportunities Coordinators under the bodies of the state administration, the representatives of the Department for Equal Opportunities under the Ministry of Labour and Social Policy, as well as representatives of the civic society. Some of the data was also submitted to the research team via e-mail, i.e. through electronic correspondence. The recommendations in the report were given in consultation with the civil society organizations which aided in the data collection for this report.

# II. PROCESS: IMPLEMENTING AND MONITORING THE STRATEGY AND THE NATIONAL ACTION PLAN

The strategy stipulates action in a large number of sectors, and consequently it is expected from the engaged institutions to work in coordination towards achievement of the set goals.

In 2015, similarly to 2013 and 2014, the civil sector continued expressing its dissatisfaction with regards to the implementation of the strategy and the action plan for gender equality. Among other things, the concern referred to the mode of reporting about the implementation of the strategic document, i.e. the fact that the report on the im-

plementation is narrative and does not use the Action Plan format which involves sectoral measures, indicators, results and financial implications. The change in the way of reporting is one of the conclusions of the session of the Commission for Equal Opportunities from 2014<sup>14</sup> (along with amendments to the LEO) and an additional factor which provide easier evaluation of the implementation of the Strategy and the Action Plan.

An additional cause for concern is the fact that the Action Plan finishes in

<sup>14</sup> Report on the work of the Assembly of the Republic of Macedonia (2014). Commission for Equal Opportunities. Page 117. Available at: <http://www.sobranie.mk/content/izvestai/2011-2014/IZVESTAJ%202014%2010.05%20-%2031.12.2014.pdf>

2016, and a large proportion of the implementation of the activities has not even started yet, and is far from being completed. In fact, the total number of activities planned for NAP is 87, but a summary overview of the period 2013 to 2015 reveals that by the end of 2015, the implementation of as many as 54 activities (from NAP) has not even started yet. In 2016, only 5 activities have been envisaged in NAP, while the remaining activities overlap, i.e. their implementation is planned for the period between 2013 and 2016.

The Department for equal opportunities still does not possess sufficient human, technical and financial resources, which aggravates the implementation of the activities envisaged in the NAP, impedes the access to information and results in a lack of comprehensive analysis and gender dis-aggregated statistics. In addition, the recommendations of greater significance which have emerged from the previous public hearings of the Assembly CEO regarding the implementation of NAP

and the Strategy were not taken into consideration. In fact, in 2014, CEO's conclusion was that there is a need of a change in the reporting format that would follow the Action Plan in its sectoral priorities, measures, indicators, financial allocations, results and future steps in accordance with the changes and amendments of the Law on Equal Opportunities of women and men.<sup>15</sup> There is no alignment of the operational plans and the Action Plan from the Strategy, and the system for data collection with the indicators (that the Government uses in strategic documents), as well as the legal recommendation have still not been taken into consideration. Moreover, no steps have been for the purpose of aligning the Action Plan with the annual operational plans. The fact that there is still no monitoring mechanism for the Assembly CEO is also worrying, i.e. no mechanism to monitor which of the conclusions and recommendations formulated as a result of the CEO public hearings end up successfully implemented and to what extent.

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<sup>15</sup> Ibid

# III.

## IMPLEMENTATION OF THE ACTIVITIES

The Strategy for Gender Equality covers 3 strategic goals and 12 specific strategic objectives. The OP for 2015 envisaged activities to fulfill 8 of the specific strategic objectives, but according to the NAP and the activities that have not been implemented in the past two years, this report provides an overview of all the 12 specific strategic goals and their activities. The report follows the NAP structure and provides a detailed description of the implementation of the activities from the NAP and the OP, an overview of the strategic goals, (SG) the specific strategic objectives (SSO), the results and activities.

In this report an increase in the number of activities in comparison to the Shadow Reports from 2013 and 2014

can be observed, which is due to the additional overview of activities that had not been implemented in the previous two years.

One year before the NAP finishes, the number of implemented activities in comparison to 2013 and 2014 has decreased, which points to a lack of political will and human, financial and technical resources for advances in the field of gender equality. The report provides a full overview of the completion of the activities, their potential impact, as well as level of implementation (timeliness). The report for 2015 follows the structure of NAP and provides an overview of the Strategic Goals (SG), the Specific Strategic Objectives (SSO), result and activities. The methodology used to as-

sess the potential impact and the level of completion of the activities is explained below. In addition, we have also included recommendations on how to increase and improve the implementation of the Strategy and NAP.

- Potential impact: The four qualitative indicators assessing the envisaged results and the potential impact on the decrease of gender inequality in society are: no impact, minor impact, significant impact and transformative impact. The assessment of the given indicators is based on the authors' opinion and shows how potentially transformative the envisaged result may be with regards to the gender equality in the country, if the measure does get implemented. However, the assessment is done based on how the measure has been envisaged, and not on how it has been implemented in practice.
- The level of completion of the activities and the envisaged timeframe (timeliness): these two indicators measure the implementation of the activities in accordance to the envisaged timeframe, laid out in the NAP. Four indicators were used to assess the level of completion: not started yet, partially completed, substantially completed and fully completed. Two indicators were used to measure the timeliness of implementation of activities in the summary overview of activities: late and on time. All the activities that should have been finished in 2013, 2014 and 2015, and which are not fully completed, were marked as late.
- Recommendations/next steps: this indicator is tightly correlated with the indicator of completion and shows whether and what measures should be undertaken in order for the planned activity to have impact on the fulfillment of the set results. In this sense, some recommendations were identical to those given in the shadow reports for 2013 and 2014. It is worth noting that when the report states that no further activities are required, it means that a certain activity has been fully completed.
- Involvement in the operational plan: in the process of drafting this report, it was concluded that some of the results that had been set in NAP to be implemented in 2015, were not included in OP for 2015. Therefore, this indicator serves to measure the synchronization between these two documents.

**STRATEGIC GOAL 1:** Establishing an effective and efficient system to achieve gender equality through functional support mechanisms at a national and local level, harmonized gender equality progress measuring indicators and providing gender disaggregated statistics

**Specific strategic objective 1.1:** Enabled systemic support for integration of gender issues in the policies and financial instruments in accordance with the Law on Equal Opportunities for Women and Men

TABLE 1. PROGRESS ASSESSMENT ACCORDING TO PLANNED ACTIVITIES

SC 1. SCO 1.1. RESULT 1: INCREASED CAPACITY OF THE ADMINISTRATION

Description:		Increased capacity of the administration for the purpose of gender mainstreaming.
Responsible institution:		GRM, MLSP, MISA
Potential impact:		Transformative
Level of completion	1. Developing and including a gender equality module	Partially completed
	2. Program for gender mainstreaming	Partially completed
	3. Creating a capacity-building program	Not started yet
Envisaged in the Operational plan -2013		Yes, partially
Envisaged in the Operational plan -2014		Yes, partially
Envisaged in the Operational plan -2015		Yes, partially
Recommendations:		Further efforts are needed

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Development and inclusion of a module on gender equality in the existing program for continuous education of the administration; 2. Adoption of a specialized program for gender mainstreaming for the coordinators for equal opportunities and the departments for strategic planning and budgeting based on amended guidelines on the policy and strategic planning; 3. Creating a program for capacity building mechanisms for gender equality.

## ACTIVITIES CONDUCTED IN 2015

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In 2015, MLSP in cooperation with MISA, UN Women and the Centre for Change Management<sup>16</sup> made an electronic demo module on gender equality, containing two components designed for education of civil servants at a national and local level. The first component is aimed at all employees in the state administration while the second component is intended for civil servants in managerial positions and positions involved in policy creation and implementation. The successful implementation of the module requires testing and official launch of the module on an e-platform. The implementation of activities was planned for late 2015, but according to the information provided by UN Women and MLSP<sup>17</sup>, the module will be made publicly available by the end of 2016. In the process of drafting the module no additional consultations with civil society organizations were organized.

The Strategy and NAP provide measures for the adoption of a specialized program for gender mainstreaming for the coordinators for equal opportunities and department for strategic planning and budgeting based on

the amended guidelines on the policy and strategic planning; According to MLSP, the adoption of the Methodology for gender mainstreaming into strategic plans and annual programs and the preparation of guidelines for implementation of the program for gender mainstreaming is integrated in the methodology for Gender Responsive Budgeting<sup>18</sup>. The methodology explains the process and the way in which the state Administration should act towards gender mainstreaming in policy-making, program content, sub-programs, projects and plans for their implementation and how to integrate them in the strategic plans and budgets. When it comes to the implementation and gender mainstreaming in the programs, the line ministries prepare gender budget statements addressing: Issues and problems pertaining to or caused by gender (in)equality; Analyze the situation in the sector, the area that the program refers to with regards to women and men, what their problems, needs and priorities are; The obstacles which may hamper the access of men and women to the opportunities and benefits offered by the program (cultural barriers, social, economic con-

<sup>16</sup> The civic organization Center for Change Management was also involved in the drafting of the e-module

<sup>17</sup> According to the information obtained by MLSP and MISA in an interview, the the testing of the module for gender equality and its publishing on MISA's web-site is planned for late 2015. The information obtained from the Sector on Equal Opportunities in 2016 indicate that although the module has been developed, it has still nt been tested and put up on MISA's website.

<sup>18</sup> Ministry of Labour and Social Policy – Methodology for Gender Responsible Budgeting for the Bodies of the State Administration on a Central Level

straints, psychological, technological, etc.); The interventions that would serve to overcome certain disadvantages in terms of the situation of women and men through practical steps and practical description of the results that need to be achieved to provide enhanced opportunities for women and men in the program implementation. In 2015 Gender Budgeting Statement (GBS) were prepared by the Ministry of Labour and Social Policy, the Ministry of Health, the Ministry of Information Society and Administration, Agency for Entrepreneurship, the Ministry of Interior, the Ministry of Culture Ministry of Agriculture, Forestry and Water Management, the Ministry of Justice and the Ministry of Environment and Physical Planning.

The methodology for GBS for the bodies of the state administration on a central level includes the steps necessary for successful gender mainstreaming in the policies and Government development strategies. The methodology extensively describes the benefits, process, scope, planning and methodology implementation. If the methodology is successfully implemented, this would result in a transformative effect towards improvement of the quality of living in all the areas in the Republic of Macedonia by:

- Decreasing the social and economic disparities occurring as a result of the unequal position of men and women by improving the equal opportunities;
- Decreasing poverty;

- Understanding and providing visibility of the impact that the policies may have on various categories of citizens, especially men and women;
- Equitable distribution of the budget funds in a fair, just, efficient and responsible manner;
- Improving the efficiency and effectiveness of the policy and program impact and ensuring that those who are most in need will benefit from the expenditures;
- Stimulating the institutions' transparency and accountability;
- Country progress in terms of democracy, equitable economic development and gender equality;
- Encouraging the institutions to keep sex-disaggregated statistics and base their initiatives on analyses, which will in turn provide better understand of how the money is spent and will increase the policy efficiency.

There is no additional specialized program for inclusion of gender mainstreaming for the equal opportunities coordinators and the departments for strategic planning and budgeting based on amended guidelines for policy-making and strategic planning. The capacity building program for the mechanisms for gender equality is late, which has negatively affected the implementation of the Strategy, as the "gender machinery" does not possess the necessary capacity for the systemic change that is tasked with implementing. An efficient institutional mechanism is a prerequisite for change and therefore it is necessary to invest in the capacities.

Creating a capacity-building program for the mechanisms for gender equality is an activity that will be implemented as part of the Twinning Project “Support

to Implementation of Gender Equality” and it is expected the development of the program and indicators to be fully completed by the end of 2016.

## EFFECT OF THE IMPLEMENTED MEASURES

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Due to the delayed testing and publishing of the module for gender equality on the website of MISA in 2015, this activity had no effect on the promotion of gender equality at the local and national level. What is worrying is that the e-module on gender equality is in the testing phase by MISA for the second year in line. This indicates a lack of human and financial resources, and results in delaying the functionality of the module and the process of educating the administration. If the module is still being tested in 2016, the level of education of the administration should be taken into account, i.e. the effectiveness of the e-modules in increasing the knowledge of the concept of gender equality among the administration before and after the introduction of the e-module should be evaluated.

The gender budgeting statements should identify the causes that can impede the access of women and men to specific programs, include recommendations for overcoming those barriers and achieving better opportunities for access to those programs, as well as improve the impact of the implemented programs for equal opportunities. What can be observed in the gender budgeting statements is that none of them provide a detailed overview of the reasons that may

impede the access of women and men to certain programs, while all of them provide information concerning gender equality and what the implementation of the selected program will lead to.

The monitoring of the gender-budgeting statements should take place through annual and triennial final reports which need to contain:

- Context analysis which highlights the changes that have occurred since the start of the gender-budgeting analysis and the situation in terms of women and men.
- The achieved results, changes and impact on the situation with regards to the equal opportunities for women and men.
- The results of the analysis, the impact of the analyzed income and expenditure on women and men and the draft-measures that would lead to overcoming of the inequality from a gender perspective.

The methodology clearly indicates the information that needs to be involved in the gender-budgeting statements, yet the situation analysis and the factors contributing to gender inequality were not elaborated on in any of the budget statements that were submitted to the research team (7 out of 9). Due to

the lack of this kind of analysis it is impossible to propose interventions that would decrease the gender inequality in the given sector or area. Therefore,

it can be assumed that the gender-budgeting statements are only prepared as an task and do not have any key impact on improving the situation.

## RECOMMENDATIONS

The institutions to continue preparing gender-budgeting statements that will be used to work on achieving better opportunities for access to programs from a gender aspect. The budget statement should involve the problems related to, or causing gender (in)equality and analyze the situations in the sector and the

area that the program refers to in terms of women and men, what their problems, needs and priorities are; The obstacles that could hamper the women's and men's access to opportunities and benefits offered by the program (cultural barriers, social, economic restrictions, psychological, technological etc.);

### SG 1. SSO 1.1. RESULT 3: GENDER-RESPONSIVE POLICY-MAKING PROCESSES

Description:		The processes for policy making and implementation are gender-responsive
Responsible institution:		General Secretariat, MISA, MLSP
Potential impact:		Transformative
Level of completion	1. Amending the Guidelines for Drafting Strategic Plans	Has not started yet
	2. Amending the RIA in order to incorporate the gender perspective	Has not started yet
Envisaged in the operational plan -2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan – 2015		No
Recommendations:		Further work is required

### FULL TEXT OF THE PLANNED ACTIVITIES

1. Amendments to the Guidelines for preparation of strategic plans in order for them to incorporate a gender perspective; 2. Amendment to the RIA

in order for it to incorporate a gender perspective in the evaluation of proposals for adoption of laws and bylaws (legislation).

## ACTIVITIES CONDUCTED IN 2015

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The activities aimed at advancing the policy-making and implementation which are gender-responsive were envisaged for both 2013 and 2014, but are omitted from the OP for both years. According to MLSP, these activities are included in the methodology for incorporating the gender issues in the strategic plans and annual programs (Gender-responsive Bud-

geting), but this measure is not sufficient to fulfill this activity, as there are no policies where the gender aspect is fully taken into consideration in the policy-making process. In 2015 no amendments to the RIA were made in order for it to incorporate the gender perspective, when assessing the laws and bylaws (legislation).

## EFFECT OF THE CONDUCTED MEASURES

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Due to the insufficient completion of the envisaged measures, no positive effect was achieved. The lack of guidelines and regulations for mandatory gender assessment has affected the “gender neutral” strategic plans, policies and programs and has additionally deepened the gender gap. For example, when drafting the law on minimal wage, the gender perspective was not taken into consideration along with the impact of

this law on the women working in the minimal-wage industries. Considering the fact that 80%<sup>19</sup> of the people working in these industries are women, the law has contributed towards direct discrimination of women by making their minimal income lower than the income in all the other sectors in the country. This leads to an increase in the gender gap in the salaries and increases the poverty among this category of women.

## RECOMMENDATION

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To change the guidelines for drafting strategic documents in order to incorporate the gender perspective in all the programs, activities and measures, thus advancing gender equality.

To amend the RIA so that it incorporates the gender perspective when assessing the proposed laws and bylaws (legislation).

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<sup>19</sup> State Statistical Office (2014). Employees and net salaries - <http://goo.gl/liymrsr>

Bearing in mind that consultations with the stakeholders are rarely conducted in practice<sup>20</sup>, Further work is required in order to implement the legal framework. For example, the Government will have to set a minimal number of

draft-laws and bylaws that will be reviewed from a gender perspective on an annual level and adopt a roadmap for gradual introduction of this process across the entire state administration.

**Specific Strategic Objective 1.2:** Strengthened effective functionality of the gender equality mechanisms in accordance with the provisions from the LEO

SG 1. SSO 1.2. RESULT 2: STANDARDIZED MODE OF REPORTING ON THE IMPLEMENTATION OF LEO

Description:		Standardized mode of reporting on the implementation of LEO
Responsible institution:		GRM, MLSP, MISA
Potential impact:		Transformative
Level of completion	1. Guidelines for the subjects' annual reports	Completed
	2. Guidelines for the MLSP annual report	Completed
	3. Guidelines for the coordinators' annual reports	Completed
	4. Model form for curricula analysis	Completed
Envisaged in Operational plan -2013		Yes
Envisaged in Operational plan -2014		Yes
Envisaged in Operational plan - 2015		Yes
Recommendations:		Further work is required

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Adopted guidelines on the form and content of the annual reports adopted by the subjects (Article 8, LEO); 2. Adopted guidelines on the form and con-

tent of MLSP's annual report (Article 12, LEO); 3. Adopted guidelines on the form and content of the annual reports that the equal opportunities coordina-

<sup>20</sup> Macedonian Center for International Cooperation (2015) Government's Mirror: Public Participation in the Law-making Process. Available at: <http://mcms.org.mk/images/docs/2016/ogledalo-na-vladata-2016.pdf>

tors submit to SEO (Article 11, 15, LEO).  
4. Model form for curricula analysis

from the aspect of advancing equal opportunities.

#### ACTIVITIES CONDUCTED IN 2015

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The guidelines on the form and content of the annual reports submitted by the subjects were adopted back in 2014, but the rulebooks were not sufficiently developed i.e. were partially in the form of questionnaires pointing to the expected response, and not eliciting the actions/measures implemented. In order for the measure to have a greater effect, it is necessary to specify the form of the annual reports with examples of filled forms and trainings for coordinators and deputy coordinators. However, the activity has been completed and the unified forms used by the state bodies and LGU on the progress of the state with regards to the equal opportunities are publicly available on the website of MLSP.

In 2015, a rulebook<sup>21</sup> was adopted for the purpose of analysis of the content of the curricula, programs and textbooks for

the purpose of promotion of equal opportunities for women and men as well as defining the obligations of the coordinators for equal opportunities in the Ministry of Education and Science, the Bureau for Development of Education, the pedagogy services and the Center for Vocational Education and Training in collaboration with the Ministry of Labour and Social Policy. However, apart from the rulebook, no model which defining the quantitative and qualitative examination of the content of curricula, programs and textbooks was adopted, which will affect the impact of this measure.

Drafting the model forms for analysis which were planned in the OP for 2015, but not in the NAP is of great importance due to the potentially transformative impact that they would have in the area of education.

#### EFFECT OF THE CONDUCTED MEASURES

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Defining the form and content of the annual reports enables the monitoring of the progress in gender equality on a

national and local level, as well as the shortcomings and weaknesses in the implementation of the LEO.

<sup>21</sup> Ministry of Labour and Social Policy (2015) Rulebook on the curricula, program and textbook content analysis from the aspect of promoting equal opportunities for women and men, available at [http://www.mtsp.gov.mk/content/pdf/pravilnici\\_ednakvi\\_moznosti/pravilnik%20za%20analiza%2021.7.pdf](http://www.mtsp.gov.mk/content/pdf/pravilnici_ednakvi_moznosti/pravilnik%20za%20analiza%2021.7.pdf)

Moreover, a continual obstacle is that the model forms of BSA and the model forms for ULG are nearly identical and do not reflect the way of work of the different institutions. The question also arises as to how trained the employees are on how to adequately fill in the forms in order to provide accurate data and transparently measure the progress in the implementation of the LEO. Due to the quality of the forms, no fully transformative impact has been

achieved when it comes to the measuring of the progress in gender equality and the addressing of the existing challenges. Although a rulebook for curricula analysis from the aspect of promoting equal opportunities has been adopted, the effect is low because no quantitative and qualitative evaluation of the content of the curricula from the aspect of promoting equal opportunities has been carried out yet.

## RECOMMENDATIONS

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The Shadow report for 2014 indicates the shortcomings of the guidelines used to collect data for the progress reports on gender equality (by the BSA, LGU and MLSP). Therefore, it is recommended that these guidelines be changed and that prior to using them, the equal opportunities coordinators undergo trainings for correct (objective) completion. The filled in (reporting) forms should be publicly available on the web-sites of BSA and the LGU, as well as the web-site of MLSP in order to enable transparent monitoring of the progress of gender equality. By moni-

toring the reports, it would be possible to draft recommendations for improvement of the implementation of the LEO on a local and national level, as well as involve all the stakeholders in the implementation of the LEO.

In order to advance gender equality in the education process, it is necessary to regularly prepare a plan used to determine which curricula, programs and textbooks are to be analyzed in the current year, so that they can be sent to the Ministry of Labour and Social Policy on time.

SG 1. SSO 1.2. RESULT 3: INCREASED PARLIAMENTARY SUPERVISION  
OVER THE IMPLEMENTATION OF LEO

Description:		Increased parliamentary supervision over the implementation of LEO
Responsible institution:		GRM, the Assembly of the Republic of Macedonia, the Inter-Ministerial, Advisory and Consultative Body on Equal Opportunities for Women and Men
Potential impact:		Significant
Level of completion	1. BPM Session to review the report of GRM	Partially completed/Continual activity
Envisaged in the operational plan -2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Recommendations		Further work is required

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Holding an annual plenary session to review the report of the GRM on the implementation of the Strategy on Gender Equality

ACTIVITIES CONDUCTED IN 2015

In 2015, similarly to 2014, no plenary session to review the report of the GRM on the implementation of the activities for promotion of gender equality was held. In September 2015 a public hearing was held on the Annual Report for the implementation of the Strategy for

Gender Equality<sup>22</sup> at the Commission for Equal Opportunities (CEO). The representatives of the civil sector also attended the public hearing where the summary results of the Shadow Report on the implementation of the Strategy and NAP for 2014 were presented. The

<sup>22</sup> Report on the Work of the Assembly of the Republic of Macedonia (2015). Commission for Equal Opportunities. Page 185. Available at <http://www.sobranie.mk/content/izvestai/2011-2014/IZVESTAJ%20ZA%202015%20godina.pdf>

conclusions of the hearing did not incorporate the presented findings of the Shadow Report (on the Strategy). Additional conclusions and suggestions are

available in the Report on the Work of the Assembly for the period between 01.01.2015 and 31.12.2015.<sup>23</sup>

#### EFFECT OF THE CONDUCTED MEASURES

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The conclusions from the public hearing also refer to the various needs of women that need to be addressed, including economic empowerment, the fight against domestic violence and the increased participation of women in politics. Consequently, the conclusions indicate the need of increasing the financial resources for implementation of the Strategy. In 2015, although the representatives of the civil sector once again required the report on the strategy implementation to be in line with the format of the Action plan, the suggestion was omitted from the conclusions of the public hearing.

The final goal that needs to be achieved is to increase the supervision over the implementation of the Strategy by the Assembly. In fact, although the Assembly holds public hearings on the implementation of the Strategy, the effect of an increase in the efficiency is minor. Furthermore, the conclusions adopted in 2014 have not been implemented. In addition, the civil society organizations report that the state administration has

not been acquainted with the conclusions from the public hearings at all, nor is there an established mechanism for control over the implementation of the recommendations.

The annual reports do not reflect the recommendations of the Assembly, while the civil society organizations point to the lack of verification of the data that the Government reports about during public hearings. In fact, if the data presented at public hearings is compared to the Government's annual report, quite a few differences come up. In addition, when the annual reports are compared to the shadow report, it is revealed shadow reports are even more critical of whether and to what extent and under which measure the activities had been implemented on an annual level. However, taking into account that the goal of the public hearings is to improve the oversight over the implementation of the Strategy by the Assembly, the recommendations from this report need to be taken into consideration.

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<sup>23</sup> Ibid

RECOMMENDATIONS

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- The Assembly to organize an oversight hearing on an annual level. In this way, the Assembly will be able to directly contribute towards the review of the progress and the development of NAP.
- The Assembly to adopt conclusions and recommendations as a result of the plenary sessions on an annual level.
- In its annual report, the Government to devote a special part in which it will report about the implementation of the conclusions and recommendations of the Assembly as key priorities for any given year.
- The Assembly to establish a mechanism for the drafting of a shadow report by the civil sector and institutions in charge of non-discrimination (The Ombudsman, the Commission for Prevention and Protection against Discrimination). In this way the Assembly will exert control over the implementation.
- The Assembly to assign a Rapporteur from among its members who will inform about the progress of the measures which are under the Authority of the Assembly. By setting up a good practice, the Assembly may serve as an example to the other institutions and give a clear signal that incorporating the gender aspect is a political priority.
- The Inter-Ministerial Advisory and Consultative Body for Equal Opportunities in collaboration with the Parliamentary Commission on Equal Opportunities should coordinate the process for an oversight hearing on the Strategy, which is envisaged in the NAP, but has not been held so far. In this way insight can be gained into the challenges faced by the institutions in the carrying out of the activities from the Strategy and adequate recommendations for successful implementation can be jointly prepared.
- The Parliamentary CEO should organize separate plenary session for the different strategic goals in collaboration with the line commissions (the Healthcare Commission, the Labour and Social Policy Commission) and the civil sector, in order to provide an outline of the specific objectives and whether and to what extent they are being implemented. Henceforth, specific recommendations can be given for each strategic goal along with directions for their implementation.
- The Assembly of the Republic of Macedonia to hold a mandatory annual plenary session in order to review the report on the implementation of the Strategy in Gender Equality which will be initiated by the Assembly Commission for Equal Opportunities. The report on the strategy implementation to also include the recommendations of CEO in the oncoming re-

porting cycles. On an annual level, the report to emphasize whether and to what extent the recommendations from the Shadow Report for the previous year have been fulfilled.

Like in 2014, it is recommended that the monitoring process of the situation with gender equality should cover all the entities covered by the LEO, and not only the Government and its annual report.

SG 1. SSO 1.3. RESULT 1: DEVELOPED INDICATORS FOR MEASURING THE LEVEL OF PROGRESS IN THE AREA OF GENDER EQUALITY

Description:		Established/Developed indicators for measuring the level of gender equality based on the available sex-disaggregated statistic data and the undertaken international and national obligations
Responsible institution:		MLSP, the line ministries, SSO, the Inter-Ministerial Advisory and Consultative Body
Potential impact:		Significant
Level of completion	1. Development of indicators	Fully
	2. Preparing a research	Fully
Envisaged in the operational plan -2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Recommendations:		Further work is required

FULL TEXT OF THE ACTIVITIES ENVISAGED IN THE NAP

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|--|---|
| <p>1. Developing indicators for measuring the progress in the area of gender equality and the status of women and men; 2. Preparing a research on the feasibility,</p> | <p>possibility and fiscal implications of creating and using the measures and policies for work-life balance (balancing the private and professional life).</p> |
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ACTIVITIES CONDUCTED IN 2015

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In the answer to the questionnaire about the implementation of the Beijing Declaration and Action Platform (1995)<sup>24</sup> prepared in 2014, indicators were prepared that will enable the competent institutions to measure the progress of gender equality in several areas: Political participation and decision-making, education, economy and employment and Information Communication Technology. In addition, it is expected that as part of the Twinning Project “Support to the Implementation of Gender Equality” additional indicators will be developed to monitor the situation with gender equality<sup>25</sup>.

The research on the feasibility, possibility and fiscal implications of creating and using the measures and policies for balancing the private and professional life was carried out by Reactor – Research in Action. “Work Conditions and the Work-Life Balance: A Gender Analysis” is a study which gives better insight into the differences between men and women on the labour market, especially

when it comes to achieving balance between the professional and private life. Furthermore, the findings of the study may be used in the process of making policies that will lead to a decrease in the gender gaps on the labour market. This publication was drafted within the project “Gender Equality Council” implemented by Reactor – Research in Action, and was financially supported by the European Commission (IPA). In addition, a study was prepared by the International Labour Organization which confirmed the gender gap in the salaries in the Republic of Macedonia<sup>26</sup>.

However, it is necessary to conduct additional studies to define the factors contributing towards the gender gap on the labour market, in the salaries, and in achieving the work/life balance. Generally, the recommendations from the research end up not being taken into consideration which limits the effect of the implementation of those measures. It is also worth mentioning that there is a lack of adequate finan-

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<sup>24</sup> Regional overview and answer to the questionnaire on the implementation of the Beijing Declaration and Action Platform (1995) and the results of the 23 session of the General Assembly (2000) on preparing a regional overview and context assessment at the 20 anniversary of the adoption of the Beijing Declaration and Action Platform in 2015 – Available at: <http://www.mtsp.gov.mk/rodova-ramnopravnost.nspix>

<sup>25</sup> Regional overview and answer to the questionnaire on the implementation of the Beijing Declaration and Action Platform (1995) and the results of the 23 session of the General Assembly (2000) on preparing a regional overview and context assessment at the 20 anniversary of the adoption of the Beijing Declaration and Action Platform in 2015 – Available at: <http://www.mtsp.gov.mk/rodova-ramnopravnost.nspix>

<sup>26</sup> Petreski, M & Mojsoska B, N (2015). The gender and maternal gap in the salaries in FYR Macedonia: econometric analysis, available at: [http://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-budapest/documents/publication/wcms\\_447700.pdf](http://www.ilo.org/wcmsp5/groups/public/---europe/---ro-geneva/---sro-budapest/documents/publication/wcms_447700.pdf)

cial allocations for the implementation of various types of research and most often the research papers are supported by different donors. If there had not

been for financial support of the donors, it would have been nearly impossible to conduct the research indicating the gender gaps on the labour market.

## EFFECT OF THE IMPLEMENTED MEASURES

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Based on the available statistics on women and men in Macedonia<sup>27</sup>, and taking into account the Index of the Global Gender Gap<sup>28</sup>, it can be concluded that the gender gap still exists in all the social spheres of the country. It is important that the institutions start collecting data according to the indicators included in the Answer to the Questionnaire on the Implementation of the Beijing Declaration and the Action Platform (1995)<sup>29</sup>, thus revealing the different gaps related to the political participation and decision-making, education, economy and employment and ICT. Furthermore, it is necessary to make policies, activities and measures

based on these indicators in order to advance gender equality in all the social spheres in the country.

Reactor's research contributes towards better understanding of the different challenges, experiences and barriers between women and men on the labour market. Taking into account the fact that at the moment there is not enough available relevant data on the experiences of women and men on the labour market, this research provides an overview of the situation and encourages conducting additional research in this sector.

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<sup>27</sup> State Statistical Office, Women and Men in Macedonia; Ombudsman (2015), Annual Report on the Level of Ensuring Respect, Promotion and Protection of Human Rights and Freedoms. Available at: [http://ombudsman.mk/upload/Godisni%20izvestai/GI-2015/GI\\_2015-za\\_pecat.pdf](http://ombudsman.mk/upload/Godisni%20izvestai/GI-2015/GI_2015-za_pecat.pdf)

<sup>28</sup> According to the Index of Global Gender Gap at the World Economic Forum, the Republic of Macedonia ranked 28 out of 115 countries in 2006, while in 2016 it was ranked 73 out of 144 countries. The country dropped by 45 places from 2006 to 2016, which indicates a deterioration of gender equality and deepening of the gender gap between women and men. Available at: <http://reports.weforum.org/global-gender-gap-report-2016/economies/#economy=MKD>

<sup>29</sup> Regional overview and answer to the questionnaire on the implementation of the Beijing Declaration and Action Platform (1995) and the results of the 23 session of the General Assembly (2000) on preparing a regional overview and context assessment at the 20 anniversary of the adoption of the Beijing Declaration and Action Platform in 2015 – Available at - <http://www.mtsp.gov.mk/rodova-ramnopravnost.nspix>

## RECOMMENDATIONS

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Developing indicators measuring the progress is a key activity through which the progress of lack of progress in the area of gender equality will be assessed, especially in the state bodies. Therefore, it is recommended to develop this measure before the NAP expires, so that it can be fully implemented under the new action plan.

The policy-makers to collaborate with the civil society organizations and to create policies for successful work-life balance in consultation with the civ-

il sector.<sup>30</sup> In addition, the existing research on efficient harmonization of the professional and private life, and the differing experiences of men and women on the labour market are to be taken in consideration in the policy-making.

On an annual level, MLSP should allocate funds for the implementation of research related to women and men on the labour market and their different needs.

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<sup>30</sup> When making the work-life balance policies and the measures for economic empowerment of women, to take into consideration the recommendations of the member-organizations of the Gender Equality Platform, including the publication “Work conditions and Work-Life Balance: A Gender Analysis”.

**STRATEGIC GOAL 2:** Improving the level of gender equality in priority thematic areas.

**Specific Strategic Objective 2.1:** Increased gender-responsive participation of women in the decision-making process in the legislative and executive power, in the party policy and the editorial broadcasting activity

SG 2; SSO 2.1 RESULT 1: BALANCED PARTICIPATION OF WOMEN IN THE GOVERNMENT'S WORKING BODIES

Description:		Balanced participation of women in the working bodies of the legislative and executive authorities and integrating the gender perspective in the fulfillment of the responsibilities of the Assembly
Responsible institutions:		The Assembly; The State Election Commission;
Potential impact:		Significant
Level of completion	1. Special measures for balanced participation on a central and local level	Has not started yet
	2. Special measures for balanced participation in the work of the Assembly	Has not started yet
	3. Semi-annual meetings of the Inter-Ministerial Group	Has not been completed
	4. Oversight hearing with CEO	Partially complete
Envisaged in the operational plan-2013		Yes, partially
Envisaged in the operational plan-2014		Yes, partially
Envisaged in the operational plan-2015		Yes, partially
Recommendations:		Further work is required

FULL TEXT OF THE ACTIVITIES ENVISAGED IN THE NAP

1. Establishing special measures for balanced participation of women in the working bodies on a national and local level; 2. Establishing special measures for balanced participation of women in the parliamentary working bodies and commissions; 3. Regular semi-annual meetings with the Inter-Ministerial Consultative and Advisory Group for Equal Opportunities for Women and Men in order to review the achievements and challenges in the area of

gender equality; 4. Holding an oversight hearing with the Commission for Equal Opportunities for Women and Men in the Assembly of the Republic of

Macedonia on the draft-report on the implementation of the Strategy on Gender Equality.

## ACTIVITIES CONDUCTED IN 2015

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In 2015, positive changes were made to the Electoral Code by regulating the representation of the less represented sex on the candidate lists. In fact, with the latest changes, at least one position is reserved for the less represented sex and in addition, at least one more position in every ten positions is reserved for the less represented sex on the submitted candidate lists for MPs and councilors<sup>31</sup>.

In accordance with the LOE, in Article 18, the Rules of Procedure of the Assembly stipulate that the structure of the working bodies shall be made with a decision of the Assembly from the total number of MPs from the parliamentary groups and the independent MPs.<sup>32</sup> In 2015, the working bodies of the Assembly were not gender-balanced. The number of women in the commissions considered to be on “women’s issues”, or which largely covered issues concerning women, is higher than the number of women in the commissions where the gender aspect is not a primary goal in the work of the commis-

sion. One example is the Commission on Equal Opportunities, where only 2 (17%) out of 12 members are men, in contrast to the Commission for Funding and Budget, where out of 14 members, only 3 (21%) are women. The Commission on Labour and Social Policy has a total of 12 members, 5 of whom (42%) are men, while the commission on economic issues has 12 members, only 3 (25%) of whom are women. This indicates non-compliance with LEO, and lack of gender balanced participation of women and men in the working bodies of the Assembly.

In 2015, the Inter-Ministerial group only held one meeting, while the Assembly Commission on Equal Opportunities has only held one public hearing, but not the oversight hearing envisaged in the OP for 2015. In addition, in the structure of the State Election Commission, the provisions of the Election Code stipulating that the structure of the election bodies should be gender-balanced were not complied with, and the in the last composition of

<sup>31</sup> Law amending the Election Code, Article 21, Official Gazette of RM, no. 196 from 10.11.2015

<sup>32</sup> Rules of Procedure of the Assembly of the Republic of Macedonia – Article 118 – Available at: <http://www.sobranie.mk/delovnik-na-sobraniето-na-republika-makedonija-precisten-tekst.nsp>

the SEC, only 2 out of 9 members were women.<sup>33</sup> Furthermore, if the mandate of a woman (MP or councilor) is terminated, then she is to be replaced by another woman-candidate from the list (of candidates for councilors or MPs).

A public hearing was held on the Annual Report on the implementation of the Strategy for Gender Equality<sup>34</sup>, under

the Commission for Equal Opportunities (CEO). The public hearing was also attended by representatives of the civil society organizations and they had summary presentations of the results of the Shadow Report on the Strategy and NAP for 2014 (See SG 1. SSO 1.2. Result 3: Increased parliamentary supervision over the implementation of the LEO)

#### EFFECT OF THE IMPLEMENTED MEASURES

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The absence of special measures has resulted not only in lack of progress, but also in a regression in the situation. This, for example, has happened to the SEC and the Assembly working bodies.

No oversight hearing with the Assembly Commission on Equal Opportunities between women and men has been held on the draft-report on the implementation of the Strategy on Gender Equality and therefore it is impossible to measure the effect of this measure. Instead of an oversight hearing, a public hearing was held on the Annual Report on the implementation of the

Strategy for Gender Equality, which made it possible to the representatives of the CSOs to give specific recommendations for advancement of the Strategy implementation and efficient monitoring of the conducted activities according to the indicator laid down in the NAP. The summary findings of the Shadow Report on the Strategy implementation for 2014 were also presented at the session, proving an overview of the progress in the implementation, the lack of undertaken measures, as well as recommendations for timely and efficient implementation of the Action Plan for 2015.

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<sup>33</sup> State Election Commission - <http://www.sec.mk/>

<sup>34</sup> Report on the work of the Assembly of the Republic of Macedonia (2015). Commission for Equal Opportunities. Page 185. Available at <http://www.sobranie.mk/content/izvestai/2011-2014/IZVESTAJ%20ZA%202015%20godina.pdf>

## RECOMMENDATIONS

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This activity is one of the key measures that will increase women's participation in the legislative and executive authority and therefore the Government and the Assembly should make increased efforts to adopt the special measures for balanced participation of women in the work of the Assembly and the working bodies at the local and central level<sup>35</sup>. After the MP's mandates are established, the usual practice in the establishing of the structure of the working bodies to be to include 40% of the representatives of the less represented sex. Special attention needs to be paid to the gender representation in establishing the Commission on Equal Opportunities and the Commission for Finance and Budget, Economic Affairs and Transport and Communications.

The Assembly CEO to organize a public hearing for the purpose of implementation of these measures where the civil society organizations will be able

to offer their expertise on the ways to encourage balanced participation of women in the working bodies of the legislative and executive authorities.

To harmonize the status of the oversight hearing in NAP and the OP, since at present, it is envisaged as an indicator under NAP, and as an activity in the OP. Holding an oversight hearing on an annual level, in presence of witnesses who would give their statements and be asked questions related to the Report on the Strategy implementation. The oversight hearing will make it possible for those attending to pose specific questions related to the Report and the Strategy Implementation for the year in question. An oversight hearing would make it possible to gain insight into the challenges that the institutions are faced with regards of the Strategy Implementation and provide specific recommendations for improved implementation of the NAP and the Strategy.

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<sup>35</sup> Reactor – Research in Action (2015) Women in Politics: The Paths to Political Office and the Impact on a Local Level in Macedonia. Available at <http://www.reactor.org.mk/Publications.aspx?id=4&catID=1&lang=mk-MK>

## SG 2; SSO 2.1 RESULT 2: EQUITABLE REPRESENTATION IN THE EXECUTIVE AUTHORITY

Description:		Special measures adopted for equitable representation of women in the executive authority
Responsible instruction:		Bodies of the state administration
Potential impact:		Transformative
Level of completion	1. Special measures in the state administration	Has not started yet
	2. Regular keeping and publishing of gender disaggregated statistics	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		Yes, partially
Envisaged in the operational plan -2015		Yes, partially
Comment		Included in the NAP without setting the timeframe.
Recommendations:		Further work is required

### FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Establishing special measures for balanced participation of women in managerial positions in the state administration; 2. Regular keeping and publishing of sex-disaggregated statistics of officials, managerial civil servants, appointed ambassadors and diplomatic representatives, as well as members of the management boards of public enterprises and institutions appointed by the Government.

### ACTIVITIES CONDUCTED IN 2015

No special measures for the state administration have been introduced yet, although the research shows that the experiences of men and women at managerial positions are different and that women are faced with social, economic and institutional obstacles in their political carriers. Due to the challenges faced by women in their political involvement, it is necessary to introduce special measures ensuring equitable representation of women and men in managerial and executive positions<sup>36</sup>.

<sup>36</sup> Reactor – Research in Action (2015) Women in Politics: The Paths to Political Office and the Impact on a Local Level in Macedonia. Available at: <http://www.reactor.org.mk/Publications.aspx?id=4&&catID=1&lang=mk-MK>

There is no publicly available gender-disaggregated statistics with regards to the managerial positions in the state administration, i.e., in 2015 only MoI submitted sex-disaggregated statistics to MLSP on the number of women in managerial positions in MoI<sup>37</sup>, although in last year's shadow report, the Inter-Ministerial Group emphasized that it is expected from the annual reports of BSA and LGU to contain this data so that it can be published later on<sup>38</sup>.

The Ombudsman's Annual Report includes the gender and educational structure of the employees of 1202 institutions (out of a total of 1238 institutions), which are at elected or appointed positions, managerial positions, non-managerial positions and regular employees in the bodies. However, what is missing is gender-disaggregated data distributed according to the various institutions, which would make it possible to see which ministries have predominantly women employees, and in which men are the majority of the employees. Such a distribution would provide insight into the number of women at managerial positions in the ministries which are traditionally considered to be "male" (the Ministry of Finance) in comparison to the distribution of women at managerial positions in the ministries which are traditionally considered to

be "female" (MLSP, MES). However, according to the Ombudsman's report, out of a total of 120,513 employees in these institutions, 61,349 are men (50.51%) and 59,164 (49.09%) are women. If we analyze the number of elected and appointed people, we come to a conclusion that the representation of women in the institutions amounts to 1,306 (45.33%), while the representation of men is 1,575 (54.67%). There is a similar ratio between the men and women in managerial positions, whereby the representation of females in institutions is 4,028 (45.45%), while the representation of males amounts to 4,843 (54.55%). When it comes to non-managerial position, this ratio is more prominent, whereby the representation of women amounts to 53,830 (49.49%) and the representation of men amounts to 54,941 (50.51%). Consequently, a conclusion may be drawn that the gender gaps continue to be prominent, especially when it comes to elected and appointed positions, as well as managerial positions. Women continue to be more prevalent on non-managerial positions in contrast to men.

The data analysis of the Ombudsman's report shows that out of 56,469 administration employees, 32,162 (26.69%) are women, while 24,307 (29.17%) are men. Out of them, there are 1,302

<sup>37</sup> Ministry of Labour and Social Policy (2016\_ Annual report on the undertaken activities and achieved progress in the establishing of equal opportunities for women and men in the Republic of Macedonia for 2015.

<sup>38</sup> Strategy on Gender Equality Shadow Report on the progress – 2014, Reactor, 2015.

(45.19%) women in the category of appointed officials, while 1,544 (53.59%) of them are men. When it comes to managerial positions 3,391 (38.26%) are women, and 4,169 (47.04%) are men, while there are 27,469 (25.25%) women on non-managerial positions and 18,594 (17.09%) men. In the report, the Ombudsman concludes that this year too, the total number of women employed in the administration is lower than that of men, and their number is also lower in managerial positions. There is also a significantly higher number of women with university education in the administration in contrast to men – however, the trend of having more men than women as elected and appointed officials and in managerial positions remains. Out of 6,460 employees with college education, 3,596 (2.98%) are women, while 2,864 (2.38%) are men. Not a single woman of them has become an elected or appointed official, like last year, while 17 (0.59%) are men. There are 125 (1.41%) women in managerial positions, and 142 (1.6%) men. There are 3,417 (3.19%) women in non-managerial positions, and 2,705 (2.94%) men. Based on the data, the Ombudsman comes to the conclusions that more women than men with college education have been employed in the administration, but not a single one of them is an elected or appointed offi-

cial, and that the number of women in managerial positions is also lower.

Out of 46,325 employees in the administration with secondary school 19,524 (16.2%) are women, while 26,801 (22.24%) are men. 506 (5.71%) of those women are at managerial positions, along with 511 (5.77%) men, while when it comes to non-managerial positions 19,014 (17.48%) of the employees with secondary education are women, while 26,276 (24.16%) are men. The data analysis on the secondary education women-men ratio shows that males are significantly more numerous than females. The situation with the gender structure of employees with primary education is similar – out of a total number of 11,259 employees with primary education 3,882 (3.22%) are women, while 7,377 (6.12%) are men.

In the report for 2015, the Ombudsman finds that there is a gender gap in relation to the total number of employees, as well as in relation to the level of education, which is why he underlines the need of taking measures and activities towards compliance with the principle of equality between men and women, i.e. adequate distribution of jobs on grounds of sex and level of education, especially when it comes to managerial positions.

## RECOMMENDATIONS

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In order to achieve balanced participation of women in elected and appointed positions, as well as managerial

positions, it is necessary to introduce special measures in the state administration. In the process of drafting the

next NAP, there should be activities through which the Ministry of Labour and Social Policy will oversee the level of implementation of the special measures on an annual level.

It is necessary to introduce a methodology on the mode of data collection by the state administration and publishing of the data on the individual bodies' web-sites as it has been defined with the NAP. The coordinators of the different units/departments in the state bodies and the LGU to collect gen-

der-disaggregated data on the distribution of jobs in their departments once a year and publish it on their web-sites. For the purpose of efficient implementation of this measure, the coordinators and their deputies need to be tasked with collecting gender-disaggregated statistics. The institutions to submit an employment plan to the Equal Opportunities Coordinators on an annual level in order for the coordinators to be able to analyze the gender distribution of employment in the state bodies.

SG 2; SSO 2.1 RESULT 3: STRONGER CAPACITIES OF THE JUDGES AND PUBLIC PROSECUTORS

Description:		Strengthened capacities of judges and public prosecutors on the gender perspective in the judiciary
Responsible institution:		MLSP, Academy of Judges and Public Prosecutors
Potential impact:		Minor
Level of completion	1. Module for education of judges and public prosecutors	Partially
	2. Training for trainers in the AJPP	Partially
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Recommendations:		To specify the dynamics

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Developing a module on gender equality and integrating it in the existing Program for Training of Judges and Public Prosecutors; 2. Conducting a

training for trainers on gender equality at the Academy for Judges and Public Prosecutors.

## ACTIVITIES CONDUCTED IN 2015

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In the course of 2015, although no special module on gender equality was developed, the gender concept was introduced and covered in the module on equality and protection against discrimination.

According to the information obtained from the Academy, the trainings for trainers were conducted in 2010, 2011, 2012 and 2013. In 2015 no training for trainers was conducted, but the Acade-

my does have a list of permanent educators that it collaborates with, some of whom (5-10) are specialists in the area of gender equality<sup>39</sup>. This indicates that the concept of gender equality is taken into consideration in the selection of permanent educators that the Academy works with.

No funds have been allocated to the realization of these activities with a special entry in the Academy's budget.

## EFFECT OF THE IMPLEMENTED ACTIVITIES

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If the permanent educators which have specialized in the area of gender equality regularly cover gender equality as a part of the modules on equality and protection against discrimination, the judges' and public prosecutors' knowl-

edge on the concept of gender equality will be enhanced. It can be assumed that this knowledge will further be incorporated in the work of the judges and public prosecutors.

## RECOMMENDATIONS

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To set the dynamics for drafting a special module on gender quality in the existing program for trainings of judges and public prosecutors. The Academy should conduct regular trainings of trainers and integrate gender equality in the Academy of Judges and Public Prosecutors.

In addition, the dynamics should be set for the implementation of a benchmark activity which could serve to measure the successful introduction of this measure, i.e. whether and how successful the implementation of this measure is.

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<sup>39</sup> According to the information obtained from Atanas Georgievski, Legal Advisor on International Cooperation at the Academy for Judges and Public Prosecutors, through an e-mail from 19/02/2016

**Specific Strategic Goal 2.2:** Raised social awareness, amended legal regulations and established standards for protection against, and sanctioning of gender-based violence

SG 2; SSO 2.2 RESULT 1: RECOGNIZING GENDER-BASED VIOLENCE

Description:		Recognizing gender-based violence as violence which is based on the social inequality between women and men
Responsible institution:		Bodies of the state administration
Potential impact:		Significant
Level of completion	1. Awareness-raising campaigns about GBV	Has not started yet
	2. Informative activities in the educational institutions	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Recommendations:		Specifying the activities and the competent institutions

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. National and local campaigns for raising the awareness and building a culture of zero tolerance for gender-based violence; 2. Informative activities in the educational institutions at all level of the education system.

ACTIVITIES CONDUCTED IN 2015

The activities were envisaged in the NAP for the period from 2014 to 2016, but not in the OP for 2014 and 2015.

The envisaged activities had not started yet in 2015 and it is not clear how the bodies of the state administration get coordinated in the implementation of the activities. The Rulebook on the manner of enforcing imposed temporary measures for protection of victims of domestic violence and the members

of their families<sup>40</sup> and the Protocol<sup>41</sup> for mutual cooperation of the institutions and associations competent for prevention and protection against domestic violence were drafted with the purpose of advancing the rights of the victims of domestic violence. The Rulebook and the Protocol had not been envisaged in the NAP and OP, but are a step in the right direction when it comes to en-

hancing the protection of the victims of domestic (gender-based) violence, as well as improving the inter-institutional collaboration for the purpose of improved protection of victims of domestic violence. The two documents are comprehensive and provide a clear overview of the steps that will be taken in order to improve the protection of the victims of domestic violence.

#### EFFECT OF THE IMPLEMENTED MEASURES

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Due to the lack of implementation of the measures in NAP/OP there has been no positive effect whatsoever from these two activities.

#### RECOMMENDATIONS

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The bodies of the state administration and the MLSP, as the leading institution, to be allocated adequate resources by the state that will be used to conduct national and local campaigns for raising awareness and building a culture of zero-tolerance for gender-based violence. In addition, the resources should be directed towards implementing informative activities in the educational institutions, at all the levels of the education system. The civil sector organizations working in this area can also join in the implementation of these two activities,

i.e. the activities can be implemented in collaboration with the CSOs.

The institutions to get coordinated and act according to the new Rulebook on mutual cooperation for the purpose of coordinated protection of the victims of gender-based violence.

Taking into consideration that gender-based violence is not sufficiently recognized in the legal regulations (only domestic violence), additional efforts for a change should be made in order to

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<sup>40</sup> Rulebook on the manner of enforcing imposed temporary measures for protection of victims of domestic violence and the members of their families 28/2015 - <http://www.slvesnik.com.mk/Issues/e8d3c3d6cff442ecb2509885a3684932.pdf>

<sup>41</sup> Protocol for mutual cooperation of the institutions and associations competent for prevention and protection against domestic violence – Official Gazette of the Republic of Macedonia 143/2015 <http://www.slvesnik.com.mk/Issues/aaab4eac48b942f38b927f84b6a49dfa.pdf>

introduce gender-based violence in the legislation. The activities must also be introduced in the Operational plans.

The ratifying of the already signed Istanbul Convention will significantly im-

prove the legal framework, as well as the accessibility of services to the victims of gender-based violence and therefore the state should make efforts to ratify the convention as soon as possible.

SG 2; SSO 2.2 RESULT 2: STRENGTHENED CAPACITIES OF THE COMPETENT INSTITUTIONS

Description:		Strengthened capacities of the professional structures in all the institutions in the area of social protection, education, healthcare, defense and security and economy for the purpose of recognizing the various forms of GBV .
Responsible institution:		Institutions in the area of social protection, education, healthcare, defense, security and economy
Potential impact:		Transformative
Level of completion	1. Developing and conducting training modules	Has not started yet
	2. University trainings/lectures	Has not started yet
	3. Interventions in the curricula for secondary and primary education	Has not started yet
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Comment:		Envisaged in the NAP 2014-2016
Recommendation:		Further work is required

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Developing and implementing modules for training of professional staff; 2. Continual and systemic university train-

ings/lectures; 3. Incorporating adequate thematic content in the curricula for secondary and primary education.

## ACTIVITIES CONDUCTED IN 2015

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No activities were conducted in 2015

## RECOMMENDATIONS AND EFFECT OF THE IMPLEMENTED MEASURES

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See: Recommendations and effect of the implemented measures for 2015 for SG 2, SSO 2.2. Result 1

**SPECIFIC STRATEGIC OBJECTIVE 2.3:** Established and piloted policies for overcoming the barriers and increased employability of women (work-life balance, female entrepreneurship, discrimination at the labour market)

### SG 2. SSO 2.3. RESULT 1: ADVANCED LEGAL MEASURES AND POLICIES FOR WORK-LIFE BALANCE (HARMONIZATION OF THE PRIVATE AND PROFESSIONAL LIFE)

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Description:	Advanced legal measures and policies for work-life balance (harmonization of the private and professional life)	
Responsible institution:	MLSP, ISA, EARM	
Potential impact:	Transformative	
Level of completion	1. Research on the fiscal implications	Has not started yet
	2. Advancing the flexicurity measures	Has not started yet
	3. Event-coordination	Has not started yet
	4. Strengthening the capacities of the Labour Inspection	Has not started yet
	5. Promoting public-private partnership	Late
Envisaged in the operational plan-2015	No	
Recommendations:	Further work is required	

## FULL TEXT OF THE ENVISAGED ACTIVITIES

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1. Research on the feasibility, possibility and fiscal implications of the use of work-life balance measures and policies  
 2. Advancing the workplace flexisecurity measures envisaged in the strategic documents from the area of employment; 3. Events for coordination of all the stakeholders towards assessment of the possibility of using the work-life

balance measures; 4. Strengthening the capacities of the Labour Inspection in order to prevent discrimination on grounds of sex; 5. Promoting public-private partnership for opening new facilities for childcare and care for the elderly (as well as people who are under long-term care) wherever there is insufficient availability.

## ACTIVITIES CONDUCTED IN 2015

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The advancing of the work-life balance policies and measures is of key importance for the improved involvement of women on the labour market. An independent research was conducted by Reactor – Research in Action in 2015 on the Work Conditions and the work-life balance (gender analysis).

EARM also opened a call for physical persons and legal entities interested in opening private childcare facilities who will be granted a subsidy in the amount of 600,000.00 MKD, while the subsidy for opening a private facility for care of the elderly amounts to 750,000.000 MKD<sup>42</sup>. Although the call was published in 2015, it is expected the funds to be awarded by the end of 2016.<sup>43</sup>

## EFFECT OF THE IMPLEMENTED MEASURES

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Due to the lack of realization of the envisaged measures, there has been no effect on the work-life balance and the

overcoming of the barriers and obstacles on the way to increased employment of women.

<sup>42</sup> [http://www.avrm.gov.mk/info-ns\\_article-povik-za-intere.nspix](http://www.avrm.gov.mk/info-ns_article-povik-za-intere.nspix)

<sup>43</sup> Based on the information obtained from EARM through a phone-call on 14/07/2016, the subsidies are allocated for 2016, and the approved applicants will be bound to employ 4 people with 3-year-long employment contracts, as one of the criteria for subsidy approval.

## RECOMMENDATIONS

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Achieving this result is one of the main factors for involvement of women on the labour market and advancing the situation with gender equality in society. What is of crucial importance for the implementation of the Specific Strategic Objective 2.3 is allocating adequate funds for the implementation of the activities envisaged in the NAP, as well as incorporating them in the annual Operational plans.

In collaboration with the Civil society organizations, MLSP should draft a joint research on the feasibility, possibility and fiscal implications of the use of the work-life balance measures and policies. The findings and recommendations of the research should be used to make adequate policies that will contribute to the work-life balance. In addition, MLSP and EARM to consult the civil society organization experts on gender equality in the process of drafting employment policies and measures and work-life balance policies.

When it comes to the flexicurity measures, the Department for equal opportunities and the Employment Agency have no information about this measure, i.e. they have no activities related to it. It is assumed that this measure refers to Flexicurity<sup>44</sup> - the improvement of the participation of the labour market by means of an inclusive and flexible access to the labour market – life-long learn-

ing, active policies on the labour market and modern social security systems. The flexicurity measures aim at satisfying the employers' needs with flexible workforce, but also the workers' needs for job security and a decrease in the long-term unemployment, as well as by offering work-life balance.

Consequently, the flexicurity measures should include the possibility for flexible and half-time work, employment for a limited period and work from home. In addition, access to child care centers, flexible working hours of the childcare centers and affordability of childcare (subsidies, price of service according to income), are measures that need to be taken into consideration when making the policies for improvement of the flexicurity measures.

Strengthening the capacities of the labour inspections in order to provide protection against discrimination, especially on grounds of sex, introduce regular trainings to its employees, especially with regards to gender discrimination.

On an annual level the Labour Inspection should inform about the number of registered cases of gender-based discrimination in order to assess whether gender-based discrimination is recognized on the labour market, as well as assess the need for additional building of the capacities of the Labour inspection.

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<sup>44</sup> European Commission – What is Flexicurity -<http://ec.europa.eu/social/main.jsp?catId=102>

The Labour Inspection and MLSP to organize a public campaign in order to raise the social awareness on how to recognize and report gender-based discrimination on the labour market.

To continually promote public-private partnerships for opening new facilities

for childcare and care for the elderly (as well as people under long-term care). The number of newly opened childcare centers and homes for the elderly to be published on the web-site of EARM and the web-sites of the municipalities where these centers are located, on an annual level.

SG 2. SSO 2.3. RESULT 2: BETTER ACCESS AND CONDITIONS FOR WOMEN STARTING AND DEVELOPING ENTREPRENEURSHIP

Description:	Better access and conditions for women starting and developing entrepreneurship	
Responsible institution:	MLSP, Ministry of Economy, APERM	
Potential impact:	Transformative	
Level of completion	1. Analysis – gender equality and entrepreneurship	Late
	2. Raising awareness about female entrepreneurship	On time
	3. Coordinating the implementation of the existing policies, measures and subsidies	Late
	4. Pilot trainings for potential and existing women entrepreneurs	Has not started yet
	5. Conducting the Competitiveness Program	On time
	6. Trainings on how to make a business plan	On time
	7. Trainings for students on filling out job applications	On time
	8. Trainings for small and medium enterprises	On time
	9. Trainings for women entrepreneurs	Late
Envisaged in the operational plan-2013	No	
Envisaged in the operational plan -2014	Yes, partially	
Envisaged in the operational plan -2015	Yes, partially	
Recommendations:	Further work is required	
Comment	The activities 5, 6, 7, 8 and 9 were included in OP for 2015, but not in the NAP	

## FULL TEXT OF THE ENVISAGED ACTIVITIES

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1. Drafting a comprehensive analysis on the situation with gender equality and entrepreneurship in the RM; 2. Raising the awareness and encouraging women to get involved in entrepreneurship and accept the profile of a women entrepreneur; 3. Coordinating the implementation of the existing poli-

cies, measures and subsidies for a transition from informal to formal economy and their promotion; 4. Conducting pilot trainings (Mentoring) for potential and existing women entrepreneurs on developing and promoting female entrepreneurship by means of entrepreneur mentoring.

## ACTIVITIES ENVISAGED WITH THE OP 2015

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1. Implementation of the Program on competitiveness, innovation and entrepreneurship for 2015, part IIA. Support and development of small and medium enterprises, Financial support for women entrepreneurs. 2. Organizing a minimum of ten trainings on various topics for drafting a business plan, designed for the participants involved in the project – Competition for Best Business Plan. 3. Five student trainings on

preparing job applications for easier access of young people to the labour market. 4. Five trainings for small and medium enterprises, in order to increase the competitiveness of the employees in the private sector. 5. Three trainings in order to raise the level of competitiveness among the already existing companies managed by women entrepreneurs, as well as those who have just founded their business.

## ACTIVITIES CONDUCTED IN 2015

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According to the annual report of the Agency for Promotion of Entrepreneurship of the Republic of Macedonia, three one-day trainings were held, for 90 women entrepreneurs. The goal of the trainings was to raise the level of competitiveness among the already existing companies managed by women entrepreneurs. 150,000.00 MKD were allocated to this incentive.

The second activity, that 200,000.00 MKD were allocated to and which ap-

pears in both the OP and NAP, are the mentoring workshops between experienced entrepreneurs and start-up companies. This activity, although successfully completed, was not specifically aimed at women, as the OP envisaged. There is not detailed information on the number of mentored women in this part and the report on this activity largely refers to the youth, while women are not mentioned as a target group in the report at all.

The activities (activity 5, 6, 7 and 8) which are envisaged in the Operational plan and were fully completed are not specifically aimed at women. In addition, there is no gender-disaggregated statistical data on the representation of women in the implemented activities, or data on whether women were represented with 40% in the drafting of the business plan, as OP stipulates<sup>45</sup>.

Within the event “European Days of the Entrepreneur & European Week of Small and Medium Enterprises”, a session titled “Female and Social Entrepreneurship as Key Factors in Decreasing Unemployment” was held.

The Ministry of Economy, in line with the Program for Competitiveness, Innovations and Entrepreneurship, allocated 1,800,000.00 MKD in 2015 to subsidize the enterprises owned or managed by women, an amount which 23% higher than the amount allocated to female entrepreneurship in 2014, which amounted to 1,400,000.00 MKD.

The subject of the open call is subsidizing companies owned (over 50%) and managed by women, citizens of the Republic of Macedonia, by co-financing

of 60% of the established costs, but not in an amount exceeding 120,000.00 MKD, founded for the following purposes:

- Procurement of equipment and tools;
- Design/renovation of the business premises and
- Childcare for preschool children or women who are starting their own business (60% of the costs for child care or a nannie, but not in an amount exceeding 30,000.00 MKD).

The measures of the Ministry of Economy were not included in the OP for 2015, or the NAP which indicates a lack of inter-institutional coordination between the Ministry of Economy and MLSP when it comes to the measure for improving gender equality. In order to obtain financial support allocated to female entrepreneurship, in accordance with the Program for Competitiveness, Innovations and Entrepreneurship for 2015, a total of 26 applications were submitted to the Ministry of Economy. 15 of them were accepted, while 11 were rejected for not fulfilling the terms from the open call. Out of the envisaged 1,800,000.00<sup>46</sup> MKD for subsidizing companies

<sup>45</sup> Agency for Promotion of Entrepreneurship in the Republic of Macedonia (2015). Report on the realization of the Program for Support of Entrepreneurship, Competitiveness and Innovativeness of small and medium enterprises in 2015; E-mail correspondence from 18/02/2016 with Maja Petrova, Professional Association, Agency for Promotion of Entrepreneurship of the RM

<sup>46</sup> Program on competitiveness, innovation and entrepreneurship, for 2015. Adopted at the Government session on 21.12.2014 Official Gazette of the Republic of Macedonia, no. 194, 25 December 2014

owned or managed by women, a total of 1,050.420.00 were awarded, which is 58% of the budget planned for this

measure and which were fully paid to the applicants whose applications were approved<sup>47</sup>.

## EFFECT OF THE IMPLEMENTED MEASURES

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Some of the activities included in the OP but not in the NAP, have the purpose of strengthening the entrepreneurial capacities among young people, without any specific goals directed towards female entrepreneurship, and therefore it is impossible to assess the impact of the conducted activities on gender equality.

There is a lack of a comprehensive analysis on the needs of women entrepreneurs which would serve to shape the upcoming activities, making it possible to direct those activities towards fulfillment of the needs of women entrepreneurs.

The applicants who were granted subsidies through the measures of the Min-

istry of Economy for support of female entrepreneurship have the chance to develop their businesses and consequently become economically empowered. If the measure is implemented on an annual level, it will contribute towards development of small businesses and flexible working hours which would beneficially affect the position of women who are facing barriers when joining the labour market. The measure's shortcoming is that the financial allocations are low, and that no evaluation of the measure's success has been conducted, i.e. it is not clear whether the funds are adequate for support of women entrepreneurs. In addition, the scope of women who were granted support is relatively low.

## RECOMMENDATIONS

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Taking into account that OP involves measures which are not specifically designed for women entrepreneurs, it is recommended that OP follow the activities from the NAP and introduce measures focusing directly on women entrepreneurs. In addition, an increase in the financial allocations is necessary, which will be used

for specific activities designed specifically for women entrepreneurs.

In order to analyze the gender structure of the participants of the various trainings, it is necessary the APERM to keep gender-disaggregated statistics which would be accessible on its web-site.

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<sup>47</sup> Ministry of Economy, Information obtained through a request for access to public information through written correspondence on 25/06/2016.

When it comes to the financial allocations, the funds that end up not being awarded in the first open call for support of female entrepreneurship to be awarded by the end of the ongoing year, i.e. the first call which generally comes out in February<sup>48</sup>, to continue to be announced in February, while the second call (with the unused funds) to be announced in September or October. Taking into account that in 2014 80% of the designated funds were used, and only 58% were used in 2015, it is necessary to increasingly promote the measure, the goal of which would be to attract the potential subsidy users. The measure may be promoted in collaboration with APERM, by launching promotional materials in the Employment Centers on the territory of the Republic of Macedonia.

The Ministry of Economy, in collaboration with APERM and EARM to organize informative sessions about the benefits offered by this measure, as well as trainings on how to apply to get the subsidies, i.e. how to fulfill the criteria and adequately apply for financial support.

In addition, the unused funds on an annual level to be reallocated for the next calendar year and thus result in increased amounts (or more) subsidies for female entrepreneurship.

The last recommendation refers to the problem that continuously recurs with the overlapping competence of the Sector on Entrepreneurship under the Ministry of Economy and APERM and consequently it is recommended to clearly define the competence of the two institutions for the purpose of coordination of their activities, i.e. the Department of Entrepreneurship to adopt the policies and AESRM to implement them. MLSP and the Equal Opportunities Department to work in coordination with the Ministry of Economy and the APERM in the drafting of the new NAP and OP and include and monitor the activities of the Ministry of Economy as part of the measures for promotion of female entrepreneurship and economic empowering of women.

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<sup>48</sup> Program on competitiveness, innovation and entrepreneurship, for 2015. Adopted at the Government session on 21.12.2014 Official Gazette of the Republic of Macedonia, no. 59/00, 12/03, 44/05, 37/06 115,07, 19/08, 82/08, 10/10, 51/11, 15/13 and 129/4. .

## SG 2. SSO 2.3. RESULT 3: IMPROVED ACCESS OF WOMEN TO EMPLOYMENT POLICIES

Description:		Improved access of women to employment policies
Responsible institution:		MLSP, EARM
Potential impact:		Transformative
Level of completion	1. Advancing the measures for access to the labour market by women from vulnerable groups	Partially completed
	2. Mechanism for inter-institutional collaboration	Has not started yet
	3. Activities stimulating the cooperation between LGU, the Employment Center and the gender mechanisms	Partially completed
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Recommendations:		Further work is required

### FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Strengthening and advancing the existing measures for access to the labour market by women from vulnerable groups by introducing gender equality as a priority in the employment policies; 2. Introducing a mechanism for inter-institutional collaboration in the advancing, implementation and monitoring of the employment measures and policies and gender equality; 3. Activities stimulating the cooperation between the Local Government Units, the Employment Centers and the Gender Mechanisms in the promotion and implementation of the employment policies on a local level.

### ACTIVITIES CONDUCTED IN 2015

“Subsidizing employment” is a program for a conditioned financial subsidy for employment of people who are social risk which enables the employment of people from vulnerable groups, including victims of domestic violence. A total of 136 people have been employed through this measure and subsidies

in the amount of 18,000,000.00<sup>49</sup> have been used. In accordance with the Operational plan for 2015, there have been no women users (victims of domestic violence<sup>50</sup>) of the program “Subsidizing employment”.

According to the information obtained from MLSP, there is no mechanism for advancing inter-institutional collaboration in the process of implementation and monitoring of the employment measures and policies and gender equality.

MLSP in collaboration with the CEO and the local employment centers,

with the support of the Austrian Embassy, organized events on positive employment practices for rural areas. In addition, workshops were organized on understanding the concept of discrimination and equal opportunities. The events were organized under the Memorandum of Cooperation with the Austrian Embassy and address several areas (pension insurance, social protection, employment, gender equality). All of the events were held in Skopje, but there is lack of data on the number of people who attended the events and the gender structure of the participants.

#### EFFECT OF THE IMPLEMENTED MEASURES

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The “Subsidizing employment” measure had no effect, as there were no women users of this measure in 2015.

Due to the delay in the introduction of a mechanism for inter-institutional cooperation, this measure had no effect whatsoever.

The events devoted to positive employment practices in the rural areas encourage the collaboration between the LGU, the employment centers and the local gender equality mechanisms and may have a positive effect in the introduction of additional activities for improvement of the inclusion of women on the labour market in individual municipalities.

#### RECOMMENDATIONS

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Creating a mechanism for advancement of the inter-institutional collaboration on the implementation and

monitoring of the employment measures and policies and gender equality should be one of the first activities in

<sup>49</sup> Ministry of Labour and Social Policy (2015). Operational plan amending the Operational plan on labour market services and active employment programs and measures for 2015. Available at - <http://bit.ly/29K21Om>

<sup>50</sup> Information obtained through a request for access to public information, sent by the Employment Agency of the Republic of Macedonia 20/07/2016

order to clearly define the obligations and competence of the different ministries, department and institutions in the process of implementation and monitoring of the employment measures and policies and gender equality.

Further work is required to advance the existing measures for access to the labour market of the vulnerable groups of women. The collaboration with CSOs working on re-integration of women

who are victims of domestic violence will facilitate the targeting of women who might be interested in using this measure.

The mechanisms of inter-institutional collaboration need to be further developed and put into practice, i.e. full coordination between the various institutions, as well as collaboration with CSOs regarding the implementation of the NAP and OP, is required.

SG 2. SSO 2.3. RESULT 4: ELIMINATION OF ALL THE FORMS OF DISCRIMINATION ON GROUNDS OF SEX ON THE LABOUR MARKET

Description:		Elimination of all the forms of discrimination on grounds of sex on the labour market
Responsible institution:		MLSP, EARM, APERM
Potential impact:		Transformative
Level of completion	1. Conducting a research	Has not started yet
	2. Advancing the activities	Substantially completed /Continual activity
	3. Gender sensitization of the mechanisms for implementation of LLR, LEO, LPPD	Substantially completed
	4. Promotion of the provisions from the LEO in the private sector	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		Yes
Envisaged in the operational plan -2015		No
Recommendations:		Further work is required

## FULL TEXT OF THE ENVISAGED ACTIVITIES

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1. Conducting research on the occurrence and types of discrimination on grounds of sex on the labour market; 2. Advancing the activities in order to inform about discrimination on grounds of sex on the labour market by the social partners and other stakeholders in

the area (Employment Agency, MLSP); 3. Activities for gender sensitization (non-discrimination on grounds of sex) of the mechanisms for implementation of LLR, LEP and LPPD. Activities for promotion of the provisions of LEO in the private sector.

## ACTIVITIES CONDUCTED IN 2015

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According to the information obtained from the Department for Equal Opportunities, in 2015, in collaboration with the International Labour Organization, workshops/conferences were held with specific focus on gender discrimination on the labour market, as well as the gender pay gap. The workshops/conferences, were also attended by representatives of the social partners (the trade unions, the workers, representatives of the MLSP and the civil sector). When it comes to the activities for gender sensitization (non-discrimination on grounds of sex) of the mech-

anisms for implementation of LLR, LEO and LPPD, MLSP, together with the line ministries and the local self-government, regularly holds workshops and coordination meetings in order to increase the gender sensitization. Additional information on these events, including the number of participants and the follow-up activities were not submitted to the research team. It is worth mentioning that the lack of data and information is a systemic problem and continually occurs as a challenge that the institutions are facing.

## EFFECT OF THE IMPLEMENTED MEASURES

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Due to the delay in the conducting of a research on the occurrence and types of discrimination on grounds of sex on the labour market and the activities for promotion of the provisions of LEO in the private sector, these two measures have had no effect whatsoever.

Holding workshops/conferences on gender discrimination with social partners

contributes towards an increase in the awareness and recognizing of gender discrimination of the labour market.

It can be assumed that the workshops for gender sensitization (non-discrimination on grounds of sex) of the mechanisms for implementation of LLR, LEO and LPPD, organized by MLSP and held in collaboration with the line minis-

tries and the local self-governments has contributed towards strengthening of the mechanisms for easier recognition of gender based discrimination.

## RECOMMENDATIONS

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MLSP to allocate adequate funds for the implementation of a research on the occurrence and types of discrimination on grounds of sex on the labour market. The research can be carried out with the help of organizations working in this area, and which have relevant expertise on the topic.

Allocation of financial resources that will be used to implement the activities in order to cover a larger part of

the social partners. The social partners such as AERM, the trade unions and the business sector to get involved in the activities aimed at informing about discrimination on grounds of sex on the labour market.

In collaboration with the trade unions, the Department on Equal Opportunities to initiate activities for promotion of the provisions of the LEO in the private sector.

**SPECIFIC STRATEGIC GOAL 2.4:** Established and piloted educational program on gender equality in a pre-school institution, the primary, secondary and university education (covering 2 pilot childcare centers, a module on gender equality under the subject of civil society in primary school, a subject on gender equality or sexual/reproductive health in secondary school and one subject on gender equality at the Faculty of Pedagogy or the Institute for Social Work)

SG 2. SSO 2.4. RESULT 1: DEVELOPED AND PILOTED EDUCATIONAL MODULE ON GENDER EQUALITY IN PRESCHOOL EDUCATION

Description:		Developed and piloted educational module on gender equality in pre-school education
Responsible institution:		Bureau for Development of Education, MES, MLSP,
Potential influence:		Transformative
Level of completion	1. Piloting pre-school gender-sensitive education	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Recommendations:		Further work is required

FULL TEXT OF THE ENVISAGED ACTIVITIES

Selection and piloting of pre-school gender-sensitive education in two pilot childcare centers.

ACTIVITIES CONDUCTED IN 2015

Selection and piloting preschool gender sensitive education in two pilot childcare centers was an activity envisaged for 2013-2014, but it did not start in 2015 as well. According to MLSP, it is expected the implementation of this measure to start by the end of 2016.

## EFFECT OF THE IMPLEMENTED MEASURES

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Gender sensitive education in child-care centers is one of the key components that will contribute towards a decrease in the gender stereotypes from the earliest age and consequently have a transformative impact on society. The lack of gender-sensitive education additionally affects the future efforts to promote gender equality and

cut down on the gender stereotypes in society. Due to the non-implementation of this measure, no positive effect with regards to the advancement of gender equality has been achieved. The non-implementation of this measure additionally deepens the gender stereotypes which are most often formed during the earliest stages of education.

## RECOMMENDATIONS

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To have this measure included in the OP for 2016 and the future Action and Operational plans. The Government to allocate adequate financial, human

and technical resources and give priority to this measure in the new Actional Plan post-2016 in order for it to be implemented in its early stages.

## SG 2. SSO 2.4. RESULT 2: DEVELOPED AND PILOTED PROGRAM FOR GENDER EQUALITY IN PRIMARY EDUCATION

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Description:		Developed and piloted measure for gender equality in primary education
Responsible institution:		MLSP, MDE, MES
Potential impact:		Transformative
Level of completion	1. Analysis of the textbooks for primary education	Has not started yet
	2. Pilot content on gender equality under the subject of Civil Society	Has not started yet
	3. Strengthening the capacities of the Civil Society schoolteachers	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Recommendation:		Further work is required

## FULL TEXT OF THE ENVISAGED ACTIVITIES

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1. Analysis of the textbooks for primary education, grade 1 to 4 from a gender perspective; 2. Introduction of pilot content on gender equality under

the subject of Civil Society; 3. Strengthening the capacities of schoolteachers in Civil Society on gender equality and measuring their success.

## ACTIVITIES CONDUCTED IN 2015

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The listed activities were not introduced in the Operational plan for 2015.

There was no additional information, which suggests non-implementation of these activities and delay in their effect on the development of gender equality.

In 2015, according to the information obtained by the Coordinator on Equal Opportunities from MES, the Ministry has been working on re-designing the textbooks and teaching aids from all the levels of the educational system with regards to the stereotypes from the aspect of gender equality (the woman's place in the family, the "typical" chores and professions held by women, etc.)

No pilot content on gender equality under the subject of Civil Society was introduced in 2015, and no gender equality trainings were conducted for the purpose of strengthening the capacities of the teachers in the subject Civil Society. In addition, there were no activities directed towards the strengthening of the capacities of the Civil Society Teachers on gender equality and measuring the success.

## EFFECT OF THE IMPLEMENTED MEASURES

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There has been no positive effect of these measures, as the activities envisaged for this area have not been implemented.

## RECOMMENDATIONS

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The activities envisaged in the NAP were not included in the OP 2013-2015. This indicates that this was not a priority measure and that additional efforts on the part of the Government are required for the adoption of the rulebook

on the mode of implementation of the gender analysis. This also refers to the strengthening of the teachers' capacities for education that would include the gender component and the designing of the pilot programs.

SG 2. SSO 2.4. RESULT 3: THE PRINCIPLE OF GENDER EQUALITY PROMOTED IN UNIVERSITY EDUCATION

Description:	The principle of gender equality promoted in university education	
Responsible Institution:	BDE, MES	
Potential impact:	Transformative	
Level of completion	1. Science conferences	Has not started yet
	2. Rulebook on university courses and study programs	Has not started yet
	3. Measures against stereotypization in the choice of university education	Has not started yet
Envisaged in the operational plan-2013	No	
Envisaged in the operational plan -2014	No	
Envisaged in the operational plan -2015	No	
Recommendations:	Further work is required	

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Organizing scientific conferences devoted to the integration of the principle of gender equality in the educational process and scientific research in universities; 2. Drafting a rulebook on the

integration of the principle of gender equality in the university courses and study programs; 3. Undertaking measures against the stereotypization in the choice of university education.

ACTIVITIES CONDUCTED IN 2015

According to the Action Plan, the organization of scientific conferences devoted to the integration of the principle of gender equality in the educational process and scientific research at universities was planned for 2014 or 2015. In 2015 this activity remained unfulfilled. The drafting of the rulebooks on the integration of the principle of gender equality in the university courses and study programs and the measures

against the stereotypization in the choice of university education did not start in 2015.

It is worth mentioning that the Specific Strategic Objective 2.4. was omitted from the OP for 20014 and 2015 and MLSP does not have additional information as to whether these activities have been postponed or abandoned.

EFFECT OF THE IMPLEMENTED MEASURES

Due to the non-implementation of the Specific Strategic Objective 2.4 and the envisaged activities, no effect was achieved in the advancing of gender equality. If the activities from the NAP planned for the sector of education are successfully implemented, the mea-

asures envisaged for this part will build on the measures from day care center and primary education and contribute to them being accepted as an integral part of education and aid in the shattering of the gender-related stereotypes in society.

RECOMMENDATIONS

The activities should be implemented in coordination with the various institutions of higher education in the country. Adequate funds should be allocated for the implementation of this measure.

Studies at the Institute of Gender Studies under the Faculty of Philosophy “Ss. Cyril and Methodius”, which is the only educational unit in the country which provides formal academic education at undergraduate level from the area of gender to be reactivated.

In order to affirm the efforts for promotion of gender equality, the Gender

SG 2. SSO 2.4. RESULT 4: THE PRINCIPLE OF GENDER EQUALITY PROMOTED IN SCIENTIFIC RESEARCH

Description:		The principle of gender equality promoted in scientific research
Responsible institution:		BDE, MES
Potential impact:		Transformative
Level of completion	1. Gender analysis of scientific research	Has not started yet
	2. Criteria for assessment of scientific projects from a gender perspective	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		No
Envisaged in the operational plan -2015		No
Recommendations:		Further work is required

## FULL TEXT OF THE ENVISAGED ACTIVITIES

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1. Drafting a gender analysis of the scientific research in the RM; 2. Preparing draft-criteria for assessment of the scientific projects from a gender perspective, financed by MES.

## ACTIVITIES CONDUCTED IN 2015

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The implementation of these activities has not started yet.

## EFFECT OF THE CONDUCTED MEASURES

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The activities from the NAP are not envisaged in the OP for 2013-2015. The effect of the conducted measures cannot be measured, as the activities planned for implementation have not started yet.

## RECOMMENDATIONS

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The implementation of these two measures requires increased efforts. The civil sector should be involved in the preparing of the draft-criteria for assessment of the science projects from a gender perspective.

**SPECIFIC STRATEGIC OBJECTIVE 2.5: HEALTHCARE**

**SG 2. SSO 2.5. RESULT1: GENDER EQUALITY AND HEALTHCARE RECORDS**

Description:		Introducing a unified methodology for collection, monitoring and analysis of data on all the diseases that affect men and women and on the healthcare services used
Responsible institution:		The Ministry of Health, the Institute of Public Health
Potential impact:		Significant
Level of completion	1. New model reports on the use of healthcare services	Has not started yet
	2. Software programs and registers for disease-monitoring	Partially completed
	3. Education of healthcare professionals	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		Yes
Envisaged in the operational plan -2015		Yes
Recommendations:		Further work is required

**FULL TEXT OF THE ENVISAGED ACTIVITIES**

<p>1. Continuing with the activities for drafting and establishing new model-reports on the use of healthcare services from a gender perspective;</p>	<p>Establishing software programs and registries for monitoring certain diseases among men and women; 3. Educating the healthcare professionals on the new methodologies for filling in the sample forms.</p>
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**ACTIVITIES CONDUCTED IN 2015**

According to the information of the representatives of the Ministry of Health, the drafting of new sample reports on the use of healthcare services from a gender perspective has not started yet.

When it comes to setting up software programs and registers for monitoring certain diseases typical of women and men, the gender-disaggregated data would be collected through the Administration for Electronic Healthcare i.e. the “My Term” platform. Unified and credible data can be collected through the platform, including the patients’ gender. However, the data is not publicly available in the

form of a database where the number of people affected by specific diseases could be found by simple browsing. One of the goals of NAP is education of the healthcare professionals on the application of the new methodologies for filling in the samples, which has not started yet because this measure is related to the first and second measures which have not been implemented yet.

#### EFFECT OF THE IMPLEMENTED MEASURES

The envisaged activities were not implemented on time, and due to the lack of implementation of the measures no positive effect was achieved.

#### RECOMMENDATIONS

The process of drafting and introducing new sample reports on the use of healthcare services from a gender perspective to start in 2016.

The setting up of software program and registers (an open database) in order to monitor the diseases typical of women and men will provide insight into the trends (of diseases among women and men). By means of data analysis, it will be possible to prepare adequate preventative programs and campaigns in order to cut down on certain diseases.

In addition, in this way it will be possible to evaluate the existing measures and see whether they are effective in the prevention and early detection of diseases.

The education of medical professionals on the application of new methodologies for filling in forms is an activity which should accompany the introduction of the new forms – an activity which has not started yet, and therefore it is not possible to give an adequate recommendation for the accompanying activity.

SG 2. SSO 2.5. RESULT 2: INCREASING THE QUALITY OF HEALTHCARE SERVICES

Description:		Increasing the quality and accessibility of healthcare services to men and women
Responsible institution:		Ministry of Healthcare, Institute of Public Health, Centers of Public Health
Potential impact:		Transformative
Level of completion	1. Campaigns for prevention programs	Partially completed
	2. Program for early detection of malign diseases	Partially completed
	3. Promotion of the need for protection of women's reproductive and sexual rights	Has not started yet
	4. Providing gynecologists in PH	Has not started yet
	5. Research on the sexual and reproductive health of Roma women	Has not started yet
	6. Research on the healthcare workers and gender-based violence	Has not started yet
	7. Holding two capacity-building workshops	Has not started yet
	8. Analysis of the access to healthcare of rural women	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		Yes, partially
Envisaged in the operational plan -2015		Yes, partially
Recommendation:		Continual activity
Comment:		Activity 5 was envisaged in the NAP for 2013, but so far has not been included in OP 2013, OP 2014 or OP 2015. Activities number 6, 7 and 8 were not envisaged in NAP, but were planned in OP 2015

## FULL TEXT OF THE ENVISAGED ACTIVITIES

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1. Conducting campaigns and other informative measures for promotion of the existing prevention programs in order to advance the health of men and women with regards to the most frequent causes of mortality and morbidity; 2. Improving the existing measures for protection of women's health, i.e. conducting the program for early detection of malign diseases in RM (breast cancer, ovarian cancer and colon cancer); 3. Promoting the need of protection and advancing of the reproductive and sexual rights of women (Increasing the women's awareness about their sexual and reproductive rights, as well as sexually-transmitted infections); 4. Providing doctors – gynecologists in the gynecology and obstetrics

department in the Primary Healthcare according to the prescribed standard which stipulates 1 team of doctors per 300 women older than the age of 15, in accordance with the Network of Healthcare Institutions in RM; 5. Research on the knowledge, attitudes, skills and practices of (KASP) of Roma women for the purpose of advancing their sexual and reproductive rights. 6. Conducting research on the availability of services from healthcare professionals and their response to gender-based violence; 7. Holding two capacity-building workshops; 8. Preparing an analysis for facilitated access of women from rural areas and Roma women to their guaranteed healthcare.

## ACTIVITIES CONDUCTED IN 2015

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According to the Ministry of Health<sup>51</sup>, on an annual level they usually launch promotional campaigns about the various preventive measures they implement, including the free Pap-smear tests, the vaccines against cervical cancer and campaigns raising the awareness about HIV-AIDS. In 2015, in comparison to the previous year, only a video was published on the web-site

of the Public Health Institute for promotion of the free screening (the pap-smear tests)<sup>52</sup> and informative leaflets about the free preventive screenings for ovarian cancer and colon cancer were distributed<sup>53</sup>. There is no additional information about the number of distributed leaflets, where they were distributed and the timeframe of leaflet distribution.

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<sup>51</sup> Information obtained from MH at a meeting held on 2/6/2016

<sup>52</sup> Institute for Public Health (2015). An advertisement for free Pap tests - <http://www.iph.mk/pap-test-video/>

<sup>53</sup> MLSP (2016) Annual Report on the conducted activities and the achieved progress in establishing equal opportunities of women and men in the Republic of Macedonia for 2015.

The program for early detection of malign diseases in the Republic of Macedonia for 2015 refers to:

1. Cervical screenings 2015-2017 that 9,300,00.00 MKD were allocated for in 2015.
2. Opportunistic screening for colorectal cancer in the Republic of Macedonia that 4,640,00.00 MKD were allocated for.
3. Check-ups of patients for early discovery of prostate cancer (age group 50 to 55) with a family risk of 45-50 years that 50,000,00 MKD were allocated for.
4. Organizing opportunistic mammography screenings for breast cancer that 9,000,000.00 MKD were allocated for.

In 2015, the screening for cervical cancer covered the women aged 24-35 and the women aged 36-60 who had not had a Pap smear in the course of 2014. The primary care gynecologists are the ones who will carry out the Program on the level of the entire country<sup>54</sup>.

In 2015, 29,887 Pap smear tests were carried out, which marked an increase by 12% from 2014, when a total of 26,279 women aged 49-60 were covered with the screening for cervical cancer, as well as the women aged 36-48 who had not had a Pap smear in 2013<sup>55</sup>. According to the MH, the measure for screening for cervical cancer has been successfully implemented and nearly 90% of the program has been realized. The financial allocations for implementation of the program are not publicly available<sup>56</sup>, and the annual program envisages a coverage of 30,000 women for cytological analysis, i.e. Pap tests, while the total number of women covered in 2015 is 29,887 Pap tests, which is nearly 100% of the envisaged number of women covered with this measure.

In addition, in order to realize the program for free screening for cervical cancer, towards the end of 2015, the measure was carried out with the aid of HERA, Healthcare Education and Re-

<sup>54</sup> Government of the Republic of Macedonia (2014). Program for early detection of malign diseases in the Republic of Macedonia for 2015. (Official Gazette of the Republic of Macedonia no. 43/12, 145/12, 87/13, 164/13, 39/14, 43/14 and 132/14),

<sup>55</sup> Effects of the screening program for early detection of cervical cancer in the Republic of Macedonia on the occasion of "Cervical Cancer Prevention Week" 25-31 January 2015. Available at: <http://www.iph.mk/efekti-od-skrining-programa-za-rano-otkrivanje-na-rak-na-grlo-na-matka-vo-rm-po-povod-nedelata-za-prevencija-na-cervikalniot-kancer-25-31-januari-2015-godina/>

<sup>56</sup> A request for access to public information was sent to the Ministry of Health on 17/05/2016, followed by a meeting and additional e-mail communication related to the program for early detection of malign diseases, and the size of funds allocated to this program, but no answer was given by the MH as to how much funds were spent on this program.

search Association which provided the mobile gynecological health dispensary and the Pap tests which were provided by H.E.R.A through the fund of the International Planned Parenthood Federation. The Ministry of Health provided specialist in gynecology who did the Pap smears<sup>57</sup>.

It not possible to assess whether this is true based on the statements of the MH, as the financial allocations for implementation of the program are not publicly available.

In 2015, the opportunistic screening of colorectal cancer covered a total of 2761 people, but the IPH do not have information about the sex of the tested people.

A series of efforts were done in order to obtain public information regarding the measures envisaged in the Early Detection Program. Apart from sending two requests for access to public information to the MH, a meeting was also held with representatives of MH, including the equal opportunities coordinator under the Ministry of Health. Collecting data, especially when it comes to financial allocations, continues to pose a challenge. Due to the lack of submitted data related to the implementation of the remaining two measures from the prevention pro-

gram, it is impossible to present a detailed outline of the implemented activities in this report.

The activities for promotion of the need for protection of women's reproductive and sexual rights are late and have not started yet. In 2014 the Rulebook on the content and manner of counselling a pregnant woman prior to termination of pregnancy was adopted<sup>58</sup>, which was assessed as biased by the CSOs, while the information included in it seem to have the purpose to affect the woman's decision to regarding the abortion, i.e. is in favour of her keeping the pregnancy.

The Association of Gynecologists and Obstetricians of the Republic of Macedonia, in 2010 drafted the Guidelines for Termination of Pregnancy, under the project for "Strengthening the National Response in the Advancing of Sexual and Reproductive Health in the Republic of Macedonia", a joint activity by the Ministry of Health and the Institute of Public Health, supported by the Office of the United Nations Fund for Population and Development - Skopje. The guidelines were not accepted by the MH, nor did they provide any feedback on the additional meetings with the Association of Gynecologists and CSO<sup>59</sup>.

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<sup>57</sup> Information obtained through an interview with Bojan Jovanovski – Executive Director of H.E.R.A on the 18 February, 2016

<sup>58</sup> Ministry of Health (2014) Rulebook on the content and manner of counselling a pregnant woman prior to termination of pregnancy. Official Gazette of the Republic of Macedonia no. 07-6944/3

<sup>59</sup> Information obtained through an interview with Bojan Jovanovski – Executive Director of H.E.R.A on the 18 February, 2016

In order to achieve the prescribed standard of 1 team per 3000 women aged over 14, it would be necessary to have 286 primary care gynecologists covering the territory of the Republic of Macedonia. In 2015, the official number of teams of gynecologists amounted to 137 which adds up to 6262 women per team of gynecologists, which is twice the recommended prescribed standard according to the Network of Healthcare Institutions in the RM. In 2015, the Municipality of Shuto Orizari still did not get a primary care gynecologist to respond to the needs of more than 8000 women. According to the representatives of MH, the lack of doctors, specialists in gynecology, is the key problem

that the country is facing, as those who specialize in this area often decide to move abroad after they complete their specialization.<sup>60</sup> There is also a lack of incentives for the purpose of increasing the number of gynecologists, especially in the rural environments, and it seems that settling this issue is not a priority for the MH.

In 2015, operating procedures and an Action Plan for sexual and reproductive health in circumstances of crisis and humanitarian crisis was prepared. For this purpose, the Ministry of Health prepared dignity kits for the women migrants.

#### EFFECT OF THE IMPLEMENTED MEASURES

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The effect of the prevention programs would be stronger if the campaigns for these programs had been simultaneously implemented. Due to the lack of campaigns and the airing of a single video on IPH's web-site, it is impossible to measure the effect of this measure.

Conducting the Program for early detection of malign diseases in RM (breast cancer, ovarian cancer, colon cancer) will positively affect the quality of life of women, if the measure is continually implemented, and the budget allocated for this program is fully used.

Taking into account that the information necessary to measure the effect of this program has not been submitted to the research team, it is impossible to measure the effect of the implementation of this measure.

There has been no effect of the activities that have been implemented, due to the non-implementation of the following activities:

1. Promoting the need of protection and promotion of the reproductive and sexual rights of women (Increasing the women's awareness about their

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<sup>60</sup> Information obtained from MH on a meeting held on 02/06/2016

sexual and reproductive rights, as well as sexually-transmitted infections)

2. Providing doctors with a specialization in gynecology and obstetrics for the primary healthcare, according to the prescribed standard
3. Research on the knowledge, attitudes, practice and skills (CAPS) of Roma women for advancing their

sexual and reproductive health;

4. Conducting research on the accessibility of the services of healthcare professionals and their response to gender-based violence;
5. Preparing an analysis in order to alleviate the access of rural and Roma women to their guaranteed healthcare.

## RECOMMENDATIONS

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Allocating adequate funds annually for implementation of the campaigns for prevention programs implemented by the Ministry. MH to keep records on the level of the utilization of the prevention program before and after the campaign, thus measuring the effect of the campaign, i.e. whether the campaign has resulted in an increase in the number of users of prevention programs.

The MH to conduct continual analysis on the implementation of the Program for Early Detection on how effectively the measure has been implemented in the past few years (after its introduction), including the number of people who have taken advantage of the program and how much of the planned financial allocations have been spent on the program.

MH, in collaboration with the civil society and international organizations (UNFPA, UNWOMEN) and IPH to make

efforts and work towards promoting the measures for advancing sexual and reproductive health of women, including putting the oral contraceptives on the positive list of medications. The recommendations in the policy paper “Growing Mortality Rate of Infants and Mothers in Macedonia”<sup>61</sup>, prepared by the Platform for Gender Equality to be taken into consideration with regards to the improvement of the reproductive health of women (a decrease in the infant mortality rate in Macedonia). In addition, to revise the Rulebook on the content and manner of counselling pregnant women prior to termination of pregnancy, and take into consideration the civil society organization proposals for its improvement.

When it comes to the lack of gynecologists, MH in collaboration with the CSOs to consider the option of introduction several mobile health dispensaries that will do regular tours around the places

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<sup>61</sup> Platform for gender equality (2015) “Growing Mortality Rate of Infants and Mothers in Macedonia” available at: <http://bit.ly/1ZI9TA4>

where there is a lack of PH gynecologists. This measure may be financed by MH and implemented by CSO, and MH can encourage doctors doing their residencies to work in rural areas/municipalities without gynecological teams by giving them incentives<sup>62</sup>.

Conducting research on the knowledge, attitudes, skills and practice (KASP) of Roma women for promotion of their sexual and reproductive health should be one of the priority measures for MH, bearing in mind that the access to healthcare services for Roma women is hampered. The successful implemen-

tation of this measure would require MH to collaborate with CSOs working with this group of women, and rely on them for specific information about the knowledge, attitudes, skills and practices (KASP) of the Roma women.

Conducting the research on the availability of services by healthcare professionals and their response to gender-based violence is a key activity that needs to be one of the priorities of MH. The research should serve as a basis for the introduction of protocols on how healthcare workers should treat victims of domestic violence.

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<sup>62</sup> The incentives should include financial benefits during and after the completion of the residency, as well as other benefits – mobile telephones, a vehicle, flexible working hours.

SG 2. SSO 2.6. RESULT 1: IMPROVED ACCESS TO SOCIAL PROTECTION

Description:		Improved access and quality of social services for men and women with regards to their specific needs from a gender perspective
Responsible institution:		Institute for Social Activities, MLSP
Potential impact:		Transformative
Level of completion	1. Integrating the gender concept in the mandatory trainings	Substantially completed/Continual activity
	2. Strengthening the capacities of the professionals working ISA/CSW	Substantially completed /Continual activity
	3. Analyzing and integrating the gender concept in the professional documentation of ISA	Substantially completed /Continual activity
	4. Gender-analysis of the users' access to social services	Has not started yet
	5. Systemic trainings for strengthening the capacities of professionals	Substantially completed/Continual activity
	6. Trainings for overcoming stereotypes (ELS)	Has not started yet
	7. Drafting an amendment to the Law on Free Aid	Has not started yet
	8. Developing a web-site	Partially completed/Continual activity
Envisaged in the operational plan-2013		No
Envisaged in the operational plan-2014		Yes, partially
Envisaged in the operational plan-2015		Yes, partially
Recommendations:		Continual activity
Comment		Activities 5, 6 and 7 were not envisaged in the NAP, but were incorporated in OP 2015

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Integrating gender into the mandatory trainings in the system of licensing professionals in the social protection system; 2 Strengthening the capacities of the professionals in the social protection system by training them on gender at systematic trainings; 3. Analyzing and integrating gender in the professional documenta-

tion of the Institute for Social Activities on the work of various groups of people at social risk (guidelines, standards); 4. Gender analysis of the users' (men and women) access to social services and their utilization (social welfare, single parents, assigning child custody and education and legal support of a minor child by a parent they do not live with) and recommendations for access to services;

5. Training on overcoming the stereotypes on the role of women in the family and in society (conducting trainings with councilors from the LGU). 6. Drafting an amendment to the Law on Free Legal Aid in order to alleviate the conditions for access to this right for women victims of domestic violence 7. Developing a website – reactivating the old web-platform of gender equality.

#### ACTIVITIES CONDUCTED IN 2015

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PU ISA has incorporated the concept of gender in the mandatory trainings in the system of licensing professionals in the social protection system since 2013. The trainings have been conducted in continuity since 2013, while additional ones were also conducted in 2015.

In its social protection system, PU ISA has an electronic database on the users of social services, and one of the mandatory parameters when collecting data is to note down the gender of the users. However, no gender analysis of the social services and their use by women and men has been carried out (social welfare, single parents, assigning child custody and education and legal support for a minor child from the parent that he/she does not live with).

In collaboration with UN Women in Skopje, in 2011 a module on the gender perspective in social work was developed. The capacities of social workers

are strengthened by participating in systemic trainings where the module on the gender perspective in social work is used. 4 workshops attended by 78 professionals from CSW were held, 60 of whom were women and 18 men.

Some of the planned activities, such as organizing and delivering trainings, were implemented by PI ISA with the support of the UN Agencies in the country.

The Law on Legal Aid has still not been changed in order to alleviate the conditions for access to this right to women victims of domestic violence. The civil sector points out that although the law needs to be changed, there is still certain flexibility with regards to women victims of domestic violence, i.e. free aid is granted based on their personal income, and not the joint (family) income, as is stipulated for the other groups of users of free legal aid<sup>63</sup>.

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<sup>63</sup> Information obtained through a phone call with Neda Chalovska, - Legal Advisor, Helsinki Committee for Human Rights of the Republic of Macedonia

## EFFECT OF THE CONDUCTED MEASURES

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According to the Department for Equal Opportunities, so far there had been no trainings on overcoming the stereotypes on the roles of women and men in the family and in society (conducting trainings with councilors in LGU), and therefore this activity has had no effect.

The activity – Gender analysis on users' (men and women) access to social services and their utilization has not started yet, and therefore the measure has had no effect. The draft-amendment to the Law on Free Legal Aid is also a similar case, where, although the criteria on granting free legal aid are flexible, the law has not changed in the direction of alleviating the conditions for ac-

cess to free legal aid to the women who are victims of domestic violence.

The web site [www.rodovarnopravnost.gov.mk](http://www.rodovarnopravnost.gov.mk) has not been updated with new data at all in 2015<sup>64</sup>, and has therefore no effect in expanding the database with information used for the purpose of advancing gender equality.

The effect of integrating the gender concept in the mandatory trainings in the system for licensing professionals has contributed towards strengthening of the capacities of the employees in the PI ISW, whereby they will have increased understanding of the diverse needs of the users of the services of PI ISW.

## RECOMMENDATIONS

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PI ISW to strengthen their employees' technical capacities in order to prepare an analysis of the users' access to social services and provide adequate recommendations for alleviating the users' access to services based on the analysis.

Increasing the number of professionals attending the trainings on gender and paying attention of the gender structure of the attendees, i.e. having an equal number of women and men attending the trainings. Allocating ad-

equated funds to organize trainings on overcoming the stereotypes on the roles of women and men in the family and in society (conducting trainings with councilors in LGU). The Department on Equal Opportunities, in collaboration with the local LGU and coordinators on equal opportunities, to strengthen the coordination in order to carry out the trainings on overcoming the stereotypes on the roles of women and men in the family and in society. In addition, it is important to strengthen the collab-

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<sup>64</sup> According to the information obtained from the representatives of the Department on Equal Opportunities in an interview conducted on 17/02/2016, the web-site [www.rodovarnopravnost.gov.mk](http://www.rodovarnopravnost.gov.mk) is not regularly maintained due to the lack of technical staff for its regular maintenance and updating.

oration with CSOs when it comes to the implementation of trainings on overcoming gender stereotypes.

It is necessary to prioritize the changes in the Law on Free Legal Aid in order to alleviate the access to this measure for victims of domestic violence as soon as possible.

Strengthening the technical capacities of MLSP for regular maintenance and updating of the web site: [www.rodovaramnopravnost.gov.mk](http://www.rodovaramnopravnost.gov.mk). This measure may be realized with the help of the civil sector.

**STRATEGIC GOAL 3:** Sustaining/building a culture of equal opportunities and promotion of equal treatment and non-discrimination on grounds of sex.

**Specific Strategic Objective 3.1:** Increased social awareness about the reasons for and consequences of gender inequality by promoting and supporting positive examples of gender sensitive media content, cultural and educational initiatives, gender-responsive and socially responsible corporate private and public companies.

SG 3. SSO 3.1. RESULT: GENDER EQUALITY AND THE MEDIA

Description:		Adopted gender-sensitive program policy in the media, or Improved media content from the perspective of gender equality
Responsible institution:		Agency for Audio and Audiovisual Media Services, DEO
Potential impact:		Significant
Level of completion	1. Selection of the best advertisement	Has not started yet
	2. Public debates on the stereotypes and prejudices	Has not started yet
	3. Public awareness-raising campaign	Has not started yet
	4. Analysis of gender issues in program concepts	Fully completed/ Continual activity
	5. Analysis on how women and men are presented in the media	Fully completed/ Continual activity
	6. Regulatory mechanisms for monitoring of the printed media	Has not started yet
	7. Trainings for teachers on how to recognize the concept of non-discrimination	Has not started yet
	8. Conducting a campaign on raising the awareness about stereotypes	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		Yes
Envisaged in the operational plan -2015		Yes
Recommendations:		Further work is required

## FULL TEXT OF THE ENVISAGED ACTIVITIES

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1. Starting a competition for best advertisement which most efficiently battles the sexist stereotypes and promotes equality between men and women; 2. Public debates on the stereotypes and prejudices and the media; 3. Conducting an awareness raising campaign about the sexist prejudices in the media; 3. Conducting an awareness raising campaign about the sexist media content; 4. Gender analysis of the program concepts and content in the media; 5. Analysis of the media presentations of women and

men in the program concepts and content; 6. Establishing a regulatory monitoring mechanism for the printed media in order to eliminate the stereotypical and discriminatory content; 7. Trainings for the teachers and employees in preschool institutions in order to raise the awareness and recognition of the concept of non-discrimination; 8. Conducting a campaign for raising the citizens' awareness about the importance of gender quality and the existing prejudices and stereotypes in our society.

## ACTIVITIES CONDUCTED IN 2015

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In 2015, out of a total of 8 activities, only 2 activities were conducted. An analysis was conducted on the treatment of gender and representation of men and women in television programs<sup>65</sup>. The Report contains the results of the analysis on the treatment of gender issues, as well as the media representation of women and men. The findings indicate that the advertising content is often based on traditional values and is gender insensitive.

In addition, a gender-analysis of the daily informative shows was conducted which shows that in the news, the gender issues, as well as the gender aspect on treating topics of social relevance are nearly absent, and women are less represented as speakers than men. The analysis of advertisements showed that women are more frequently represented in advertising videos as subjects, and are given traditional roles.

## EFFECT OF THE CONDUCTED MEASURES

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The following activities were not conducted and consequently resulted in no effect:

1. Organizing a competition for best advertisement that most efficiently shatters the sexist stereotypes and

<sup>65</sup> Agency for Audio Visual Media Services (2015) Gender in the Television Programs: Reports from the Research on Gender Issues and Media Representations of Women and Men in the Broadcasters' Program for 2015. Available at: [http://avmu.org.mk/images/Rodot\\_vo\\_televiziskite\\_programi\\_vo\\_2015\\_godina.pdf](http://avmu.org.mk/images/Rodot_vo_televiziskite_programi_vo_2015_godina.pdf)

- promotes equality between women and men;
2. Public debates on stereotypes and prejudice in the media;
  3. Conducting awareness-raising campaign about the sexist content in the media;
  - 4 . Establishing a regulatory mechanism for monitoring of the printed media for the purpose of eliminating stereotypical and discriminatory content;
  5. Conducting trainings for the teachers and employees in pre-school institutions for the purpose of awareness-raising and recognition of the concept of non-discrimination;
  6. Conducting a campaign for raising the citizens' awareness about the importance of gender quality and the existing prejudices and stereotypes in our society.

A gender perspective analysis of the media program concepts and content confirms that men and women continue to be presented in roles which affirm the traditional values and stereotypes in society. It indicates that it is necessary to continue working with the employees in the public broadcasting service (editors, directors, journalists and show hosts) about the manner of dealing with gender stereotypes in the program concepts of the public broadcaster.

## RECOMMENDATIONS

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EARM to allocate funds for the selection of the best advertisement that most efficiently battles the sexist stereotypes and promotes equality between women and men. The implementation of this activity will result in a creative overview of gender equality and raise the awareness of the wider public about the stereotypes in society. The allocation of adequate funding also applies to the conducting of an awareness-raising campaign on the sexist content in the media. In addition, due to the similarity of measure 1 and measure 8, they should be merged into a single measure that should be prioritized in the new NAP.

Taking into the account the fact that the media content promotes stereotypes and women are not represented in the

programs as speaker as often s men, it is important to hold continual debates about the stereotypes and prejudices in the media in order to raise the awareness about greater involvement of women in the media.

The new NAP to envisage measure that will have the goal to promote equality in the program concepts, including trainings on gender for the employees in the public service, especially the editors, journalists and show-hosts. This activity may be implemented in collaboration with the CSOs.

Establishing a regulatory mechanism for monitoring of the printed media may be a longer process and in its course priority should be given to the realization of the activities planned

in the NAP – situation assessment and guidelines and recommendations for regulatory mechanism activities.

The OP for 2015 allocates 60,000 MKD for conducting trainings of teachers and employees in pre-school institutions, on recognizing the concept of non-discrimination. Due to the low

amount designated to the implementation of this measure, it is assumed that in case this measure is implemented, its coverage (number) of trained people, would be relatively low. Therefore, the main recommendation for this measure is to allocate adequate financial, human and technical resources for its successful implementation.

**Specific strategic objective 3.2:** Established coordination (collaboration) between the public, private and civil sector in the implementation of the Law on Equal Opportunities for Women and Men

Description:		Established functional system of coordination between the public, private and civil sectors in the planning and monitoring of the process of achieving gender equality.
Responsible institution:		MLSP
Potential impact:		Significant
Level of completion	1. Establishing a database of analyses and research in the area of gender equality, gender-disaggregated data, by reactivating the web-site of gender equality	Partially completed
	2. Internal procedures for BSA, LGU for mandatory consultation with the private and civic sector	Has not started yet
	3. Analysis of the situation in the private sector with regards to the implementation of LEO	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan-2014		No
Envisaged in the operational plan-2015		No
Recommendations:		Further work is required

## FULL TEXT OF THE ENVISAGED ACTIVITIES

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Establishing a database of 1) analyses and research from the area of gender equality, produced by the state bodies, LGU, the private and civil sector, international organizations and institutions, 2) and gender-disaggregated data related to the Government's programs, by reactivating the web-site for gender equality; 2. Integrating internal procedures by the bodies of state administra-

tion, LGU, on mandatory consultations with the private and civil sectors, and other stakeholders when defining the programs in the sector areas that the Strategy labels as areas of priority in achieving gender equality. Analysis of the situation in the private sector with regards to the implementation of the Law on Equal Opportunities for Women and Men.

## CONDUCTED ACTIVITIES IN 2015

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In collaboration with Reactor – Research in Action, in 2015 a web-page <http://rodovaednakvost.gov.mk/> was developed displaying the information on the legal regulations on equal opportunities and gender equality, as well as the basic information about the Department for Equal Opportunities. Due to a lack of human resources, the information on the web-site was not regularly updated and from mid-2016 the web-site's domain is not active.

However, what is necessary is a fully developed database containing analyses and research from the area of gender equality, produced by the state, LGU, the private and civil sector and international organizations. In addition, there is a need of a database with gen-

der-disaggregated data related to the Government's programs.

In 2015 there are still no activities for introduction of internal procedures for BSA, LGU, for mandatory consultation with the private, civil sector, but the current timeframe in the NAP covers the period 2014 – 2016, so it can be expected that it will be envisaged in the upcoming operational plans.

With regards to the analysis of the situation in the private sector on the implementation of the Law on Equal Opportunities for Women and Men, the activity has not started yet, and there is no information on the private sector's level of compliance with LEO.

## EFFECT OF THE IMPLEMENTED MEASURES

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Launching the website <http://rodovaednakvost.gov.mk/> will enable easier ac-

cess to the legislation on gender equality and information on the Department

for Equal Opportunities and its role in promoting gender equality in the country. However, due to a lack of resources to maintain the website there is no research and analysis database with gender-disaggregated data related with the Government programs.

There has been no effect of the measure for introduction of internal procedures by the administrative bodies and LGU for mandatory consultation with the private sector, the civil society and other stakeholders when formulating programs in the sectoral areas that the Strategy defines as priority areas for achieving gender equality.

The Measure for analysis of the situation in the private sector regarding the implementation of LEO has not been implemented and therefore, there has been no effect of this measure. The lack of analysis on the implementation of LEO in the private sector further complicates the promotion of gender equality in this sector because there is no clear picture of whether LEO is being implemented, the extent to which it is implemented and what would facilitate the implementation of the LEO in the private sector. MLSP and the stakeholders (the business sector) should make increased efforts, accompanied with allocating adequate resources for successful implementation of this measure.

## RECOMMENDATIONS

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During 2015, the <http://rodovaednak-vost.gov.mk/> website was not updated with new information, and increased efforts on the part of MLSP are necessary for regular updates of the website and sharing important information related to gender equality. Since mid-2016, the domain of the website is inactive. Additionally, the website should contain gender-disaggregated data and serve as a database for relevant research data and analysis on gender equality that will encourage policy makers to make decisions that will promote/advance gender equality. The successful implementation of this measure would require to strengthen the technical capacity of the department for equal opportunities in order to

successfully run the website/data base. The new NAP should prioritize the introduction of internal procedures for BSA and LGU for mandatory consultation with the private sector and civil society when formulating programs in the sectoral areas that the Strategy defines as priority areas for achieving gender equality.

MLSP to allocate funds for an analysis of the situation with LEO in the private sector, which would provide data on the level of implementation of LEO in the private sector and thus improve its the implementation. This analysis may be conducted in collaboration with the CSOs.

SG 3. SSO 3.2. RESULT 2: ENCOURAGING THE PRIVATE SECTOR  
TO IMPLEMENT THE LAW ON EQUAL OPPORTUNITIES

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Description:	The private sector is encouraged to implement the Law on Equal Opportunities, by implementing adequate basic and special measures	
Responsible institution:	Inter-Ministerial Group MLSP	
Potential impact:	Significant	
Level of Completion	1. Developing and introducing gender equality markers for gender equality	Has not started yet
	2. Gender equality criteria when assessing applications	Has not started yet
	3. Advertisement for selection of pilot companies from the private sector	Has not started yet
Envisaged in the operational plan - 2013	No	
Envisaged in the operational plan - 2014	No	
Envisaged in the operational plan - 2015	He	
Recommendations:	Further work is required	

FULL TEXT OF THE ENVISAGED ACTIVITIES:

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1. Developing and introducing gender equality markers as an auxiliary tool for the private sector in the promotion of the principle of equal opportunities;
2. Defining the gender equality criteria in the assessment of applications and offers submitted by private and civil society organizations, and in tender-awarding procedures to public and private companies;
3. Announcing an open call for selection of pilot companies in the private sector that will apply the gender-equality markers.

ACTIVITIES CONDUCTED IN 2015

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The activities were envisaged in NAP for 2014-2016, but not in the OP for 2013-2015. None of the activities started in 2015.

## EFFECT OF THE IMPLEMENTED MEASURES

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Due to the fact that none of the measures has started, there has been no effect from them. The private sector is one of the main sectors in the country where the full implementation of the provisions from LEO is necessary, in order to promote gender equality and

improve the position of women. By implementing LEO in the private sector, it is expected that the gender gap on the labour market<sup>66</sup> will decrease, along with the pay gap<sup>67</sup>, and that the low number of women in managerial positions<sup>68</sup> will increase.

## RECOMMENDATIONS

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The Government to allocate adequate funding for the start of the process of implementation of the activities in the private sector.

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<sup>66</sup> State Statistical Office, "Workforce Survey, 2014", available at: <http://www.stat.gov.mk/PrikaziPoslednaPublikacija.aspx?id=3>, 2015, Skopje.

<sup>67</sup> Kazandziska, Risteska and Schmidh (Казанџиска, Ристеска and Шмидт) (2012), <http://goo.gl/vq5mEP>

<sup>68</sup> MRT (2016) SSK: Only two percent of women in Macedonia are in managerial positions, available at - <http://mrt.com.mk/node/32412>

**Specific strategic goal 3.3:** Established and functional mechanisms for protection and taking action in cases of sex-based discrimination in the public and private sector, in accordance with the LEO

SG 3. SSO 3.3. RESULT 1: ESTABLISHED FUNCTIONAL MECHANISMS AGAINST GENDER-BASED DISCRIMINATION IN THE PUBLIC AND PRIVATE SECTOR

Description:	Established functional mechanisms against gender-based discrimination	
Responsible institution:	MLSP, O, Assembly of RM	
Potential impact:	Significant	
Level of completion	1. Legal representative for equal opportunities	Has not started yet
	2. Consultative and coordinative meetings	Has not started yet
	3. Consultative and coordinative meeting CEO	Has not started yet
	4. Annual reports on gender-based discrimination	Partial
Envisaged in the operational plan-2013	No	
Envisaged in the operational plan-2014	No	
Envisaged in the operational plan-2015	No	
Recommendations:	Further work is required	

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Employing a legal representative for equal opportunities between women and men in MLSP; 2. Regular consultative and coordinative meetings between the representative for equal opportunities, the DEO, the Ombudsman, CPD, and the Inter-Ministerial Group on Equal Opportunities in order to monitor the situation and processes for protection against gender-based discrimination; 3. Regular consultative and coordinative meetings

between the Representative for Equal Opportunities, the Ombudsman, the Commission for Protection against Discrimination, the Commission for Equal Opportunities under the Assembly of RM, in order to monitor the situation with regards to protection against gender-based discrimination; 4. Publishing annual reports on gender-based discrimination on the web-sites of the Ombudsman, CPF and MLSP.

## ACTIVITIES CONDUCTED IN 2015

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Measures 1, 2 and 3 and those foreseen in the NAP for 2015 have not been initiated or implemented. Regarding the publication of annual reports on gender-based discrimination on the websites of the Ombudsman, MLSP and CPD – the CPD website publishes an annual report<sup>69</sup> of the Commission for Protection against Discrimination, which includes the number of complaints of gender-based discrimination. The Ombudsman publishes an

annual report on the degree of security, the compliance with, promotion and protection of human rights and freedoms, which gives an overview of the non-discrimination and gender representation in educational institutions. However, there is no specific report on gender-based discrimination. There is no further information about gender inequality/discrimination in the other sectors of the country.

## EFFECT OF THE IMPLEMENTED MEASURES

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Due to the non-implementation of activities 1, 2 and 3, no effect was achieved.

The Ombudsman's report observed gender inequality among the employees in public administration, both in relation to the total number of employees and in terms of the level of education. These findings point to the need to undertake measures and activities to meet the principle of equality between

men and women, i.e. appropriate distribution of jobs on the basis of gender and level of education, especially in managerial positions.

CPD report for 2015 indicates that only 2 complaints of discrimination based on sex were submitted in 2015, which confirms that there is not enough awareness on recognizing and reporting gender-based discrimination.

## RECOMMENDATIONS

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Initially, MLSP to appoint (employ) a representative for equal opportunities for women and men, and then to promote her/his role, together with the Ombudsman, CEO (the parliamen-

tary and local), the business community and the remaining stakeholders. This will increase the visibility of this mechanism and encourage greater reporting of gender discrimina-

<sup>69</sup> Annual report of the Commission for Protection against Discrimination for 2015 [http://www.kzd.mk/sites/default/files/dokumenty/god\\_izvestaj\\_2015.pdf](http://www.kzd.mk/sites/default/files/dokumenty/god_izvestaj_2015.pdf)

tion in the public and private sector. In the new NAP, due to the similarity of activities 2 and 3 they should be recast and merged into a single operation. In this regard, the representative for equal opportunities should regularly maintain consultative and coordination meetings with CEO, the Ombudsman, CPD, the Inter-Ministerial Group on Equal Opportunities and Equal Opportunity Commission in the Parliament of RM in order to monitor the situation and processes for protection against gender-based discrimination.

The Ombudsman to establish specific reports on gender-based discrimination and special report on monitoring the implementation of the principle

of equitable representation to contain gender-disaggregated statistics for employees in the public and state institutions allocated per separate institution.

The new NAP to provide educational activities (training courses, workshops for recognizing gender-based discrimination provided for employers, trade unions and the business community that will be held in cooperation with CPD. Motivated by the low number of complaints (especially on gender discrimination), the budget of the CPD to allocate funds for campaigns to raise the awareness about the role of the CPD and the rights of citizens who experience discrimination.

PROTECTION AND PREVENTION AGAINST HUMAN TRAFFICKING  
- ENVISAGED IN OP FOR 2015, BUT NOT NAP 2013-2016

Description: Protection and prevention against human trafficking		Protection and prevention against human trafficking
Responsible institution		Department of Equal Opportunities, MoI, MJ, MFA, CSW, National Commission for Combating Human Trafficking and Illegal Migration, and institutions at the local level
Potential impact:		Transformative
Level of completion	1. Referral and protection of the victims of human trafficking	Fully completed/Continual activity
	2. Center for people - victims of human trafficking	Fully completed/Continual activity
	3. Initiative to the Health Fund	Has not started yet
	4. Working meeting for the purpose of drafting an instrument to monitor the quality of services implemented by NGOs	Has not started yet
	5. Trainings for work with victims of human trafficking	Fully completed/continual activity
	6. Multidisciplinary actions at the local level	Fully completed/continual activity
	7. Preventive activities and campaigns	Late/continual activity
	8. Preparing a draft-amendment to CC	Has not started yet
Envisaged in the operational plan-2013		No
Envisaged in the operational plan -2014		Yes
Envisaged in the operational plan -2015		Yes
Recommendations:		Including this result into the Strategy, the NAP and continuation of the activities

FULL TEXT OF THE ENVISAGED ACTIVITIES

1. Referral and protection of victims of human trafficking; 2. Operation of a Center for Victims of Human Trafficking and coordinated activities for

prevention and protection of victims of human trafficking; 3. Lodging an initiative to the Health Insurance Fund for the effective implementation of Article 84 of the LSP; 4. Organizing a meeting to draft an instrument for monitoring of the quality of services implemented by NGOs; 5. Trainings for work with victims of human trafficking (identi-

fication and protection); 6. Improving coordination and holding meetings for multidisciplinary actions at the local level for prevention and protection against human trafficking; 7. Preventive activities and campaigns for public awareness-raising; 9. Preparation of draft amendments to the Criminal Code

#### ACTIVITIES CONDUCTED IN 2015

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The referral and protection of victims of trafficking is continuously implemented by the Office of the National Referral Mechanism for Victims of Human Trafficking (NRM) in collaboration with the Centers for Social Work, the Unit for Combating Trafficking and the Ministry of Interior. Through social work centers, trainings were held with local governments in order to identify and deal with the victims of human trafficking. In 2015 3 victims of human trafficking were identified, one of whom is an adult and two are juveniles. All three victims are citizens of the Republic of Macedonia, one of whom was a victim of sexual exploitation; one victim of sexual and labor exploitation and one victim of forced marriage and labor exploitation.

The operation of the Center for Victims of Human Trafficking and implementation of the activities for the purpose of protection and prevention against human trafficking, which works in coordination with the associations “Open Gate” and “Happy Childhood” that help victims to accommodate, accompany

victims when accessing and using medical/social services, while doing leisure activities and the like.

In 2015 MLSP conducted a training on prevention and protection of children for the employees of 4 institutions for social protection: The Children’s Home “11 October”, Skopje, Public Institute for Care, Upbringing and Education of Children and Youth, “Ranka Milanovic”, Skopje, Public Institution for Children with Educational and Social Problems Skopje “25 May” and SOS Children’s Village. The training was conducted in cooperation with the Ministry of Interior, the Institute for Social Activities, “Open Gate” and GIZ within the GIZ Regional Program. A total of 14 people were trained on the indicators for identification of child victims of human trafficking. The persons who were involved in the trainings will be contact focal points in their institutions on this topic.

In addition, MLSP conducted a three-day training for implementation of the indicators for identifying victims of human trafficking in cooperation with the

National Commission for Combating Human Trafficking and the Ministry of Interior. The trainings were held at the Police Academy Idrizovo with a total of 75 participants (police officers and social workers).

The Department for Equal Opportunities organized two working meetings on the topics of gender equality and the combat against human trafficking in Bitola and Tetovo with the presidents of the commissions for equal opportunities for women and men and the coordinators for equal opportunities in the municipalities as well as the members of the local Commissions for combating human trafficking in Bitola and Tetovo.

The Project “Providing support and services for victims of human trafficking and vulnerable groups at a local level” was implemented in 2015 by six mobile teams (representatives from CSW and

ZG) Bitola, Gostivar and Kumanovo, in order to improve the identification, assistance and support in the process of resettlement, reintegration and prevention of re-trafficking. In 2015 the mobile teams worked on programs for reintegration with 28 people who had been identified from 2012 up to April 2015.

According to the report of MLSP, a specialized training was conducted for foster families sheltering children victims of human trafficking after their identification. The training was conducted in cooperation with the Institute for Social Affairs and the Association “Happy Childhood” and with the support of GIZ. 9 caregivers from foster families in Skopje and Veles were trained. Starting an initiative to fund health insurance for the effective implementation of Article 84 (health care) from LSP has not been implemented yet. No additional preparation and draft amendments to the Criminal Code have been made.

#### EFFECT OF THE CONDUCTED MEASURES

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The trainings to local government employees held by NRM and the centers for social work have an impact on raising the awareness among the employees with the purpose of comprehensive referral and protection of victims of trafficking.

The cooperation between the associations “Open Gate” and “Happy Childhood” and the Center for Victims of Human Trafficking affect the quality of life of the victims of trafficking by providing them with services, such as

housing for victims, accompanying victims when using medical/social services, leisure activities etc.

The trainings conducted with employees in 4 institutions for social protection will enhance the method of identification and protection of child victims of trafficking. In addition, people who had taken part in the training will be focal persons in their institutions in relation to this matter, which may encourage further application for the training and identifi-

cation of children at risk of trafficking. The effect of training with LGUs and the presidents of the commissions for equal opportunities, the coordinators for equal opportunities and the local Commission for Combating Trafficking in Bitola and Tetovo will contribute to improved prevention and protection against trafficking in these two municipalities. Multidisciplinary treatment is also encouraged through the project "Provision of support and services for victims of trafficking and vulnerable groups at the local level" in order to improve the identification, assistance and support in the process of resettlement, reintegration and prevention of re-trafficking.

The trainings which were held through NRM and the social work centers for local governments, the trainings on the implementation of indicators for identifying victims of human trafficking and the trainings that were held at the Police Academy Idrizovo will contribute to the identification and protection of victims of human trafficking.

The specialized training for foster families caring for children victims of human trafficking will contribute to improving the quality of life of the victims

because foster families will be sensitized and will know how to adequately deal with the sheltered children.

Due to the lack of an initiative to the Health Insurance Fund for effective implementation of Article 84 (health care) and the lack of draft amendments to the Criminal Code, there has been no effect of these two measures.

The activities for prevention and protection against human trafficking were not included in the NAP, although the Strategy on Gender Equality does provide an overview of this problem.

The activities in this part should be implemented in coordination in order to achieve facilitated identification of victims of trafficking in order to provide them with adequate help and integration into society.

Starting an initiative to the Health Insurance Fund for effective implementation of Article 84 of the LSP and organizing a working meeting in order to prepare an instrument for monitoring the quality of services implemented by NGOs, have not been implemented and consequently these measures have no effect.

## RECOMMENDATIONS

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The activities for prevention and protection against human trafficking to be included in the Strategy, NAP and the upcoming operational plans in order to provide coordination in the activities

and alignment of the expected results. In addition, to consider the option of creating a special OP for dealing with victims of human trafficking.



# IV.

## NATIONAL CONTEXT

This part of the report provides an overview of the analysis of the planned and implemented activities for 2015, as well as recommendations for further successful implementation of the Strategy for Gender Equality and the NAP.

In 2015, in order to undermine the work and reputation of civil society organizations, some media and politicians launched campaigns and attacks on civil society organizations. These smear campaigns are contrary to what the strategy stands for, i.e. the cooperation between civil society organizations and institutions as crucial in implementing the strategic objectives. The importance of the cooperation with the civil society was emphasized with regards to the outreach of information,

analysis and prevention in general, but the importance of cooperation with civil society was also stressed in Specific Strategic objective 3.2, which states that coordination (cooperation) should be established between the public, private and civil sectors in the implementation of the Law on Equal Opportunities for Women and Men.

In 2015, similarly to the previous two years, the implementation of NAP was limited due to the lack of financial, human and technical resources, limited capacities of the administration, discrepancies between the strategic and operating documents, no methodology for monitoring of the implementation and limited participation of the civil society sector.

1. It was positive that in 2015, for the second time, funds in the amount of 800,000 MKD (13,000 EUR) were allocated to the implementation of the strategic documents for gender equality advancement. This is a step in the right direction, but the amount of 800,000 MKD is insufficient to cover the activities planned in NAP and OP.
2. Inconsistencies between the activities planned in NAP and OP still occur and the recommendations from the Shadow Report for 2014 on synchronizing these activities were not taken into consideration.
3. The reporting on the implementation of NAP still does not run according to the indicators envisaged in NAP, and the manner of reporting does not provide a clear, comprehensive overview of the progress of gender equality in the Republic of Macedonia, as well as the level of implementation of NAP.
4. The collaboration with CSOs improved in 2015, through the Platform for Gender Equality, but the involvement of civil society organizations in the implementation of NAP continues to be limited.
5. The implementation of activities in the area of education did not start 2015, although it is of critical importance in the shattering of the gender stereotypes.

## RECOMMENDATIONS

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The recommendations from the Shadow Reports for 2013 and 2014 were not taken into consideration in 2015 as well, and therefore the recommendations in 2015 are similar to the recommendations from the first two Shadow Reports (2013 and 2014).

### **1. Strengthening the financial, human and technical capacities of the Department for Equal Opportunities and the Bodies of the State Administration in charge of the implementation of NAP.**

The implementation of the Strategy for Gender Equality and the NAP can only be done if sufficient funds are allocated to the implementation of the activities from the NAP and OP. Furthermore, the capacity building of the staff in the Department for Equal Opportunities and the state administrative bodies is critical for successful implementation of

the Strategy and NAP.

Furthermore, increased coordination between the Department for Equal Opportunities and the coordinators for equal opportunities in the state administration as well as coordinators for equal opportunities at local level is crucial.

### **2. Harmonizing the operational plans with the National Action Plan**

In 2015, lack of harmonization between NAP and the OPs occurred again which further complicated the implementation of the Strategy. Some of the activities foreseen in the OP were not planned with NAP, while some of the activities from the NAP that should have been prioritized, were not implemented and only a limited number of the activities in the OP were implemented. With the completion of the

NAP in 2016 we recommended the new action plan to set realistic activities and measures that will be implemented on time and in coordination with the separate OPs for each of the years.

### **3. Developing a methodology for monitoring of the implementation of the Strategy**

Measuring the progress in the implementation of the Strategy and NAP in 2015 is limited, and hence it is recommended to use the format of the NAP to monitor the level of progress on gender equality. In line with the sectoral priorities, this format will take into account the planned activities, planned and spent funds, the performance indicators and it will formulate the next steps.

### **4. Increasing the awareness about gender equality**

Promoting the concept of gender equality in the system of education is an important step that will contribute to eradicating gender stereotypes in society. Ongoing implementation of activities promoting gender equality in the education system (preschool, primary, secondary, university education) will contribute towards reducing the gender stereotypes from an early age and it will have a transformative impact on society.

The Government to show commitment and dedication to the promotion of gender equality by allocating adequate resources to the implementation of the ac-

tivities from the Strategy, including the public awareness campaigns about gender equality and choosing the best advertisement that most effectively shatters the sexist stereotypes and promotes equality between men and women.

### **5. Increased participation of the civil sector in the creation of strategic and operational documents, as well as the Strategy implementation**

The involvement of civil society organizations in the implementation of the Strategy and strategic documents continues to be limited. The enhanced cooperation between the Inter-Ministerial Advisory and Consultative Group on Equal Opportunities for Women and Men and the Platform for Gender Equality is commendable, but greater involvement of civil society organizations in the implementation of the Strategy is necessary. It is recommended that civil society organizations get fully involved in the preparation of the new action plan in order to identify priority areas and develop activities and measures to be implemented within the given time frame.

In addition, we need to consider the possibility some of the activities to be implemented by the CSOs, as the Strategy on Gender Equality stipulates<sup>70</sup>. In collaboration with the Department on Equal Opportunities, the Platform for Gender Equality can contribute towards implementation of the activities from the Strategy through its members' expertise.

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<sup>70</sup> Strategy on Gender Equality 2013 – 2020, Government of the Republic of Macedonia, Ministry of Labour and Social Policy, 2013, p. 5.

LIST OF ABBREVIATIONS

EARM	Employment Agency of the Republic of Macedonia
APERM	Agency for Promotion of Entrepreneurship in the Republic of Macedonia
AJPP	Academy of Judges and Public Prosecutors
BDE	Bureau for Development of Education
GRM	Government of the Republic of Macedonia
SSO	State Statistical Office
LGU	Local Government Units
ISA	Institute for Social Activities
LSP	Law on Social Protection
LLR	Law on Labour Relations
CEO	Commission for Equal Opportunities under the Assembly of the Republic of Macedonia
CEDAW	Convention on Eliminating all Forms of Discrimination against Women
MIA	Ministry of Internal Affairs
MISA	Ministry of Information Society and Administration
MFA	Ministry of Foreign Affairs
MES	Ministry of Education and Science
ILO	International Labour Organization
MJ	Ministry of Justice
MLSP	Ministry of Labour and Social Policy
NAP	National Action Plan
NMRVHT	National Mechanism for Referral of Victims of Human Trafficking
O	Ombudsman
BSA	Bodies of the State Administration
OP	Operational plan
PH	Primary Healthcare
GBV	Gender-based Violence
GRB	Gender- Responsive Budgeting
DEO	Department of Equal Opportunities under the MLSP
SG	Strategic Goal
SSO	Specific Strategic Objective
CSW	Center(s) for Social Work
UN Women	UN Agency for Gender Equality and Women's Empowerment

# ANNEX I

## ORGANIZATION AND RESEARCH METHODOLOGY / EDITING OF THE SHADOW REPORT ON THE IMPLEMENTATION OF THE STRATEGY FOR GENDER EQUALITY IN 2015

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The Law on Equal Opportunities for Women and Men<sup>71</sup> provides the basic principles for incorporating gender equality in all the spheres of social life. In defining its goals LEO obliges all entities in the public and private sectors to pay attention to the establishment of equal opportunities, sets the obligation to remove the obstacles and create conditions for achievement of full equality between women and men. Furthermore, LEO defines measures and sets mechanisms to advance equal

opportunities at the national and local level, regulates the procedure for legal protection in case of violation of the right to equal treatment of women and men and prescribes punitive measures in case of non-compliance.

In accordance with the LEO, in 2103 the Parliament adopted the Strategy for Gender Equality accompanied by a National Action Plan for a period of three years. The planned activities for 2013 and 2014 were laid down in operational plans.

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<sup>71</sup> Law on Equal Opportunities for Women and Men (Official Gazette of the Republic of Macedonia no. 6/2012, 166/2014)

Taking into consideration that three years have passed since the adoption of the Strategy, this shadow report aims to provide an independent assessment of the level of implementation of the Strategy. The report builds on the findings of the shadow reports from 2013 and 2014 and outlines the progress in the implementation of the envisaged

measures within their set timeframe and the impact of those measures.

The report includes the opinions of the different stakeholders (institutions and NGOs) and formulates recommendations for future activities which are to be implemented over the next year or incorporated in the subsequent strategy.

## DESCRIPTION OF THE RESEARCH TOOLS USED IN THE RESEARCH

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### 1. Analysis of materials and documents

The report includes an analysis of relevant materials and documents: LEO, the Strategy for Gender Equality and the National Action Plan 2013 - 2016, Operational Plans 2013-2015 and operation reports of relevant institutions, as well as materials prepared by civil society organizations and experts. The report also analyzes the compliance and consistency of the activities envisaged in the National Action Plan and the Operational Plans for 2013, 2014 and 2015 as well as a overall compliance with the above-mentioned materials.

### 2. Interviews with representatives of the competent institutions

For the purposes of this report, semi-structured interviews were conducted with representatives of relevant institutions, which, in accordance with the Strategy and the National Action Plan had planned activities and implementation of measures in the course of 2015 (the Ministry of Labour and Social Pol-

icy; the Inter-Ministerial Advisory and Consultative Body for Equal Opportunities for Women and Men; the Academy of Judges and Public prosecutors, the Agency for Promotion of Entrepreneurship of the Republic of Macedonia, the Bureau for Development of Education and Pedagogic Service of the Ministry of Education, Ministry of Health, the Agency for Audio and Audiovisual Services, the Institute for Social Activities).

The representatives of the above-mentioned institutions were asked / sent questions on the measures under their authority for implementation in accordance with the National Action Plan and the annual Operational Plans. Below are the key questions used in the meetings, telephone interviews and written correspondence:

*Which activities stipulated in the National Action Plan and operational plans for 2015 did the institution implement? Are the envisaged activities fully implemented? Were sufficient funds from the institution's budget provided for the realization of the measures and activities? Are all ac-*

*tivities precisely defined and enforceable (in terms of the human and financial capacities of the institution)? Did the institution collaborate with external partners in the implementation of the activities?*

Apart from these, they were also asked additional questions depending on the specifics of the planned and/or implemented activities.

Specific answers were obtained from the following representatives of the competent institutions:

- Mirdita Saliu, Head of the Department for Equal Opportunities, Ministry of Labour and Social Policy
- Jovana Trenchevska, Coordinator of the Inter-Ministerial Advisory and Consultative Body for Equal Opportunities for Women and Men, Ministry of Labour and Social Policy (meeting);
- Patricia Carey, Resident Twinning Advisor to the Republic of Macedonia (e-mail communication and a meeting)
- Maja Petrova, Professional associate Agency for Promotion of Entrepreneurship of the RM (meeting);
- Emilija Petreska-Kamenjarova, Head of the Department for Human Rights and Media Literacy under the Agency for Audio and Audiovisual services (written correspondence);
- Atanas Georgievski, Legal Advisor for International Cooperation at the Academy for Judges and Public Prosecutors (written correspondence);
- Klimentina Spasovska, Coordinator for Equal Opportunities, Institute for Social Activities (written correspondence)

- Nadezhda Uzhelac, Coordinator for Equal Opportunities, Ministry of Education and Science (written correspondence).

### **3. Meetings/phone calls with representatives of CSOs and international organizations working in the area of gender equality.**

For the purpose of providing a comprehensive analysis of the implementation of the Strategy and NAP 2015, there were meetings and contacts with representatives of the civil society organizations that are members of the Platform for Gender Equality. The information obtained were related to certain topics and served as a supplement to the data in circumstances of lack of official information. Additional information was obtained from the office of UN Women in Macedonia.

- Bojan Jovanovski, Executive Director, H.E.R.A –Healthcare Education and Research Association
- Stojan Mishev, Association for Emancipation, Solidarity and Equality of Women
- Neda Chalovska – Legal Councilor, Helsinki Committee for Human Rights of the Republic of Macedonia
- Dominika Stojanovska, UN Women – Skopje

Municipalities that submitted reports on the progress of gender-equality to MLSP:

Aerodrom, Bitola, Bogdanci, Brvenica, Gostivar, Centar, Krushevo, Rostushe, Ohrid, Prilep, Rankovce, Rosoman, Sopište, Tetovo, Veles, Berovo, Bosilevo, Ch.Obleshevo, Ch.Sandev, Chair, Demir Hisar, Delchevo, Dojran, Gazi Baba, Grad Skopje, Gjorche Petrov, Gradsko, Jegunovce, Zhelino, Vevchani, Vasilevo, Tearce, Strumica, Struga, Shtip, S.Nagorichane, Resen, Radovish, Pehchevo, Novaci, Novo Selo, Makedonska Kamenica, Makedonski Brod, Lozovo, Konche, Kochani, Karposh, Probishtip, Kisela Voda, Kriva Palanka and Mogila.

Municipalities that adopted Action Plans or Programs for Advancing Equal Opportunities for Women and Men in 2015:

Gazi Baba, Cheshinovo-Obleshevo, Dojran, Bogdanci, Probishtip, Gostivar, Brvenica, Kochani, Berovo, Sopište, Bosilevo, Shtip, Bogdanci, Chair, Krushevo, Strumica, Veles, Makedonski Brod, Kriva Palanka, Novaci, Vevchani, Centar, Makedonska Kamenica, Mavrovo and Rostushe, Bitola.

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