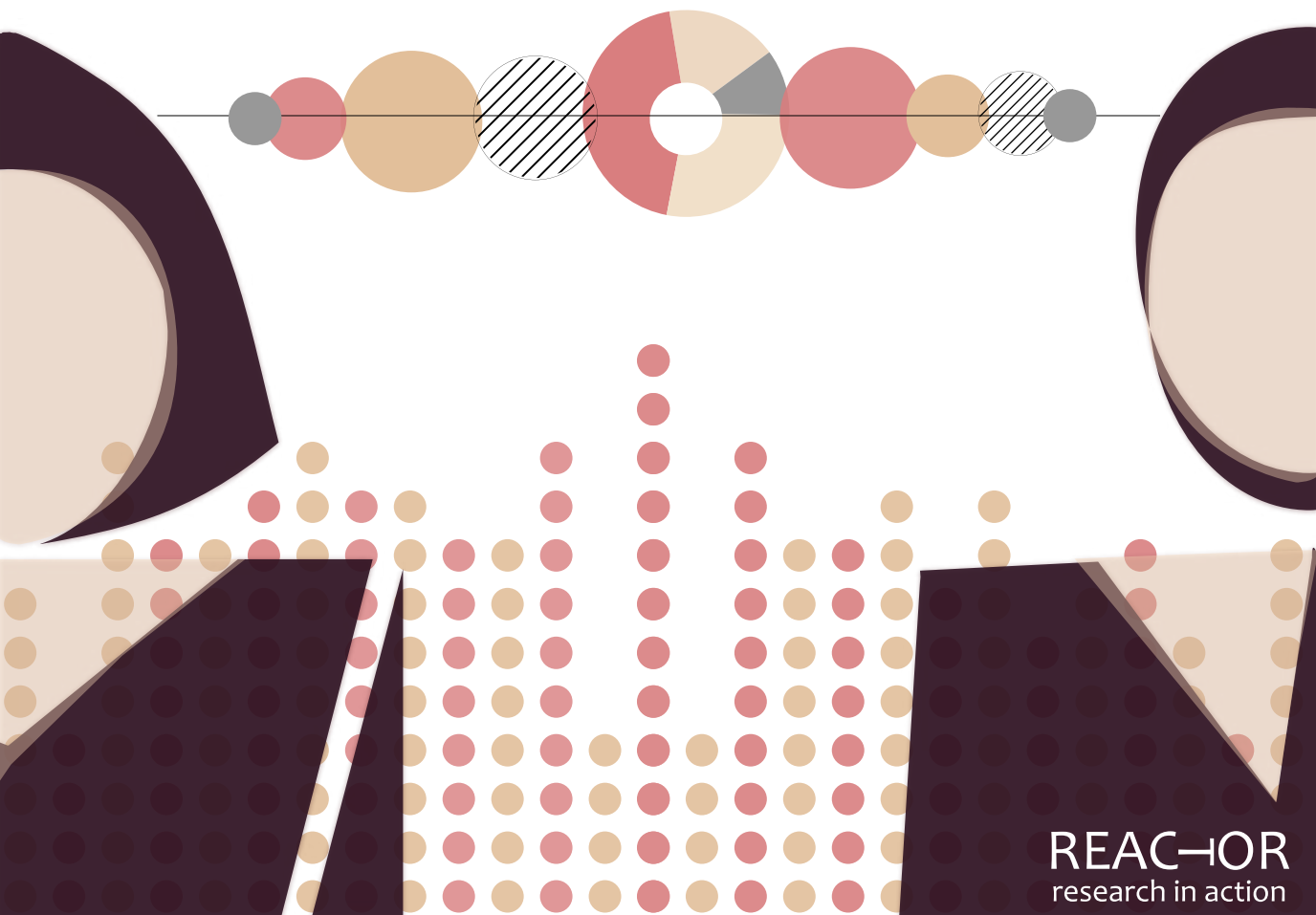
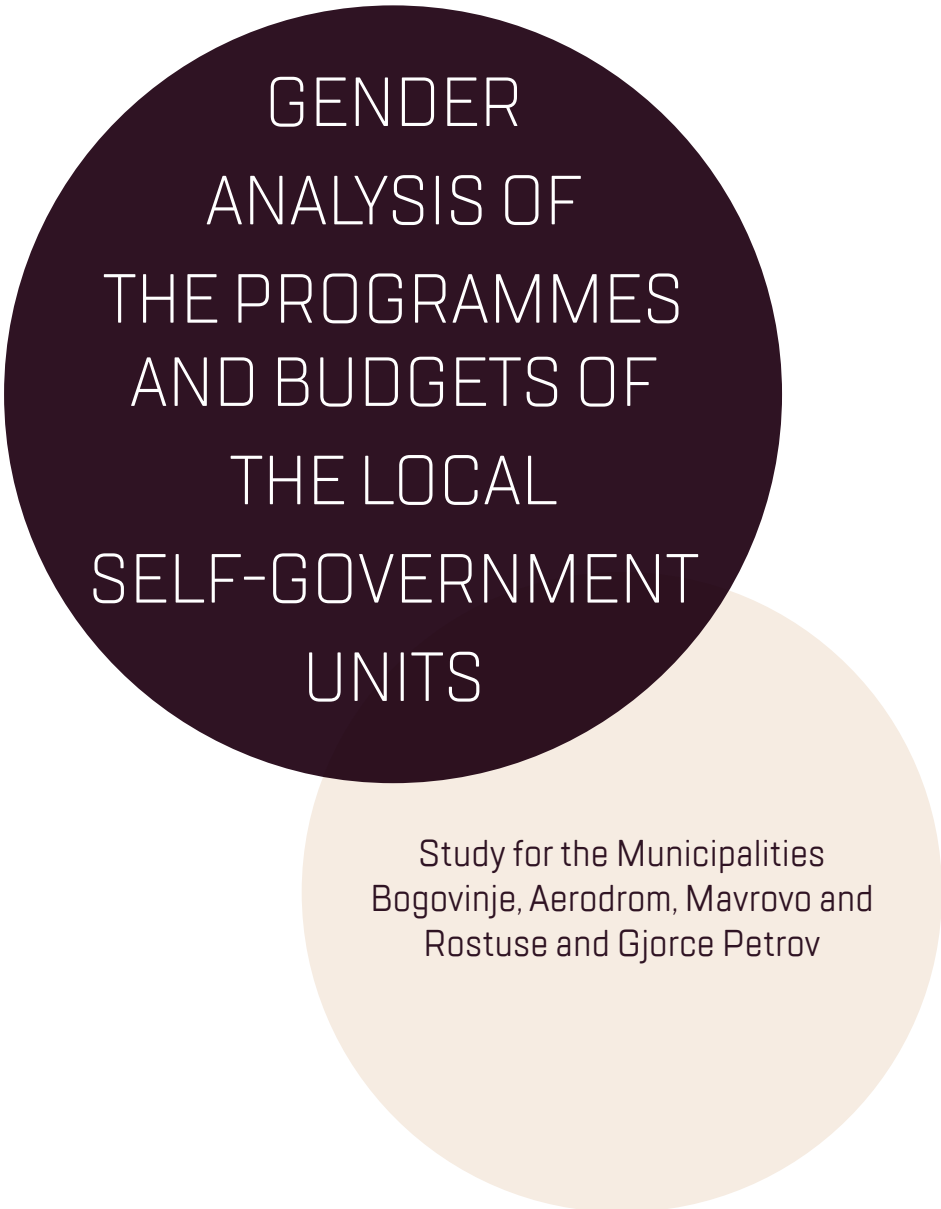


GENDER ANALYSIS OF THE PROGRAMMES AND BUDGETS OF THE LOCAL SELF-GOVERNMENT UNITS

STUDY FOR THE MUNICIPALITIES:
BOGOVINJE, AERODROM, MAVROVO AND ROSTUSE AND GJORCE PETROV





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Study for the Municipalities
Bogovinje, Aerodrom, Mavrovo and
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LIST OF ABBREVIATIONS USED IN THE STUDY

SC	Joint stock company
GDP	Gross Domestic Product
VAT	Value added tax
SSO	State Statistical Office
LSGU	Local Self-government Units
EU	European Union
IPA	Instrument for Pre-accession Assistance
IT	Information technology
PHI	Public healthcare institution
PTE	Public transport enterprise
PI	Public institution
CEO	Commission on Equal Opportunities
CAS	Cultural and artistic society
LED	Local economic development
MKD	Macedonian denars
MOS	Ministry of Education and Science
MLSP	Ministry of Labour and Social Policy
NGO	Non-governmental associations
UN	United Nations
OG	Operational group
MPS	Municipal primary school
CEDEW	Convention on elimination of all forms of discrimination against women
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Entity for Gender Equality and Empowerment of Women
USAID	United States Agency for International Development



Introduction

The Constitution of Republic of Macedonia guarantees equality of the citizens of Republic of Macedonia regardless of the gender, ethnic background and social status. The constitution is followed through via series of laws and acts which are founded upon the principle of equality and non-discrimination, and are exercised in the state institutions as well as in the local self-government units (LSGU).

The local self-government units in Republic of Macedonia, in accordance with the legal frameworks, have clearly defined obligations to encourage and improve gender equality between women and men at local level. The Law on Equal Opportunities sets forth that “the local self-government units within the frames of their respective competences are obliged to ascertain and improve equal opportunities and to respect the principle of equal opportunities while adopting the measures and activities which are required in order to establish equal opportunities.”¹ The obligations of the LSGU include normative and special measures which prohibit discrimination based on gender and promote gender equality.

According to the Law on Equal Opportunities for Women and Men, with regards to the implementation of these obligations, the local self-government units are required to appoint Coordinator for Equal Opportunities and to establish Commission for Equal Opportunities (CEO) within the municipality council. According to Article 14, paragraph 7 of the Law, the Coordinator for equal opportunities for women and men is required to submit a report for the previous year at the Ministry of Labour and Social Policy, at least once per year and not later than 31st of March, and to publish the aforesaid report at the web site of the respective unit of local self-government. At the same time, the LSGU are required to incorporate within their strategic goals and budgets the principle of equal opportunities for women and men as well as to “monitor the effects and impacts of their programmes on women and men and to report within the frames of their annual reports”²

The incorporation of the gender perspective in planning, policies and budget of the local self-governments addresses the specific needs of women and men in the areas of public transport, urban planning and public services³. Gender mainstreaming in the creation of local policies enables for the needs of women and men to be taken into consideration on equal bases, as well as the access to institutions, services and budgets executed by the LSGU to be equal for women and men. This approach contributes towards the improvement of the position of women and fosters the process which leads towards achieving gender equality in the municipalities.

In order to analyse the current state and to assess to what extent gender is incorporated during the course of implementation of policies and budgets in the local self-government, it is necessary to perform gender analysis of the programmes and budgets in the local self-government units. The objective of this analysis is not solely to assess to what extent the local policies and budgets contribute towards the improvement of gender equality but also to identify feasible methods and to provide recommendations as to how the local budgets and programmes can equally respond to the needs and interests of women and men and to improve

¹ Law on equal opportunities for women and men (2006). Official Gazette of RM no.66/06 dated from 29.05.2006 - <http://goo.gl/vc3pUx>

² Strategy for implementation of gender responsive budgeting 2012-2017 Ministry of Labor and Social Policy.

³ Inclusion of the gender perspective in local policies, best practices (2008). Un Habitat <http://goo.gl/dM5ePR>

gender equality⁴ at local level. The recommendations in the analysis are based on the results obtained from the research carried out by Reactor – Research in Action and the Association for Local Rural Development through the consultative meetings held in each of the municipalities, as well as the opinions obtained from the local administration. The research is also based on consultation with beneficiaries of the programmes, local citizens, non-governmental organisations and public institutions.

Legal framework for gender equality

Gender equality represents one of the values of the constitutional order of Republic of Macedonia. The main principle of equality, i.e. non-discrimination, established with the Constitution, guarantees that the “citizens of Republic of Macedonia are equal in their freedoms and rights, regardless of their gender, race, skin colour, national and social background and religious beliefs, economic and social standing”. Moreover, the state has signed and ratified the major international conventions protecting and promoting the rights of women and gender equality⁵. In recent years, the state has adopted large number of laws directed towards improvement of gender equality and empowerment of women. The Law on Equal Opportunities between Men and Women, the Law on Prevention and Protection from Discrimination, the Electoral Code and the Law on Labour Relations are directed towards preventing gender based discrimination and towards promoting gender equality in Republic of Macedonia. The National Strategy on Gender Equality (2013-2020) and the Strategy for introducing gender responsive budgeting (2012-2017) have also been adopted by the state in order to improve gender equality. In addition to the Law on Equal Opportunities, The Government’s strategy to implement gender responsive budgeting (2012-2017) foresees that the local self-government units shall fully incorporate the concept for gender equality in the policies and the passing of the their budgets.

The Law on Equal Opportunities between Women and Men⁶ provides guidelines to include the principles of equal opportunities in the mainstream of reorganization, enhancement, developing and assessment of the political processes on all levels and in all stages.

This law also sets forth the institutional framework for establishing the gender machinery necessary to provide support and provide all indispensable processes in order to fully achieve gender equality. The institutional gender machinery in the state spans throughout the central and local authorities. The gender machinery at central level is comprised as follows:

Ministry of Labour and Social Policy (MLSP) which is responsible at national level for equal opportunities and for monitoring and coordinating the implementation of the law, the strategies and operational plans for gender equality at central and local level.

The Sector for Equal Opportunities, which is part of the Ministry of Labour and Social Policy, founded in March 2007. The sector is composed of Department for Gender Equality and Department for Prevention and Protection against all Types of Violence and Discrimination.

⁴ According to the Electoral Code (2006), each sex shall be represented with no less than 30% from the election bodies, as well as in the submitted lists of candidates (Parliament, LSGU, and the City of Skopje) every third lot shall be reserved for the less represented sex - <http://goo.gl/80zkLv>

⁵ The Beijing Declaration and the Platform for Action (1995), The Convention on Elimination of all Forms of Discrimination against Women (CEDAW), the Millennium Declaration and the Millennium Development Goals, Resolution 1325 of the UN Security Council: women, peace and security (2000). Apart for the Convention of the Council of Europe on preventing and combating violence against women and family violence (Istanbul Convention)

⁶ Law on Equal Opportunities for Women and Men (2006). Official Gazette of RM no. 6/2012., dated from 13.1.2012

Within the frames of the MLSP there is an appointed **Legal representative** who is responsible to prove unequal treatment on the basis of gender. The Representative is appointed to conduct procedures for protection against discrimination on grounds of the gender, to conduct activities on the part of the entities in the public and private sector, in accordance with Article 3 of the Law on Equal Opportunities for Women and Men

The Commission on Equal Opportunities for Women and Men within the Parliament whose task is to integrate the principle of equal opportunities for women and men in the laws, policies and programmes, as well as improve gender equality through monitoring the process of adoption of the basic and special measures as well as measures for elimination of unequal treatment of women and men.

Coordinators for equal opportunities between men and women within the state administrative bodies which have the obligation of ensuring the improvement of equal opportunities within the frames of the institutions through monitoring the status, providing proposals and opinions and preparation of annual reports to the MLSP as a line ministry responsible for implementation of the Law on Equal Opportunities.

Inter-sectorial consultative group on equal opportunities for women and men composed of state officials, representatives of civil society organizations, associations of employers, experts, representatives of local self-governments, unions and other entities. The inter-sectorial group is responsible to promote the concept of gender equality in the general policies of all public institutions, to follow up the gender mainstreaming in the sectoral policies in cooperation with the social partners and institutions of specific areas, to monitor the progress of harmonisation of legislation with the European Union and the European standards on gender issues, to become involved and provide guidelines in the preparation of the Strategy on Gender Equality, and to monitor the periodic reports of the institutions.

In accordance with Article 14 of the Law on Equal Opportunities for Women and Men, mechanisms shall be formed in the in local self-government units at two levels: Commission on Equal Opportunities (CEO) as a standing advisory authority in the municipal council (Article 14 and 15) and Coordinator for Equal Opportunities as part of the municipal administration. It is responsibility of the CEO to review the development plans, legal acts and decisions and provide recommendations, activities and measures (prior to their approval) for the municipal council. The CEO is required to cooperate with the associations of employers, unions, non-governmental organizations and civil associations which are active in the area of equal opportunities. The tasks and responsibilities of the CEO need to be defined with the statute of the municipality. However, only a few municipalities have so far incorporated in their statute a description on the mandate of the CEO, and in these cases the information is general and very brief.⁷

The Coordinator for Equal Opportunities, appointed as part of the municipal administration has the duty to cooperate with the CEO and is responsible for the implementation of the responsibilities and obligations of the local self-governments that emanate from the Law on Equal Opportunities for Women and Men. However, the relations between the Coordinator and the CEO are not clearly defined in the statutes of the LSGU.

“Even though the gender machinery is formally established, there is a lack of sufficient progress with regards to meeting the obligations which arise for the Law on Equal Opportunities” is one of the main findings of the monitoring and implementation of this Law which was carried out by Akcija Zdruzenska. According to

⁷ Zdruzenska 2014. Implementation of the Law on Equal Opportunities.

the findings of Akcija Združenska, only 4% of the CEO have delivered proposals and opinions to the municipal council, whereas only 1% have submitted amendments for the budget. This was also noted in the final observations of the Committee of the UN Convention on Elimination of all Forms of Discrimination against Women (CEDAW), for the combined fourth and fifth periodic country report: The Commission recognizes the lack of visibility, decision making powers and coordination of the relevant institutions, which indicates that law priority is accorded to the principle of gender equality on behalf of the state.⁸ In addition, the majority of the municipalities have not allocated financial resources for the operation of the Commission on Equal Opportunities, the Commission is not involved in the preparation of the municipal programmes and the Municipality has not set forth clear goals and measures to improve gender equality. According to the regional review and answer of the questionnaire on implementation of the Beijing Declaration and Platform for Action (1995) and the results of the 23 session of the General Assembly (2000) for preparation of regional review and assessments in context of the 20 years since the adoption of the Beijing Declaration and Platform for Action in 2015, it has been stated that:

“Despite the progress achieved in certain areas as direct result to the engagement and dedication of the gender machinery, it is safe to conclude that the capacities of the institutional mechanisms are not at satisfactory level in order to fully meet the obligations that arise from the Law on Equal Opportunities.⁹”

Gender responsive budgeting in Republic of Macedonia

The first initiatives to introduce gender responsive budgeting in Republic of Macedonia began in 2008 upon the initiative of the Ministry of Labour and Social Policy, supported by UN Women, whereas beginning in 2011 within the frames of the regional UN Women project “Promoting gender responsive policies in South-eastern Europe”, a host of activities were implemented in the area of institutionalisation of GRB at central and local level. Several pilot activities were implemented within the frames of the project related to assessing the policies and budgets at national and local level in order to raise the awareness for various outcomes and impacts that policies have on women and men. Furthermore, series of efforts were made in order to point out to the benefits which the policy makers and their beneficiaries can have as result to the application of the gender responsive planning of policies and budgets.

The implementation of gender responsive budgeting was accompanied with amendments to the Law on Equal Opportunities for Women and Men and the adoption of the Strategy for Gender Responsive Budgeting.¹⁰ These legal and strategic frameworks have defined the measures for systematic integration of the principle of equal opportunities for women and men in the process of creation, implementation and monitoring of policies and budgets at national and local level¹¹. In 2013 in accordance with the Law and the Strategy, the Ministry of Finance amended the budget circular and assigned three pilot Ministries (Ministry of Labour and Social Policy with the Employment Agency, Ministry of Agriculture, Forestry and Water economy, Ministry of Health) to select programmes for gender analysis of the budget and to develop gender indicators in order to improve gender responsibility in the respective programmes, whereas as of 2015 this provision in the budget circular applies to all Ministries.

⁸ CEDAW 2013. Conclusions and recommendation for Macedonia

⁹ Ministry of Labour and Social Policy (2014). Regional review and answer of the questionnaire on implementation of the Beijing declaration and Platform for Action (1995) and the results of the 23 session of the General Assembly (2000) for preparation of regional review and assessments in context of the 20 years since the adoption of the Beijing Declaration and Platform for Action in 2015. 2015

¹⁰ Methodology for Gender Responsive Budgeting at central level (2012).

¹¹ Article 5 of the Law on Equal Opportunities for Women and Men (2012)

The Council of Europe defines gender budgeting as “application of gender equality in the budget process”. This implies gender based assessment of the budgets, incorporation of the gender perspective at all levels in the budget process as well as realignment of the incomes and expenditures in order to promote gender equality” According to Budlender and Hewitt, the goal of gender responsive budgeting is women and men to be involved in the budgetary process, and the budget to reflect the needs of women and men through the method by which the funds are allocated.

The Budget is one of the most significant tools through which the Government allocates resources for implementation of its policies. The Budget is the key indicator for the priorities of the Government, as well as an indicator of the manner in which the Government approaches and supports development.

Furthermore, over the course of the process of designing the gender responsive budget, the objective is to give priority to developing better sectoral policies which will lead to:

- > reducing poverty;
- > increasing the level of democratisation of the society, as well as transparency;
- > elimination of gender based discrimination and gender inequalities;
- > implementation of the principle of gender equality and integration of this principle in the fiscal system of the state and the entities;
- > strengthening the awareness and dissemination of information on the problems of women and the possibilities for resolving these problems; economic and political empowerment of women in all areas and raising the level of economic and legal “literacy” of women;
- > cooperation among the institutions and the non-governmental sector at local level in order to utilize the local resources and develop sustainable structures; and
- > increased accountability of all social stakeholders and monitoring their operation.¹²

Gender equality in Republic of Macedonia

Gender disparities and inequalities in the state continue to be present in all areas. Women are neither sufficiently represented in politics nor at the central and local government. Namely, in the Government (2011-2014) there were 8,7% (2 women out of 23 minister positions), whereas at the new cabinet established in 2014 there is a decrease to 7,7% women (2 women out of 26 minister positions)¹³. At local level, out of 81 local self-government units, only four municipalities have women mayors, whereas on average in one of three municipalities women are represented in the municipal councils with less than 20%.¹⁴

In the education sector, even though the number of women who complete higher education is in continuity¹⁵ higher than the number of men, women are still minority in the teaching staff and the support personnel

¹² Budlender & Hewitt, 2003

¹³ The Government of Republic of Macedonia. <http://vlada.mk/#>

¹⁴ Reactor – Research in Action, 2014

¹⁵ According to the State Statistical Office, dated from 2013, 60.6% of the graduated students are women. <http://rodovreactor.mk/subject/education/graphs/diplomirani-studenti-na-dodiplomski-studii-vo-republika-makedoni-po-pol-2000-2012-line/#.U7vZqPk-bX9U>

of the higher education institutions.¹⁶ At the largest university, “Ss. Cyril and Methodius”, only 13%¹⁷ of the deans are women, whereas at the State University in Tetovo there are no women – deans (State University in Tetovo). The situation is slightly better at the University Goce Delcev in Stip, where 18.75% of the deans are women.

Gender inequalities are also manifested in various ways in the labour market. The gender gap exists with regards to the employment as well as the salaries of women and men. The high level of unemployment (29%) along with the low economic inclusion (45.8% women in comparison to 68.5% for men) has negative impact on the working skills of women in Macedonia. The employment rate is particularly low for young women, women from rural communities, Roma women as well as women with disabilities. Even when women are employed, on average they earn less than 80% of what men¹⁸ earn and are most often employed in lower paid industries. Furthermore, disparities exist in the positions which women hold. Women are less present in the managerial positions, where 75% of the managers are men. The situation is similar in the management bodies and the private sector: women are appointed at managerial positions in less than a quarter of the largest companies in the country.¹⁹

The process of decentralization and gender equality

A complex reform process of decentralisation began in Macedonia in 2002, that is to say, “Development of decentralised government” as one of the key principles. The fiscal decentralisation proceeded in two phases, enabling asymmetric division of fiscal power. All four local self-government units which are part of this study have begun with the second phase of fiscal decentralisation. The trend towards decentralisation signifies that the municipalities have greater responsibility to plan and implement policies which impact the citizens in large number of areas – ranging from social services and education to urban planning and communal services.

In theory, these reforms enable the local policies and budgets to better respond to the needs of the citizens, to be transparent, accountable and participatory, thus opening entry points for systematic involvement of gender equality in the work of the units of the local self-government.

¹⁶ State Statistics Office, (2014)

¹⁷ University Ss. Cyril and Methodius, Skopje http://ukim.edu.mk/mk_struktura.php

¹⁸ Kazandjiska, Risteska & Schmidt (2012) <http://goo.gl/vq5mEP>

¹⁹ The Ombudsman (2013). Annual report on the degree of provision, respect, promotion and protection of human rights - <http://goo.gl/yZqTxX>

Methodology

Several data collecting methods were used during the preparation of this analysis. Total of five researchers took part in the field data collection. The detailed methodology was prepared and submitted to UN Women for approval. The field data collection was carried out from December 2014 to 15 February 2015. The selection of programmes which are subject of the analysis was performed by the respective municipalities, whereas the criteria of the programmes were defined in cooperation with the UN Women office and the research organizations. The criteria which served as guideline for the municipalities to select the programmes for gender analysis read as follows:

- The programme shall have the highest possible percentage/degree of realization.
- Significant financial resources must to be allocated to the programme, a detailed budget framework needs to be in place and the resources must be available to the municipality (these should not be solely earmarked for administrative expenditures such as salaries, etc.)
- The programme must be within the competence of specific sector or commission, i.e., the municipality needs to have available human capacities which can be involved in the analysis and would work with the experts.
- The programme must be of great significance for the municipality and meet the priorities of the citizens (if there is data on proposals and priorities expressed by the citizens in particular area).



Analysis of the content of selected programs and budget processes

Content analysis of selected programs and budgetary processes was undertaken to examine the extent of incorporating the gender perspective into local programs and budgetary processes. It analyzed if and to what extent the different priorities of women and men are taken into account in the planning stage, and if and to what extent the language used in the programs reflect gender inequality.

Programs and processes that are analyzed are: Education Program of the Municipality of Aerodrom for 2014; process of preparing the annual program and budget of the Municipality of Bogovinjje for 2013 and strategy for local development in the Municipality of Bogovinjje 2014; Culture Programme of the municipality Gorce Petrov and activities of the municipality in the field of culture and support of NGOs in 2014; Program for tourism development in the Municipality of Mavrovo and Rostuša.

Requests for access to information

Request for information were conducted through telephone communications with organizations and associations which help citizens access municipal services, or that help citizens to have an easier access to programs offered by local governments. Data collection was obtained by two researchers. The data collected through this method were to access the demographic characteristics of program beneficiaries (gender, age, income, etc.).

Semi-structured interviews with the stakeholders

Total of 27 semi-structured interviews were carried out with key stakeholders in the period between November 2014 and January 2015. 19 of the respondents were men while 8 were women. The interviewees were semi structured, where only the main topics and questions for discussion were predetermined. Out of the total number of interviews, 15 were carried out over the telephone and 12 were face-to-face. On average the duration of the telephone interviews was approximately 10 minutes, whereas the duration of the face-to-face interviews ranged from 20 to 90 minutes. The telephone interviews were carried out from the premises of Reactor, whilst the remaining interviews were carried out at locations selected by the respondents, primarily in their work offices.

The interviewees were representatives of the local self-government, public institutions at local level and civil society organizations. The interviewees from these institutions and organizations were members of the Commission for Equal Opportunities, employees in the finance and budget sector, the sector for local economic development, sector for public affairs (responsible for education and social welfare), representative of the public utility and representative of the local nongovernmental organization, as well as managers, presidents and representatives of associations providing for their members services offered by the municipalities. Over the course of the interviews the respondents had the opportunity to present their opinions, give comments and acknowledgments on the procedures related to the use of services by their members. Additionally, the researchers shared their contact details with the interviewees if they wish to deliver additional information over the course of the project activities.

Focus groups

Total of 3 focus groups were carried out in the municipality of Bogovinje. Although it was initially planned for one focus group to be carried out in the Municipality of Mavrovo – Rostuse, this did not occur due to the specific setting of the municipality and the distance between the villages. As an alternative, 6 women involved in various activities and events were interviewed in Mavrovo-Rostuse.

All participants of the focus groups were familiarised with the privacy policy as well as the guaranteed legal protection of personal data. The participants signed an informed consent form and permission for consent to use the information acquired in the focus groups. Part of the participants, having in mind their disability, listed only their first names in the consent forms, without their last names.

The three focus groups carried out in Bogovinje Municipality were thematically divided according to the three strategic priorities: economic development, social policy and environment. The focus groups were organized in the premises of the municipality. Sessions with duration of 90 minutes were organized for each focus group, with two researchers moderating the discussion. Audio records were kept from all discussion with additional notes taken during the interviews. Total of 27 participants took part in the focus groups, all of them women. The contact with all of the participants was made via the municipal administration or personal contacts. It was well taken into account that all groups were balanced with regards to the age, position in the labour market and the place of residence of the interviewees.

Observations

Total of 3 observations were completed in the municipality of Bogovinje with regards to the running of the budget forum for preparation of the municipal budget for 2015 and observations on the work meetings for preparation of local policies. In Skopje, observations were carried out in November 2014. The observations were conducted by one of the researchers, in the outside area (play area/landscaped area) in the primary school Aleksandar Makedonski in the municipality Aerodrom. The observations were carried out in the afternoon from 14:00 and 15:00 hours and in the evening from 17:30 to 18:30 hours in order to better assess the manner of utilization and the beneficiaries of this area. Additionally, analysis was performed on the lighting, position and availability of the landscaped area.

Indicators to measure gender perspective in decision making and implementation of programs

The degree of incorporating the gender perspective in the implementation of programs is measured by 11 indicators. The list of indicators is comprehensive and it is not expected that the analyzed programs will fulfill them all. Indicators for measuring gender perspective in the programs are:

1. Situation Analysis contains gender-disaggregated data in order to display the number and type of users of programs
2. The analysis includes information on socio-economic status of women.
3. The importance of gender equality is stated.
4. There are defined gender objectives within the priorities.
5. There are defined activities to promote gender equality within the objectives.



6. Areas in which there are clearly defined actions to promote the status of women.
7. Challenges referred to in terms of programs and gender equality.
8. Gender indicators for monitoring implementation.
9. Estimated budget for implementation of priorities.
10. Designated funding for activities to promote gender equality.
11. Amount of financial allocations specifically designated to promote gender equality.

However, the indicators should be taken into account in the future program planning in order to ensure that programs are gender-responsive.

Ranking the priorities as stated by the citizens

This method was used in order to determine the most important needs and priorities of the women and men in the municipality, to compare them with the activities and the priorities of the municipality and to provide guidelines for preparation of the new strategy for local sustainable development. Total of 48 persons were included in the meetings during which measures were taken to involve population with various age, place of residence, position in the labour market.

Seasonal calendar of activities

This method was used in order to obtain insight in the distribution of the activities and their scope over the course of the year in order to determine the relevance of the activities planned by the municipality in the specific time period. In this period there were no conditions to organize a workshops for a larger group of women where a calendar could be designed thus the information were acquired on bases of the conversations with all involved women-beneficiaries and the staff of the administration.

Analysis of the official statistical data

The available statistical data was analysed in order to better elaborate the context and to analyse the results and challenges which arise from the programmes of the municipalities. The following set of criteria was used during the analysis of the available secondary data: a) identification of the expenditures which directly concern women and girls; b) determine the percentage of women in the total population of programme beneficiaries; and c) determine the number of unemployed women in the selected programmes.

Meetings for validation of the findings

Meetings for validation of the findings were held within the frames of the project for the municipalities where the analysis was carried out. The meetings had the aim of presenting the findings, as well as to develop a discussion and to create further recommendations for improvement of the programmes from gender perspective. The meetings were attended by members of the commissions on equal opportunities and the relevant commissions responsible for the individual programmes as well as the administrative officers and managers which are directly involved in the preparation of the programmes.

Limitations of the analysis

The purpose of the study was to perform a review of the budgets for some of the programmes of the municipalities and the manner in which the programmes respond to the needs of women and girls in the municipalities. The allocation of the programme budgets and how many of the activities and measures are intended for promotion of gender equality were also subject of this analysis.

The fact that the analysis is focused only on the expenditure of the budgets, i.e. how the budget is allocated for gender needs limits the study. Due to the limited scope, capacities and resources, the study does not contain other important aspects such as the tax rate, macroeconomic policy, the impact of unpaid labour, privatisation and the ongoing reforms within the frames of the social insurance. Moreover, the four municipalities that are part of this study were established as result to the new territorial organization from 2004. Consequently, the data from 2002 Census cannot be used directly.

One of the major obstacles that researches were faced with is the lack of data which is at disposal of the municipalities as well as the extended period necessary to obtain the data.

Some of the focus groups were limited in number of the interviewees and participants (appropriate sample was used, size of the sample) therefore there is a lack of equal inclusion of interviewees from all of the settlements.

Even though it may be noticed that the majority of the municipalities partially have at their disposal gender segregated statistics, still part of the municipalities do not have any gender segregated statistics at all, thus the collections of this information proved to be a major challenge.

Due to the geographic particularities of the territory, there was no possibility to organize joint focus groups in the municipality Mavrovo and Rostuse, therefore separate conversation were carried out with the participants.

Municipality Bogovinje

Preparation of annual programme and budget of the Municipality for 2013

Profile of the Municipality

Municipality Bogovinje is rural municipality located in the North-eastern part of the country, on the left bank of the river Vardar, the Polog Valley, at the foot of Shar Mountain. According to the data from the State Statistical Office, there are 7.299 households in the municipality with a total population of 30.503, 14.956 of which are women and 15.547 are men, residing in 16 settlements. The majority of the population are Albanians (95%), followed by Turks (4%), Macedonians (0.13%) and others (0.50%). The municipality has one kindergarten and one facility of the primary school in Bogovinje, without a nursery. The region covered by the Municipality does not have any care centre for the elderly or institutions providing care for the children and adults with disabilities.

Local economic development and gender equality

The local economic development presents participatory development process which takes place at specific administrative territory and specific context, in partnership with great number of private and public institutions and relevant stakeholders²⁰. This process should enable efficient use of the local resources and competitive advantages for creation of work places and sustainable development. Even though this primarily refers to economic development strategy, poverty reduction and social inclusion are inalienable goals of this process. It means that the creation and implementation of the local economic development strategy (LED) must create room for active involvement of all groups in the community, equal access to services and resources and enable equal participation in the decision making processes. The local economic development is gender neutral process – women and men, boys and girls, have different needs, aspirations, perceptions and priorities. Local authorities cannot provide balanced, sustainable development without taking into consideration the versatile needs and provide policies and services meeting the aforesaid.

²⁰ Definition of the International Labour Organization (ILO, 2010)

Large number of researches has been conducted which clearly demonstrates that equal opportunities improve and accelerate development²¹. The research “Global Entrepreneurship Monitor 2012” exhibits that women in developing countries reinvest up to 90% of their personal income in the family and children - education, healthcare and diet, in comparison to men with only 30-40%. Generally, societies with greater gender equality undergo faster economic development. According to the research of the Swedish Ministry for Integration and Gender Equality, gender equality correlates positively with the gross domestic product (GDP) per capita in the countries of the European Union. In other words, when women have equal opportunities with men, the benefits are felt by the entire community.

Analysis of the local development strategy in Municipality Bogovinje

The subject of this gender analysis in Municipality Bogovinje is the Local economic development strategy. The Strategy is created in 2005 with the vision of developing Municipality Bogovinje into urbanised, economically developed and culturally informed municipality by 2015, with educated population and clean environment. The action plan of the strategy covers the period 2006 - 2009, however in the absence of new action plan, the existing goals are still in effect. Specifically, the gender budgeting analysis is focused on the annual programme and budget for 2013. The conclusions and recommendation from the analysis shall be put into function to prepare the new strategy for sustainable development. The strategy focuses on three areas for development: 1) economy, 2) social policy and development and 3) environment.

The table below provides a list of gender indicators in order to measure the degree of inclusion of the gender perspective in the adoption and implementation of the programmes.

Indicator	Foreseen measures		
	Economic development	Social policy and development	Environment
The analysis of the conditions comprises gender segregated data	Gender segregated data with regards to the population		
The analysis contains information on the social and economic status of the women	N/A	N/A	N/A
The importance of gender equality is stated	N/A	As expected results of the foreseen project activities	N/A
Defined gender objectives within the frames of the priorities	N/A	It is not set as a specific objective, but at level of expected project results	N/A

²¹ Gender perspective and participation of women in the local development – Best practices, EU Council of Ministers, September 2007

Индикатор	Предвидени мерки		
Defined activities for improvement of gender equality within the frames of the objectives	N/A	Support for establishment of women's organizations in the municipality, establishing micro-credit line for support of women's entrepreneurship, organization of events and fairs for promotion of handcraft and products prepared by women from the municipality	N/A
Areas with defined activities for improvement of the conditions of women	N/A	association, economic empowerment, promotion of traditional artisanship and handcraft	N/A
Challenges specified with regards to the programmes and gender equality	N/A	emancipation, education and unemployment	N/A
Gender indicators for monitoring of the implementation	N/A	Number of women from vulnerable groups who earn income from independent activity	N/A
Foreseen budget for realization of the priorities	152,766,873.08 MKD	163,358,763 MKD	373,243,500.00 MKD
Assigned funds for activities related to advancement of gender equality	N/A	support of women's NGOs, support of small businesses managed by women, fair of handcrafts	N/A
Amount of the financial allocations specifically allocated for improvement of gender equality	N/A	59.000 Euro	N/A

According to the local economic development strategy²² of Municipality Bogovinje, there are no separate measures for promotion of gender equality at the level of strategic priorities. At the level of activities and projects for realization, women are only mentioned as target group in the second strategic priority²³—social policy and development, as part of the measure to preserve the traditional artisanship and handcrafts. There are several activities foreseen which need to meet these objective in the strategic priority: support in establishing women's nongovernmental organization in the municipality; establishing a micro-credit line for support of small businesses managed by women; support of artisanship and manufacturing handcrafts and

²² Local economic development strategy of Municipality Bogovinje – as displayed at the official web site of the Municipality - <http://www.komunabogovine.gov.mk>

²³ Ibid.-<http://www.komunabogovine.gov.mk>

organizing handicrafts fair. In all these activities women are stated as target group whereas the improvement of gender equality in the municipality is one of the expected results. It appears that the economic empowerment of women in the municipality is being treated through the prism of social protection. If we take into account the need for additional measure for inclusion of women in the labour market, this approach for supporting women in the municipality is justified. There are additional activities foreseen for the support of women through foundation of nongovernmental organization, however in contrast to the established programme for economic empowerment, the municipality still does not have active women's organization. Namely, as indicated in the strategy, a nongovernmental organization for local development was established however the participants in the focus groups stressed the need for organization which will work exclusively on the promotion of gender equality and actively represent the interests of women in the municipality.

The remaining objectives and priorities indicate children, youth and the elderly as vulnerable/marginalized groups. It can be noticed that the section referring to the analysis on the condition in the municipality lacks gender segregated data in different areas. Gender equality has not been recognized as one of the preconditions for sustainable development even though the introductory part makes reference to the UN Millennium Development Goals.

With regards to the financial allocations for each of the strategy priority areas, the major portion of the funds refers to capital infrastructure investments. The amount of funds for activities which are directly indicated for improvement of gender equality is 3.589,532 out of the total of 681.607,329 denars foreseen for the realization of the Strategy (2006-2009), which presents only 0,5% of the total budget. It is important to stress that the impact which the foreseen projects, such as construction of kindergarten and care centre for the elderly, can have on the improvement of the position of women has not been acknowledged.

The local economic development strategy of Municipality Bogovinje²⁴ is prepared with the support of the Local sustainable development project, implemented by the United Nations Development Programme (UNDP) in 2005. The members of the Local leader group, representatives of different areas such as administration, business sector and nongovernment organizations in cooperation with team of consultants and trainers were the carriers of the project. There is no information on the gender structure of the persons involved in the process. The very document indicates participation as one of the main principles on which the strategy is founded, however in the absence of more specific information we cannot draw a conclusion on the realistic application of this principle and the opportunity of citizens to participate and influence the selection of priorities. With regards to identifying the challenges and problems the Municipality encounters, it is only the nongovernmental organizations that stress the necessity to address education, emancipation and empowerment of women.

²⁴ Local economic development strategy of Municipality Bogovinje – as displayed at the official web site of the Municipality - <http://www.komunabogovine.gov.mk>

Preparation of the annual programme and budget for 2013

For 2013 the Municipality singles out the following development priorities: urban planning and infrastructure, economic development, environmental protection and education. The total foreseen municipal budget for 2013 amounts to 271,589,073.00 denars, whereas the realized budget amounts to 181,977,245.00 denars, i.e. 65% of the funds foreseen with the budget have been realized.

The programme and budget for realization of the priorities for 2013 were prepared within the frames of the budget forum implemented with the assistance of the Swiss Agency for Development and Cooperation. For third consecutive year the Municipality has been implementing this approach to establish the priority projects for the citizens. The process is conducted by the Operational group²⁵ (OG) composed of representatives of the municipal administration, business sector, nongovernmental organizations and the municipal councillors. Three of the members of the Operational Group are women, one of which is representative of the Commission for equal opportunities in the municipal council, while the remaining four members are men. The role of the OG is to coordinate the overall process, organize meetings with the citizens, keep record of all proposals and suggestions made by the citizens as well as to inform thereof. The main goal of the budget forums is participation and transparency in the decision making process for budget allocation, i.e. the citizens decide themselves on the priorities and budget allocations thereof. Table 1 represents the number of women and men who took part in the working meetings, thus according to table 1 it can be concluded that the first precondition is met, that is to say, women were represented in the programme and budget creation process. Furthermore, it can be observed that even though women took part in the budget forums, still the number of women and men involved is not equal, since in average the number of male is 18% higher than the number of female participants.

Table 1: Gender segregated data for participation in the budget sessions for 2013

Municipality Bogovinje						
Total population 28.998						
Session	Number of participants in the budgetary sessions	Women	Men	Number of participants in the work groups	Women	Men
First	149	60%	40%	109	37%	63%
Second	100	44%	56%	89	41%	59%
Third	125	46%	54%	96	44%	56%
Fourth	127	44%	56%	86	44%	56%
Fifth	128	37%	63%	101	35%	65%
Average	111	42%	58%	96	40%	60%

²⁵ The information is acquired from the Report on implementation of the budget forum 2013, delivered to the researchers by the Department for local economic development

Table 2

Composition of the work groups			
Work group	number of members	Women	Men
Administration	12	4	8
Education	29	15	14
Healthcare	15	13	2
Communal services	8	0	8
Councillors	6	3	3
Business sector	9	5	4
Sports	11	0	11
Urban planning	10	0	10
Association of hunters	9	0	9

As it can be observed from table 2, women and men are not equally represented in the composition of the work groups. There are sectors such as sports, urban planning and communal services which are perceived as “male” and women are not represented at all. This is of extreme importance since the capital infrastructure projects are priority for the Municipality, and it is necessary for women to be involved in the urban planning and communal services groups which take up the majority of the municipal budget. Particular feature for the municipality Bogovinje is that there are more women representatives than men in the business sector group. It is an especially significant fact that the municipality is most active in promotion and support of women’s entrepreneurship and allocates budget funds for these activities.

Within the frames of the five budget sessions carried out in the period September - December 2012, total of 53 projects were submitted. The projects adopted by the Council read as follows:²⁶

- 15 infrastructural projects with total value of 34,105,000.00 MKD;
- 6 environmental projects with total value of 3,820,000.00 MKD;
- 8 projects for education, sports and culture with total value of 8,540,000.00 MKD;
- 6 projects for local economic development with total value of 2,830,000.00 MKD;

According to the information acquired through personal interviews²⁷ with representatives of the municipality, the decisions to adopt projects for realization are passed on grounds of existence of competences in the municipality for the respective area, technical feasibility and the necessary budget construction for realization.

²⁶ Final report on the implementation of the budget forum, Municipality Bogovinje 2013

²⁷ Personal interviews with representatives of the Municipality

Gender perspective in the priority areas in 2013

Usually the best part of the municipal budget is foreseen for **infrastructural capital investments** such as preparation of the urban plans, construction of local roads, arrangement of river canals and construction of public facilities.

"We are a rural municipality with many settlements and large population. In recent years we had to allocate funds for many roads, numerous school facilities were in need of renovation, all ministries and donors require co-financing. The citizens ask for these things first" - representatives of the Department for public services.

These projects are generally considered as "gender neutral" since *"the roads serve everyone, men, women and children"*. Actually, mobility and road infrastructure are one of the main preconditions which provide women, especially in the rural communities, with access to education, healthcare services, and opportunities for employment, socialization and social activities. As it has been stated, the work groups in the area of urban planning and communal services that participated in the preparation of the budget for 2013 are composed only of men, meaning that the gender perspective in these areas has been omitted.

"I am satisfied that the municipality built the road, but there is no sidewalk. It would have been much easier and safer for us to walk if there was a sidewalk", statement by one of the female participants at the focus groups. This is a typical example of different perspectives for the use of the road by women and men. Men dominantly use cars as means of transportation while women use the accessible public transportation or more often as pedestrians. This example shows why it is necessary for women to be involved in the planning processes of the infrastructural projects so that the various aspects and needs could be taken into consideration. In addition to being consulted during the designing stage so as to ensure integration of the gender perspective, women should also be involved in the good practice of conducting social revision at the final stage of the project. The main goal of this revision shall be to determine whether the new constructed infrastructure meets the needs of women (width of the sidewalks, lighting, traffic signs, road surface marking, etc.)

Several projects that address the increase of energy efficiency in public lighting, regulation of riverbeds and adaptation to the climate changes were implemented within the frames of the environmental programme for 2013 in cooperation with nongovernmental organizations. The report²⁸ for realization of the project on energy efficient street lighting states: *"With regards to the education of the population, special focus was placed on the female population taking in mind that women are more involved in the household care and this is related to electricity consumption."* This shows that efforts were made to identify the different roles of women and men and the way in which these roles reflect on everyday life. Still, we cannot say that the different needs are completely taken into consideration during the implementation of the activities. Namely, the main project activity is the installation of energy efficient lightbulbs for the street lighting and all settlements where included in the consultations in order to reach a decision on which streets will be included in the project. The consultations were carried out by the company responsible for the maintenance of municipal public lighting. No special consultations were carried out with women in order to define what are the locations and streets where women do not feel safe and need to be illuminated. Positive step in the inclusion of gender perspective in this area is the beginning of preparation of municipal strategy on addressing climate changes. Namely, one of the criteria that need to be observed, related to the very process and the definition of priorities and activities, is the actual inclusion of gender perspective in all phases. In 2013 the process begins with the establishment of work groups which are gender balanced and continues throughout 2014.

²⁸ Report in realized projects 2013-2014, municipality Bogovinje

The finalization of the document is expected to take place during this period and the document is expected to include gender objectives, activities and indicators.

Economic empowerment of women is the area in which the Municipality invests the most and dedicates its utmost attention. During the preparation of the strategy this was the only area that recognized the need and room for improvement of the status of women and gender equality, even though this is an integral part of the social protection priority. In 2013 these activities are integral part of the programme local economic development programme.²⁹ Within the frames of the programme the municipality allocates funds for equipment grants, small businesses with the potential to expand managed by women. The grants are administered through the Fund for support of women and youth entrepreneurs founded in cooperation with donor assistance and the private sector in the region, based on predefined criteria. Up to now, 15 businesses were supported within the frames of this programme, 14 of which are managed by women whereas one of the supported youth entrepreneurs is male. The municipality allocates 500.000,00 denars for the Fund on annual bases. Moreover, in 2013 the Municipality was partner in two projects financed through the Instrument for Pre-accession Assistance (IPA) of the European Union, with the goal of improving the potential employment of women from the ethnic communities. The Municipality participates in the projects with own funds in total amount of 600.000,00 denars. The first Centre for support of women's entrepreneurship in the rural communities was opened as result of the needs identified by the participants involved in the project. The premises of the centre and the employment of two persons (one female, one male) are financially covered by the Municipality, whereas the procurement of computer equipment and furniture was covered by the donor (the EU).

In 2013 the Municipality raised one more initiative for certification of women collecting wild herbs, teas and fruits, in order to comply with the legal regulation of the Ministry of Agriculture, Forestry and Water economy. In addition to the certificate, the trainees were presented with the opportunity to sign contract with a purchasing centre operating on the territory of the municipality which will guarantee them the purchase of herbs and increase of income.³⁰

"The improvement of economic stability of women is one of the main priorities which we identified during the preparation of the local action plan for equal opportunities and we are proud to say that we have been working very hard to achieve this", - explained the mayor of Municipality Bogovinje, Mr. Hazbi Idrizi³¹. The fact that the donors are interested in programmes which will strengthen the economic power of women also impacts the Municipality and their activity on this topic. On the other hand, it must be stressed that the more discussions are held on the need for economic empowerment of women and it is supported with specific examples, the more women are encouraged and motivated to take initiative and it creates positive context and relation towards this issue. This is important because it demonstrates how the local authorities can contribute towards addressing specific issues and raising the awareness of all local stakeholders in view of providing support for these activities. "Up to now the major portion of the budget had to be allocated for capital infrastructure investments. With the realization of these investments, each year we have more room to dedicate to the area of social policies, investments in culture etc.", - representative of the Department for public relations.

The biggest shortcoming identified in the area of social protection is the absence of care centre for the elderly and the insufficient number of kindergartens in the municipality.³² Namely, on the territory of the municipality there is only one kindergarten within the frames of a school facility, without a nursery, which is in use since

²⁹ Development programme for local economic development, 2013, Municipality Bogovinje

³⁰ Ibid - realized projects 2013-2014

³¹ Personal interview with the Mayor of Municipality Bogovinje, Mr. Hazbi Idrizi

³² Interviews with the municipal administration and focus groups



2013. According to the employees of the Municipality, the fact that they still do not have all the competencies from the central government is real problem in this area, i.e. it is necessary to obtain approval from the Ministry of Finance for new employments in these institutions. That was the case with the existing kindergarten, having had to wait for almost a year in order to obtain approval for employment even though the facility was already prepared. In accordance with the programme for 2015, the school facility in Kamenjane will be emptied due the new school being constructed, thus the facility will be used as a centre for early childhood development, supported by the UNICEF programme, as alternative to kindergarten in this village.³³

Priority needs for the women in Municipality Bogovinje.

Within the frames of the research, the interviewed women ranked of the priorities in order to provide data which will serve to the municipality in the preparation of the new strategy for sustainable development. The prepared list with potential priorities could be complemented by the participants. Based on the obtained replies, given below is the ranking list of priorities which women believe will improve their quality of life.

Table 3

Priorities for the women from Municipality Bogovinje	
Priority	Main priority
Sewage	1
Public transport	2
Kindergartens	3
Cultural centre	4
Road infrastructure	5
Healthcare facilities	6

The most important priority for the women is the sewage system which does not exist in the municipality and is currently in the phase of urban planning. It is necessary for women to participate in the work groups for communal landscaping and urban planning and this is a factor which the Municipality has to take into account during the preparation of the new strategy. Furthermore, mobility was already identified as a problem for women from the rural areas as it impacts their opportunities for employment, socialization and social activities, and is related with the locations and contents which will provide better quality for their social life. This was also stressed by the participants in all three focus groups in terms of having the need for active women’s organization which will convey their needs to the local authorities, and will also work on creating contents that will enrich their cultural and social life.

“We want to take part in events where we can show what we can prepare, create, weave. There are such events, like Skilled Woman, sometimes they invite us, but why should we wait to be invited by someone else? Why shouldn’t we organize ourselves and hold such events in our municipality?”, participants in the focus group for economic development.

³³ Programme with planned projects for 2015, Municipality Bogovinje

"We lack sports locations, so that I don't have to go to Tetovo when I want to exercise. Why shouldn't we have a fitness centre? Bogovinje used to have a women's football club".

The road infrastructure and healthcare facilities are the last on the list of priorities, which does not come as surprise having in mind that most of the settlements in the municipality have healthcare facilities, private general practitioners, gynaecology and dentist surgeries, whereas the strongest focus in recent years was placed on putting in order the roads in the municipality.

Validation of the findings

The validation meeting was held in the premises of the Municipality with the presence of the employees from the Department for local economic development, the Sector for education and public affairs, the Sector for finances and the Coordinator for equal opportunities. The findings of the research were presented and discussed with the participants.

With regards to the institutional mechanisms, there is consent that further capacity strengthening is required, especially for the Commission for equal opportunities and its role in proving gender sensitive municipal policies. Apart from the Commission, the attendees stressed that it is of essential importance to work with the municipal administration because this will enable greater sustainability and continuity in the activities.

With regards to the consultative mechanisms and participation in decision making, it was stressed that the Municipality has increased its commitment in informing and involving the citizens in the preparation of the budget. The attendees highlighted that they are aware of the insufficient activity and participation of women in the meetings organized by the municipality and that they are making efforts in order to address this challenge. *"I personally have a list of over 200 telephone numbers of women in the municipality and I try to invite them every time the Municipality organizes an event"*, female employee at the Department for local economic development. The women from the mountain villages located at higher altitude rarely take place in the consultative meetings, and this is a special challenge. The participants also discussed the possibility to organize separate meetings in these villages in order to enable of women from the entire territory of the municipality to convey their needs and demands.

According to the attendees, the priorities ranking list composed by the participants of the focus groups for the most part overlaps with the priorities that the Municipality is currently working on. At the same time it was indicated that it is necessary to include gender perspective and organise consultations which will also include women in all infrastructure projects that are being planned and implemented. The attendees stressed that in the upcoming period the municipality plans to increase their efforts in the area of social protection in order to provide the necessary services and institutions such as: kindergartens and nurseries in several locations in the municipality, vocational education centre and care centre for the elderly.

According to them, it is necessary for the Municipality to design an internal policy which will make the process of inclusion of gender perspective in the local policies a compulsory one.

Conclusions and recommendations

The Municipality Bogovinje has shown continuous progress in recent years in the area of improvement of the quality of life for their citizens, both men and women. If a list is composed of the accomplished activities and projects³⁴, both self-financed as well as donor funded, it can be observed that large portion of these are directed towards the improvement of the status of women in the municipality, especially from an economic perspective. The institutional mechanisms for exercising gender equality are established through the Commission on equal opportunities, the Coordinator for equal opportunities and the Action plan for equal opportunities. Deficiency can be observed in terms of existence of strategic and development documents such as social protection. The Strategy for local development has already expired, and this was also emphasised by the representatives of the municipal administration; *“We are aware that we do not have strategies in many areas, these days it is the first thing that the donors are looking for. Whenever we apply for a certain project there is always the question of whether we have a respective strategy, if it is defined as strategic priority of the Municipality. So of course, we need to sit down and prepare those documents. But it does not mean that we do not already work in these areas.”*³⁵

Therefore the guidelines and recommendations related to this analysis refer to these future activities for preparation of local strategies and programmes in order to ensure conditions for inclusion of the gender perspective in the processes, local policies, implementation and evaluation thereof.

Recommendations for inclusion of the gender perspective in preparation of local development strategy

- > In cooperation with the nongovernmental organizations, the Municipality need to prepare an analysis of the conditions with identified needs, challenges and opportunities for women and men and to provide gender segregated data. The analysis and experiences of the other donors with which the Municipality cooperates, such as USAID, the World Bank, UNDP, can be used for the requirements of this analysis.
- > Women and men should be equally involved in all work groups for preparation of the strategy; to enable inclusion of women from all settlements, with different social status;
- > The Commission for equal opportunities should be actively involved in the process of preparation of the strategy, in accordance with the defined action plan for equal opportunities;
- > The Organizations working on improvement of gender equality should be included in the process of preparation of the strategy.
- > The strategy should define clear gender priorities, objectives and expected results which are in accordance with the action plan for equal opportunities for women and men;
- > To set clear and measurable, gender segregated indicators in each of the strategic priorities;
- > The Strategy should contain budget allocations for each of the determined gender goals;
- > The Strategy should put in place a monitoring system for the implementation of the gender goals;
- > The strategy should define an evaluation plan which will measure the impact of the implemented measures on women and men in the municipality.

³⁴ Report on realized projects 2011, 2012, 2013, 2014, Municipality Bogovinje

³⁵ Interview with representatives of the Department for local economic development

Recommendations for inclusion of the gender perspective in infra-structural projects

- The Municipality should perform identification of the activities of women and men related to infrastructural projects;
- To prepare analysis on the impact of the planned intervention on everyday life and activities of men and women;
- The evaluation of infrastructure projects should include assessment of the impact on the quality of live for women and men.

Recommendations for inclusion of the gender perspective in the implementation of budget forums

- Women and men should be equally included in the structure of the forums, as well as in the work groups and the coordination teams;
- The Forums should ensure participation of women representatives from all settlements and groups. If these women are not active during the forums, other methods should be considered which would enable them to convey their opinions: separate meetings in the settlements prior to each meeting the members of the CEO could prepare a list of priorities for the women from different settlements, students/NGO could conduct surveys in several settlements;
- To make sure that the location and time of the forums are suitable to the women from all settlements (possibility to organize transport for the participants of the forums).

Municipality Aerodrom

Analysis of the education programme

Profile of the Municipality

The Municipality Aerodrom was established in 2005 as a new municipality which formerly existed as an integral part of the Municipality Kisela Voda. The total number of population is 72.009, 36.718 of which are women. The majority of the residents are ethnic Macedonians (89.5%), the remaining portion are Serbs (4.3%), Albanians (1.4%) and others. Even though the Municipality is part of the City of Skopje, large portion is rural. The 10.4 km² of the urban section presents 60% of the territory, while the remaining 9.6km² which take up 40% of the municipality are rural area. There are seven settlements that are within the scope of the municipality: Micurin, Aerodrom, Jane Sandanski, Lisice, Novo Lisice, Reonski Centar, Gorno Lisice and Dolno Lisice. Currently there are 6.788 registered businesses on the territory of the municipality, four shopping malls, five post offices, two state-managed and four privately owned health care facilities and three churches. There are a total of eight primary schools, three high schools and three kindergartens with a total of 11 facilities in different locations.

Institutional and organizational capacity for gender equality

The Municipality Aerodrom has appointed Coordinator for equal opportunities and according to the annual report³⁶ it has also organized an active Commission for equal opportunities for women and men. The Municipality has adopted an action plan on gender equality. Even though gender equality is priority of the Municipality, the internal procedures are not necessarily directed towards systematic integration of the gender perspective. Namely, the machinery for gender equality is not systematically included in the planning process of the local budget. The gender machinery does not comment the draft budget or the budget circular and it is neither involved in defining the priorities of the sectors and programmes of the municipalities. According to the Municipality Aerodrom, although there are indicators for evaluation of the implementation³⁷ of the programmes, it is not the objective of the programme planning to identify or assess the different gender needs of women and men. However, the municipality has at disposal gender segregated

³⁶ Municipality Aerodrom (2013) Annual report for 2013 in the area of equal opportunities for women and men.

³⁷ Risteska, M and Dimovska, E. (2014) Assessment of the process of creation of policies, budgeting and decentralisation at local level from gender aspect.

data, performs projects which are directly focused towards promotion of gender equality and has at disposal human capacities which can work on gender mainstreaming in the local policies, programmes and budget.

Participatory policy making

The Municipality Aerodrom applies structural and non-structural forms of consultations with the citizens as part of the processes for participatory adoption of local policies and budget. The structured consultations for the most part are realised through the community forums, however there is a lack of coordinated system to replicate the identified needs of women and men within the gender sensitive goals and activities.

Gender equality and the educational policy

The 2013 report of the Commission for equal opportunities indicates that the municipality has supported the citizens by providing training for development of IT skills, as part of the efforts to support employment. Within these frames, the Commission for equal opportunities through the organizations and women's associations has instigated the participation of women. The majority of participants at these trainings were women (70%).

Analysis of the Education Programme

The 2014 Education programme of Municipality Aerodrom is subject to gender analysis. As stated in the programme, its goal is to "improve the educational system". Listed below are the objectives expected to contribute towards the improvement of the educational system:

- Improvement and planning of the development in the educational process.
- Improvement of the conditions for implementation of the educational process and infrastructure.
- Creating conditions for development of high quality educational process.
- Discovering forms for efficient and cost effective implementation of the educational process.
- Improving the professionalism and efficiency of the school staff.
- Meeting the requirements and the interest of the citizens in the area of education.

There are three measures foreseen with the frames of the 2014 programme:

1. Education support on the territory of Municipality Aerodrom via execution of parterre (outside/ school yard) arrangement at the building of the MPS Aleksandar Makedonski (with allocated 20,000,000.00 denars)
2. Ensuring funds for insurance of the buildings of the primary schools, as well as funds for current operation and maintenance of the primary schools (with allocated 22,600,000.00 denars).
3. Activities in view of provision of financial assistance for compensation of travel expenses for students with special educational needs (with allocated 100,000.00 denars).

The annual programmes which include the measures designed to achieve the objectives are designed by the municipal administration. Based on the statements given by the administration, the foreseen measures originate from the legal obligations and competences of the municipality, as well as initiatives and proposals



made by physical and legal entities, associations of citizens, etc.³⁸. Moreover, each member of the council as well as the mayor can submit proposals for amendment and withdrawal of any of the proposed measures. However, there is no information on the number of persons involved or if there were any consultations with women and girls during the designing of the measures of the programme. In addition, the measures only contributes towards achieving part of the assigned objectives, since essentially they address only the improvement of the access of persons with disabilities and improvement of the infrastructure. The foreseen measures do not address the educational process directly and are not directed towards the improvement of the quality of education through interventions in the programme, teaching aids or upgrading the skills of the teaching staff.

The table provides a list of gender indicators in order to measure the degree of inclusion of the gender perspective in the adoption and implementation of the programmes. There are total of eleven indicators which individually demonstrate the degree of inclusion of the gender perspective in the programmes. The indicators further serve to identify the beneficiaries of the programmes, the benefits of these programmes, whether gender equality is the goal which the programmes promote and to what extent are the budgets aimed towards meeting the gender objectives.

Indicator	Planned measures		
	Parterre (outside area)	Insurance of the building of the primary schools	Financial assistance for compensation of travel expenses
Gender segregated data	There is no gender segregated data, even though the municipality possesses such data.		
The analysis contains information on the social and economic status of the women	N/A	N/A	N/A
The importance of gender equality is stated	Not stated	Not stated	Not stated
Defined gender objectives within the frames of the priorities	N/A	N/A	N/A
Defined activities for improvement of gender equality within the frames of the objectives	N/A	N/A	N/A
Areas with clearly defined activities for improvement of the status of women	N/A	N/A	N/A
Challenges specified with regards to the programmes and gender equality	N/A	N/A	N/A
Gender indicators for monitoring of the implementation	N/A	N/A	N/A

³⁸ Reactor. Personal interview conducted on 26/12/2014.

Indicator	Planned measures		
	Parterre (outside area)	Insurance of the building of the primary schools	Financial assistance for compensation of travel expenses
Foreseen budget for realization of the measures	20,000,000.00 MKD	508,000.00 MKD	100,000.00 MKD
Assigned funds for activities related to advancement of gender equality	Not foreseen	Not foreseen	Not foreseen
Amount of the financial allocations specifically allocated for improvement of gender equality	N/A	N/A	N/A

As shown in the table, according to the Municipality the measures are gender neutral and no special measures or indicators for promotion of gender equality have been foreseen. The largest portion of the programme budget is directed towards infrastructural improvement of the parterre section of the primary school Aleksandar Makedonski, covering 97% of the planned budget within the Education programme. The main goal of this activity is to contribute in „achieving better quality of the educational process and improving the conditions in the school “by performing parterre arrangement of the school.³⁹ According to the public procurement plan of Municipality Aerodrom, 16.945.000,00 denars have been allocated for execution of parterre arrangement⁴⁰, however over the course of 2014, 5.767.187,00 denars (VAT excluded) have been realized for this specific measure which presents 29% of the total realized budget for implementation of the programme (or from the planned budget for this measure)⁴¹.

The infrastructural investments are treated by the municipality as gender neutral since these “equally serve both girls and boys“. Yet there are significant differences in the needs and priorities of girls and boys which need to be taken into consideration during the planning of the measures. The infrastructural interventions such as the design, lighting, accessibility, the positioning of the school benches etc. impact the utilization of public areas by girls and boys. In addition, even though the measure presents parterre arrangement of primary school, this also presents public area which can be used by the citizens of the municipality, in particular those that are responsible for the transport of students on daily basis or live in the surrounding residential area. Therefore, the design process of the parterre arrangement was also subject to analysis. Having in mind that the design was carried out under a contract for receiving donations by the works contractor of the parterre arrangement (the company Hidro Gradezen Inzenering), the municipality Aerodrom has not invested funds for the design and has not provided specific requirements on the appearance of this public area or the needs it should fulfil.⁴²

The students, parents and the teaching staff were not involved during the formulation and adoption of the programme. According to the Municipality, the lack of consultations is due to the fact that the school was

³⁹ Ibid. Annual funds in the amount of 20.000.000,00 are foreseen for the implementation of this activity, from the Sub-programme N1-Primary education, sub item 482920 for construction of other facilities.

⁴⁰ Public procurement plan published in the Official Gazette of Municipality Aerodrom no 20 dated from 10.12.2013, page 67

⁴¹ Annual financial statement of Municipality Aerodrom archive number 05-1967/1 dated from 03.03.2014

⁴² Personal interview conducted on 26/12/2014.

put into use in 2013, whereas the programme was already prepared. The draft programme is proposed by the municipal administration which is subsequently voted by the council of the municipality. The Commission for equal opportunities was neither consulted nor involved in the planning of the education programme.

The gender perspective and the means of utilization of public areas by girls and boys was not taken into consideration during the planning of this project, even though it impacts on the utilization of the area. Thus,

The City of Vienna can be used as good example for gender sensitive design of public areas and parks. The City administration recognised that while boys and girls at pre-school age use the city playgrounds equally, the number of girls decreases significantly and almost disappears at school age. By redesigning the parks and public areas, such as the Saint Johan park, today equal number of boys and girls are using it. The design of this park includes areas for sports which girls practise more, such as volleyball or badminton, privacy areas, such as pavilions and low walls used for sitting. The park and the toilets are well lit and are located in the vicinity of the sports terrains.

goal frames for football, basketball hoops were installed in the area of the closed playground with concrete lined floor as well as several metal benches. Several wooden benches are positioned outside the playground and are placed facing the playground.

The observations performed with regards to the parterre arrangement indicate several factors which need to be comprehensively reviewed. In the period when the observations were made, in the afternoon between 14:00 h. and 15:00 h., the playground was used by only four boys at approximate age of twelve that were playing football. In the evening hours between 17:30 h. and 18:30 h, this area was not used and there were no visitors. The weather conditions need to be taken into consideration as well since the period with extremely low temperatures which can influence the number of beneficiaries of this area. The lighting of the area surrounding the school and the sports area is in poor condition, which can also influence the number of persons using this area. During the evening hours there is not sufficient light surrounding the school as well as in the parterre area. The visibility is very low and no movement outside the immediate vicinity (2 to 3 meters) could be noticed. The previous researches carried out at public areas in Skopje indicate that the physical appearance of

the surrounding environment has impact on how women and girls perceive safety.⁴³ Adding to these findings, due to the surrounding environment and the lack of lighting of the parterre area, the likelihood of girls using the area in the evening hours is low.

There is no significant type of social capital such as kindergartens, market, bus stop or shopping malls in the immediate surrounding area of the school. Movement of people is minimal in the area of the school. No security service was noticed during the course of the observations.

According to the acquired information, the total number of students who use this area is 342, 49% of which are girls and 51% are boys⁴⁴. The nearly equal number of girls and boys indicates to the need that boys and girls should equally use the parterre area in the school. Since the stakeholders were not involved in consultations with the municipality for this project and therefore their opinions were not taken in consideration, it can be assumed that the needs of the beneficiaries are not met in full. The needs of the users can be taken

⁴³ Reactor – Research in Action. 2012. Research on the scope of gender based violence against women and girls at public locations in Skopje.

⁴⁴ Electronic communication with Municipality Aerodrom dated from 10/2/2015

into consideration through an assessment for utilisation of similar parterre areas, which are on the territory of the municipality in cooperation with the CEO and the Coordinator for equal opportunities. The only sports options offered as part of the parterre arrangement are football and basketball, which are predominantly played by boys, without an area for volleyball, handball, tennis or badminton.

The second measure for improvement of education in the municipality is provision of funds for insurance of the buildings of the primary schools, as well as funds for current operation and maintenance of the primary schools. The main goal of this activity is for the municipality to contribute in providing high quality teaching as well as to improve the conditions for maintenance of the educational process. The source of funds to implement this activity comes from different programmes and cover the following services: 1) Real-estate insurance and insurance of rights under programmes 2) heating; 3) electricity and 4) water and waste collection expenditures.⁴⁵

As it can be seen, this measure covers current expenditures and does not relate to development investments which can be used for promotion of gender equality. Namely, according to the Law on Primary Education, the primary schools are obligated to have appropriate insurance for liability for caused damages⁴⁶, with funds being provided by the municipality. According to Osiguritelna Polisa AD Skopje, 8 facilities are insured, including their property and equipment, against damages caused by natural disaster, fire and breaking and entering⁴⁷. The fact that the facility is under surveillance of a security agency does not have any bearing on the specified amount. According to the public procurement plans of Municipality Aerodrom for 2014, 508.000,00 denars (VAT excluded) were foreseen for insurance of the school facilities, 150.772,00 denars of which are planned for insurance policies. Therefore it appears that total of 30% of the foreseen funds are realized for support of this measure. Indirectly, the beneficiaries of these activities are the students and the employees of the primary schools in the area of Municipality Aerodrom. Of the total number of students, 49.8% are girls and 50.2% are boys. In-depth analysis was not performed, having in mind that this refers to covering the current expenditures of the schools and the measure itself does not include development components. However, the unused budget can be realized for special measures directed towards promotion of gender equality in the schools in the area of Municipality Aerodrom which can include infrastructural adaptation such as lighting, toilets, etc.

The third measure foresees provision of financial assistance for compensation of travel expenses for students with special educational needs. Through this measure the objective is for the Municipality to contribute towards "providing opportunity to acquire appropriate educational level for all, regardless of their age, gender, ethnicity, religious beliefs, healthcare condition and social and financial status".⁴⁸ In order to implement this activity, annual funds in the amount of 100.000 denars⁴⁹ are envisaged, whereas over the course of 2014 a total of 37.886 denars were realized for compensation of travel expenses for two female students with special educational needs⁵⁰ who attend classes at PS "Gjorgjija Puleski". Therefore, 38% of the initially planned budget was spent for this measure. This measure is directed towards realization of the objectives of this programme, which is "to enable equal access for all to the educational system regardless of their age, gender, ethnicity, religious beliefs, healthcare condition and social and financial status".

⁴⁵ The costs are compensated with the following sub-programmes: Sub-programme N1 – Primary Education, sub-item 425250 – insurance of real-estate and rights; Sub-programme N1 – Primary education, sub-item 421210 – central heating; sub-item 421240 – liquid fuels; sub-item 421110 – electrical power; sub-item 421120 – water and sub-item 421130 – waste collection

⁴⁶ Article 167 of Law on Primary Education, published in the Official Gazette of RM no. 20, published in the Official Gazette of Municipality Aerodrom no. 20 dated from 10.12.2013

⁴⁷ Information acquired via telephone conversation with AD Osiguritelna Polisa Skopje dated from 24/12/2014.

⁴⁸ Municipality Aerodrom. 2013. Education programme for 2014, published in the Official Gazette of Municipality Aerodrom no. 20 dated from 10.12.2013

⁴⁹ From the sub-programme A0 of the Council of Municipality Aerodrom, sub-item 464990 – other transfers.

⁵⁰ Official Gazette of Municipality Aerodrom no 17 dated from 20.08.2014, page 11 and number 19 dated from 19.09.2014, page 10

During the programming of this measure, the Municipality did not hold consultative process which included persons with disabilities, their parents or organizations working with persons with special needs. The gender perspective was not taken into consideration during the design of this programme nor was any gender analyses carried out on the effect that this measure could have on gender equality. Having in mind that in accordance with the existing traditional gender roles, the care of the persons with disabilities is most often assigned to women, this programme undoubtedly has significant consequences to gender equality. Over the course of 2014, two students were beneficiaries of this programme, and their mothers took care of their needs while they were at school.

Based on the interview conducted with one of the mothers of the beneficiaries of this programme, she did not have any knowledge or information on the existence of this programme. According to her, she was informed that there is a legal obligation to receive this type of subsidy and this is why each year she files application for access to these funds. *"I know that there is a legal right; there is an article in the law and this is why I file an application. When we filed an application, for the first year and a half we did not receive any funds, for 4 years it was a problem and now we have problems again, due to the reduction of funds".* They were not invited for consultative meetings by the municipality and this is why the parents themselves have requested a meeting with the council and the mayor. Up to this date, there has not been any feedback information and no meeting was held with the municipality. *"I have not been involved but I see that they randomly find some association for persons with disabilities and consult them even though those persons have different needs from the persons with cerebral palsy. The needs of all beneficiaries cannot be met in that way".*

The total funds used for the needs of the beneficiaries for 2014 are 37.886,00 denars or 1.579 denars monthly per beneficiary. One of the beneficiaries has received a total of 20.928 denars for the use of their own vehicle and taxi transportation, whereas the other has received a total of 16.928 denars for the use of taxi transportation. The total sum is determined based on the distance and the means of transportations.

"They have reduced the funds we used to receive even though this decision was passed by the council. The Mayor did not agree with this decision so he prevented the payment until a new decision was passed. We have just received the payments for the month of September, reduced from 3.000 to 1.200 denars. The 1.200 denars cover only the gas expenses and what about the depreciation? I make the trip two to three times a day... I cannot take a cab each time ...it is a lot of money...In principle, the payment is regular with minor delay.

The lack of consultations between the municipality and the stakeholders can be stated to be one of the reasons due to which the programme does not take into consideration the needs of the beneficiaries. The beneficiaries primarily list the funds as shortfall of the programme which the stakeholders must compensate from their personal budget. The lack of funds comes as a result of the use of personal vehicles for transport as well as the use of taxi transportation. The most common problems when using taxi is the transportation of the wheelchairs because not every vehicle is adequate to accommodate and transport wheelchairs. Efforts were made by one of the mothers to use the transport service of the City of Skopje for persons with disabilities. According to the City of Skopje, the school is too close vicinity and the application was denied. The Municipality does not own adjusted vehicle which would be used by the beneficiaries of this programme and this is considered to be a major shortcoming by the beneficiaries.

The parents of the beneficiaries of this programme believe that their initiatives are not taken into consideration by the Municipality. One initiative was made for the employment of chaperons in the schools in order

to assist the children with disabilities during the school classes. The Municipality indicated that the initiative should be implemented through a school which has children with disabilities. The Principle of the MPS “Gjorgjija Pulevski” refused to be part of this initiative without providing explanation for the reasons behind this decision. So far there have not been significant efforts for systematic involvement of the children in the school such as the construction of an elevator and employing a chaperon for the children with disabilities, in order for these children to feel equal with their peers. According to the beneficiaries, this programme is insufficient in order for the persons with disabilities to have equal access and opportunity to meet their educational needs. During the classes these children do not have a chaperon and the mothers must visit the schools 2 to 3 times per day, in order to help them with the physiological needs and diet. The constant travelling and the use of gasoline is also part of the financial problem which concerns the beneficiaries, since the method of calculating the expenses includes only the travel to and from the school without taking into account the necessity for assistance and support during the class breaks, etc. The impact of this lack of chaperons is that the mothers must resign from their work places in order to take care of their children while they are at school. Moreover, the schools do not have at disposal customised areas for the parents who live at significant distance from the schools and who remain within the schools during classes. During the classes the parents have no choice but to wait in the hallways or school yards. The parents believe that their presence has impact on the socialization and social development of their children. The schools do not have elevators and the movement of the children in wheelchairs is limited to the first floor. Due to the lack of chaperons who would take care of the children with disabilities in the schools, one of the mothers is no longer able to keep her work place.

“I had to resign from work in order to take care of my daughter. The time I dedicate to child care needs to be acknowledge and I should receive financial compensations or to be included in my length of service. We receive very low amounts for our children in contrast to the higher amount you would receive if you foster a child. I am everything but a mother. I must find time for everything. We do not have any service to help me at home with the cleaning and chores. Chaperons need to be employed in the schools so that they can be with the children”.

According to the beneficiaries and the stakeholders, generally there is a lack of services and programmes in the Municipality related to persons with disabilities. One recommendation was the service implemented by the municipality such as taking the children with special needs for strolls. This type of recreation would be beneficial for both the children and their parents. The field and qualitative research indicates that the public areas in the municipality Aerodrom for the most part are not adapted to be used by persons in wheelchairs. This limits the persons with disabilities in their use of the public areas in the municipalities. *“Corrections need to be made with regards to the accessibility because Aerodrom is all right, however the sidewalks are built by someone who does not use them. The sidewalks are seemingly accessible but there are sign posts in the way where a person in a wheelchair must be assisted in order to move safely. The elevators in the shopping mall Biser need to be serviced more frequently. We are visiting the shopping mall Kapitol because of the elevators.”*

The trust of the beneficiaries in the system and the institutions needs to be further strengthened. The mother of one of the beneficiaries believes that the communication with the municipality and the school presents a challenge. This was presented with an example where one of the mothers asked the Municipality to construct an elevator in the building of her adult daughter, but this was not approved by the council.



According to the finding of the research, it is necessary to improve the education programme in order for it to contribute towards:

- reducing poverty;
- elimination of discrimination on grounds of gender and gender inequalities;
- strengthening the awareness and dissemination of information on the problems of women and the capacity for their resolution;
- increased accountability of all social stakeholders and monitoring their operation⁵¹

The lack of gender responsive budgeting can lead to further solidification of the position of girls and women in the municipality due to the insufficiently developed sectoral policies. The implementation of the gender responsive budgeting will enable the improvement of the sectoral policies which will contribute towards the improvement of gender equality in the municipality.

Validation of the findings – Municipality Aerodrom

Meeting was organized in the Municipality Aerodrom in order to present the findings of the analysis of the education programme, as well as to prepare validation of the analysis produced. The meeting was attended by representatives of the education sector, president of the CEO, the Coordinator for equal opportunities, representative of the Commission for sport, culture and education within the frames of the council and two representatives of the operations department of the council.

After the presentation of the findings of the analysis, the floor was open for discussion on the manner in which the municipality comprehends the situation, and was followed by preparation of additional recommendation for improvement of the education programme in the future.

As specified in the analysis, the preparation of the education programme is designed by the municipal administration. It was confirmed during the meeting that the Municipality did not hold any type of consultations during the passing of this programme, whereas the CEO, the Coordinator for equal opportunities and the Commission for education were also not involved in the creation of the programme.

According to the municipal administration, even though there was no consultative process during the design of the school, the municipality considers that the school was constructed according to the needs of the citizens. This attitude of the Municipality is due to the fact that the school in the settlement Novo Lisice has large number of students who attend classes in three shifts, thus they believe that the construction of the school Aleksandar Makedonski is adequate to the needs of the citizens.

The design of the parterre area is performed in accordance with a donation contract and because of this the Municipality has not issued any provisions as for the layout of the parterre area. The participants at the meeting consider that the designing company has certain safety standards as well experience to execute the design, but the municipality does not have any expertise in the area of architecture which would enable it to deliver special requirements to the works contractor. With regards to the implementation of gender perspective in the design, this proposal was positively accepted, and a proposal was made so that the gender perspective should be included in the construction of new schools which the Municipality plans to build in the following few years.

⁵¹ Budlender & Hewitt, 2003

The measure for financial assistance for transport, intended for children with special educational needs was part of the analysis as well as the criticism on the entire programme conveyed by the partners. Given the parents' statements that they were not informed on the available financial assistance as part of the education programme, and the fact that the financial assistance is legal obligation of the Ministry of Labour and Social Policy, the Municipality shall try to clarify the misunderstanding. The Municipality shall make greater efforts in order to keep the parents informed on the financial assistance provided by the Municipality as a measure designed by the Municipality independently from the Ministry of Labour and Social Policy.

With regards to the proposal of the parents to acquire modified vehicle as means of transport for all students with disabilities, the Coordinator for equal opportunities believes that it is a proposal which can be subject of further consideration by the Municipality. The representatives attending the meeting stressed that even though the Municipality strives to meet the needs of the citizens, the resources and financial capacities do not always allow that.

With regards to the remarks of the parents on the employment of a chaperon for the children with disabilities, the Municipality will take under consideration the possible options which will assist in the improvement of the educational needs of the children with special educational needs. It was stressed during the meeting that some of the parents cover the expenses themselves when hiring defectologists or educators in speech—language therapy who accompany their children and assist them in their educational needs. The modification of the area for parents who must be present during classes is another recommendation which will be taken under consideration by the Municipality.

The involvement of children with disabilities, their parents and the organizations working with children with disabilities in consultative meetings is a recommendation on which the Municipality is prepared to make bigger efforts in the future in order to achieve it. Even though the Municipality has held meetings with organizations working with persons with disabilities, in the future they will make bigger efforts to consult a wider circle of organizations and persons with disabilities.

The joint project of the Municipality with UNICEF for construction of Centre for Early Childhood Development in the rural section of the municipality was indicated as positive implemented project. The Centre for Early Childhood Development is the first of its kind in the Municipality with the goal of assisting women into taking active participation in the labour market.

During the validation meetings it was pointed out to the great discrepancy in the interpretation of the benefits of the gender mainstreaming in the programmes of the municipality. Part of the participants which are directly involved in the decision making process of the municipality expressed their disapproval with regards to this approach, i.e. gender mainstreaming in programme and policy making. This indicates the necessity for gender equality training for the municipal administration, as well as greater involvement and influence of the CEO in the decision making process of the Municipality.

The Coordinator for equal opportunities expressed interest for training which will enable the municipality employees to build their capacities in order to analyse the degree of gender sensitivity of the municipal programmes independently. Provided that this type of trainings are organized, the Coordinator for equal opportunities considers that the administration staff shall be able to prepare recommendation on the manner in which the municipality can include gender perspective in the creation of policies.

Conclusions

It is discernible that the Municipality has human and financial resources at disposal which would be used to improve gender equality in the municipality. The Commission for equal opportunities and the Coordinator for equal opportunities are actively working towards the improvement of the programmes which promote and increase gender equality. The Municipality has gender segregated statistics at disposal, which is especially important to understand gender inequality in different social areas. Furthermore, the Municipality has shown openness and readiness to share all necessary information for the purpose of preparing high quality analysis of the education programme.

Based on the research and the analysis of the education programme, conclusion can be reached that even though the municipality works towards improvement of gender equality, the gender perspective was not taken into consideration during the creation of the education programme. The different gender needs are not taken into consideration in the creation of the programme and the CEO and the Coordinator for equal opportunities did not take part in the creation of the programme. In addition, part of the measures of the education programme do not refer to improvement of the educational process and do not foresee measures which will directly improve the education system through interventions in the programme, teaching aid, or upgrading the skills of the teaching staff.

General recommendations were made with regards to the inclusion and participatory policy creation in order to improve the processes in the municipality, as well as specific recommendations for gender mainstreaming in the education programme and improvement of gender equality in the municipality.

General recommendations

- Consultations with the stakeholders such as the students, parents and teaching staff. Through these consultations the needs of the stakeholders will be taken into consideration during the design of the parterre arrangement of the educational institutions and other similar projects.
- Improvement of the lighting of the parterre arrangement, as well as improvement of the lighting in the school and school parking lot. Appropriate lighting of the public areas will enhance the feeling of safety by the beneficiaries especially by the girls which will results in increased use of this area.
- The unused portion of the budget should be directed towards the improvement of the existing parterre arrangement, i.e. to undertake the first three recommendations and incorporate them towards improvement of the existing parterre area in MPS Aleksandar Makedonski.
- Active involvement of the stakeholders in the decision making process and consultative process in correlation with the local education programme. The consultations can be carried out through individual meetings, interviews or focus groups.
- The Municipality should perform an analysis of the needs of the beneficiaries, including gender analysis, so that the programmes can later on be directed towards specific target group (in this case the students). This type of analysis would indicate the genuine needs of the beneficiaries and further programmes would be created based on the analysis.
- To create comprehensive analysis of the impact this programme has on the parents, the guardians or the foster parents, with special emphasis on the impact on women.
- The Municipality should implement an adapted vehicle care service for the beneficiaries (measure

3) which would be comfortable and safe to transport the children to the schools. The current budget should be reallocated for the implementation of this service. This type of service shall improve the financial status of the parents and will alleviate the day to day difficulties related to seeking appropriate taxi transport.

- Employment of chaperons for the children with disabilities who will assist them in their everyday stay at the school. With this measure the parents will not be obligated to visit the school up to 2, 3 times per day, and the parents whose homes are at greater distance will not be obliged to be at the school during the entire stay of their children. This will especially have positive impact on the mothers who resign from their working places in order to provide care for their children.
- The unused funds should be directed towards adaptation of the facilities for the parents who must stay at the school in order to accompany their children with special needs.
- Analysis of the needs and utilization of the outdoor areas by the girls and boys. Series of studies have pointed to the different ways of utilization of the outdoor areas by girls and boys. This type of analysis will enable for the arrangement of the parterre area to be performed according to the needs of the girls and boys and will enable equal access and opportunities for utilization.
- The Municipality should foresee funds for subsidies to the parents who have resigned from their working places in order to provide care for their children. The financial support will provide economic strengthening for the women who have resigned from their work places and will decrease the risk of poverty and social isolation. The subsidies can be in the form of utility fees, diet or financial resources. The appropriate ministries can take part in these initiatives with the assistance of the Municipality.
- The Municipality should provide recreational programmes for persons with disabilities such as strolls and other social activities which will improve their quality of life. Improvement of the municipal infrastructure including public areas and access to the shopping malls, parks and recreational parks for persons with disabilities.
- Assuming specific activities to create focus groups with girls, in order for the municipality to acquire specific data on how the girls use the outdoor area as how girls envisage the parterre area which they would use for recreation. The Municipality should establish contact with the parents/guardians of the girls, so that they are familiarised with the nature of the measures. The direct communicating with the parents shall increase the participation of the girls in the focus groups. The teaching staff should be involved in the process and be well familiarised in order to be able to inform and refer the parents/guardians. The recommendations of the focus groups will be used to design the parterre area which will enable the girls to have equal time for recreation as the boys. Being part of the focus groups, the girls will be able to use the parterre area, the areas they like or not, which will be useful for them in terms of having more quality time in the parterre area. This type of consultations should be applied in the future.
- Compulsory training for the administration and councillors on the concept of gender equality and the positive impact which will result from the inclusion of gender perspective in the programmes of the Municipality. These types of trainings will increase the awareness and increase the capacity of the administration that will prepare the programme so that in the future the gender perspective is included in the creation of the programmes. Furthermore, if the municipal administration is

familiarized with the concept of gender equality this will lead to decrease of the non-deliberate discrimination on grounds of the gender in the programmes of the municipality. Recommendations to involve gender perspective in the education programme.

- The involvement of the Commission for equal opportunities and the Coordinator for equal opportunities in the preparation of the education programme with their proposals and ideas should be mandatory. The CEO should monitor the inclusion of the gender perspective in the preparation of the programme.
- Performing analysis of the impact of the education programme on girls and women. One example can be the analysis conducted regarding the extent to which girls use the parterre area in comparison to the boys and what influences girls to use the area (infrastructure, access, lighting). The analysis can be further used in order to make necessary improvements.
- The CEO and the Coordinator for equal opportunities should be trained for gender responsible budgeting, and should undergo specific trainings for inclusion of the gender perspective in the preparation of the programmes and the passing of the budget.
- Introducing sports activities that will promote the participation of girls and the use of the parterre area. The introduction of volleyball, handball, tennis and badminton as part of the physical training education is one example. The allocation of financial resources can be directed towards encouraging girls to use the parterre area. The funds shall be used to introduce different sports activities which for the most part are practiced by girls. Gender goals should be included in the priorities of the programme, which will enable girls and boys to have equal access in the educational system, as means of directing the budget towards achieving gender equality.

Municipality Mavrovo and Rostuse

Development of tourism in the rural communities as opportunity for economic empowerment of women

Profile of the Municipality

The Municipality Mavrovo and Rostuse has a territory of 856 km² and is one of the three largest municipalities in Republic of Macedonia. The main feature of this municipality is the mountainous – hilly terrain with 42 settlements and relatively low population. With 11,9 inhabitants at km² the municipality as a whole is one of the lowest density of population, especially taking in consideration the fact that this number at national level is 80 inhabitants per km². There are a total of 42 settlements within the frames of the Municipality, 36 of which are within the borders of protected area. Only 40% of the houses in the municipality are used as dwellings, while the rest are abandoned or the owners are out of the country as labour migrants.

In accordance with the strategic priorities for local economic development, the long-term commitment towards which the Municipality Mavrovo and Rostuse strives is an urban and environmentally clean, safe, financially stable municipality with economically developed rural communities and open for inter-municipal, regional and international cooperation. The strategic goals which are part of the aforementioned vision read as follows: Strengthening the communication with the citizens, the business sector and international organizations; Attracting new businesses and investments; Increasing employment; Developing tourism and catering; Rural development; Increasing quality of life and improved business climate; Increasing energy efficiency.

Institutional and organizations capacities for gender equality

The Municipality Mavrovo and Rostuse has established local mechanisms on gender equality, i.e. founded Commission for equal opportunities and appointed Coordinator for equal opportunities for women and men. The Municipality has also adopted action plan on equal opportunities and submits annual report on activities in the specific area to the Ministry of Labour and Social Policy.

Even though the gender machinery in the Municipality is established in accordance with the legal framework, still there is further need for strengthening of the capacities of these mechanisms, in order for them to act as powerful and efficient mechanism for promotion for gender equality. The Commission for equal opportunities is not actively involved in the preparation of local policies and budgets, i.e. integration of gender perspectives in creation of local policies. The Coordinator for equal opportunities works on the promotion of these issues at local level within the frames of the competencies, by organizing and participating

in programmes on capacity strengthening, preparation of action plans for equal opportunities, as well as preparation of annual reports on the activities of the Municipality in the area of improving gender equality.

Development of tourism in the rural communities as opportunity for economic empowerment of women

The development of tourism presents organised activity of the communities by undertaking measures and activities, forms and shapes for sustainable development bringing economic benefit and improvement of the quality of life for all members of the community⁵². In order to meet these goals, in addition to the assessment of the existing natural and infrastructural reforms and gathering statistical data, it is necessary to accurately define what everyday life of the members of the local community looks like; what is the age structure, gender structure, qualifications, source of income, greatest challenges and opportunities to overcome these challenges. The inclusion of gender perspective in these development processes should enable equal participation of women and men in the decision making processes on development, equal access to resources, equal control of resources and equal access to the benefits of the utilization of these resources. (Blagojevic, 2008).⁵³

Rural tourism as method of development for the local economy is highlighted by the local and central authorities⁵⁴. Even though several types of rural tourism have been mentioned, the common features for all of these is the location (they all take place in natural rural environment) and are based on preservation of culture and tradition in specific locations. Some authors make division of labour in rural tourism as follows⁵⁵: administrative, work related to accommodation; and additional activities. In this context, the research conducted in Republic of Macedonia indicates that even though there is division of labour which is performed in rural tourism, in most of the case it is rural women who perform all activities. Due to this the rural tourism can be the means to promote economic empowerment of women.

Rural tourism should be perceived from the aspect of the needs and perceptions of women themselves as potential participants in this tourism. Namely, the services offered within the frames of rural tourism are usually activities that are traditionally performed by women, such as preparation of traditional food, providing care for the home where guests are greeted, which in addition to the positive aspects can contribute to the increase of the burden women carry as care providers on the family and even greater bond with the private area of life.

Analysis of the Programme for development of tourism in Municipality Mavrovo and Rostuse

The 2013 Tourism development programme of Municipality Mavrovo and Rostuse, prepared in compliance with the Strategy for development of sustainable tourism, has the following vision *“Mavrovo-Rostuse shall grow into economically sustainable and environmentally developed municipality and sought after tourist destination with conditions that will ensure wellbeing for its citizens”*.

The programme defines the following priorities:

⁵² Programme for promotion of development of tourism in Municipality Mavrovo and Rostuse, 2013

⁵³ Blagojevic M. and Vladislavjevic A. (2008) Guidelines for gender based budgeting at local level – Example in Vojvodina.

⁵⁴ National strategy for development of rural tourism 2012-2015. Ministry of Economy of Republic of Macedonia

⁵⁵ L. Brandit and Haugen, M. (2007) Gender work at family farms and tourism. Gazette of comparative family studies.

- Defining the tourist product and offer and their promotion and presentation;
- Promoting the traditional values in order to increase the number of tourists in contemporary conditions;
- Development of standards for sustainable tourism.

Indicator	Activities		
	Managing tourism – record keeping	Tourist information centre	Promotion and organization of promotional events
The Analysis of the status contains gender segregated data	N/A		
The analysis contains information on the social and economic status of the women	N/A	N/A	N/A
The importance of gender equality is stated	/	/	/
Defined gender objectives within the frames of the priorities	/	/	/
Defined activities for improvement of gender equality within the frames of the objectives	/	/	/
Areas with clearly defined activities for improvement of women's status	/	/	/
Challenges specified with regards to the programmes and gender equality	/	/	/
Gender indicators for monitoring of the implementation	/	/	/
Foreseen budget for realization of the priorities	400,000.00 MKD		
Assigned funds for gender equality improvement activities	/	/	/
Amount of the financial allocations specifically allocated for improvement of gender equality	/	/	/

There is no gender dimension at the level of priorities and activities for their respective realization, i.e. the

gender goals are not part of any of the priorities. The gender dimension is also omitted at level of expected results and indicator for the activities. The role of women in this area was stressed during the discussions with the representatives of the Department for local economic development who are involved in the preparation of this programme, however this cannot be seen in the actual document. The total foreseen budget for realization of the programme for 2013 amounts to 400.000,00 denars and this amount is completely realized for “*support in the organization of promotional events for tourist locations and products*”.

The preparation of the programme invokes on the prior preparation assessments and analysis of the community. The programme is prepared by the Department for local economic development, without any consultations or information meetings with the citizens. “*The participatory approach in the passing of the local policies is something that we have been developing recently in our municipality, but it will take time since people are often not interested. Our villages are at large distances from one another, so it would take the women from the neighbouring village 45 minutes in order to arrive. There is no public transportation. We cannot ask them to do that*”, - representative of the municipal administration.

The Commission for equal opportunities is also left out of the process. According to the Coordinator for equal opportunities at the Municipality, unless the Municipality specifically asks them for anything (the Commission) “*the councillors of the CEO never take an initiative on their own*”.

“*And we must bear in mind the fact that women are partially disappointed by some of the previous activities which we have mostly had within the frames of projects. Initially they were all enthusiasts but nothing they proposed and stressed as necessary was achieved. It will be very difficult to organize them again. They will ask what is the point. You must have this in mind*”, representative of the municipal administration.

Implementation of the 2013 Tourism development programme

Having in mind the relatively minor financial allocations for this programme, the foreseen activities were partially realized. The record keeping and the registration of the privately owned accommodation capacities is initiated as a personal effort of the Head of the Department for local economic development to identify persons who offer privately owned accommodation, since no financial resources were allocated for this activity. Apart from the funds, another problem in the creation of this type of data base is partially the resistance of the people who own privately owned accommodation capacities to register, being afraid from the possible financial implications and expenditures that they will have to settle. An additional challenge in the work of the Municipality in all other areas is the remoteness of the Municipality as administrative unit which is located in Rostuse, as opposed to the settlement Mavrovo where the most of privately owned accommodation capacities are located. This activity would be better implemented if the cooperation is intensified with the Info Centre located in Mavrovo, which operates under the competences of the National Park “Mavrovo”. So far twenty privately owned accommodation capacities have been recorded, whereas the assessment of the Municipality is that the realistic number is approximately one thousand. Among the registered owners, there are several women who contacted the Municipality on their initiative. The research team had contacts with two registered female owners of the accommodation capacities during the research. The investment on arranging the houses for privately owned accommodation for one of the owners comes from her personal financial resources and a bank loan, whereas the second owner was beneficiary of a grant from the Italian organization that worked on promotion of tourism in Mavrovo. The cooperation with the Municipality is achieved in the area of utilization of their accommodation capacities, mainly from the people in the municipal administration.

"I believe that there is nothing more that the Municipality can do, they have put us in the registry. It is an obligation of the Info centre at Mavrovi Anovi, not the Municipality. They do not know what to do in order to attract tourists. I am not informed and have not been involved in their activities.", owner of a registered privately owned accommodation capacity.

In the area of Support to activities, all manifestations from the calendar of tourist events in Municipality Mavrovo and Rostuse have been accomplished. It is a question of annual events out of which only part of them are actually organized by the Municipality, the rest of them are under the patronage of the Ministry of Culture and Ministry of Agriculture, Forestry and Water economy.

Listed below are the accomplished activities from the 2013 calendar:

- Support in the organization of the celebration of "4 May Day of the Municipality"
- Support in the organization of the manifestation "Galicnik wedding 2013"
- Support in the organization of the manifestation "Sheepherding festival 2013"
- Support in the organization of the manifestation "Mavrovo tour"
- Support in the organization of the manifestation "Days of the migrant workers"
- Support in the organization of the manifestation "Day of the traditional Mavrovo-Rekani pie"

The events are mostly promotional with the goal of attracting the attention of the tourists for the products and resources that the municipality offers. From the aforementioned events, women are direct target groups and participants only at the day celebrating the Mavrovo – Rekani pie. The event is traditionally organized annually in August. The role of the Municipality is to identify and invite the potential participants who will prepare the traditional pies. Symbolically each year the best pie is awarded with a home appliance (frier, mixer) while each of the participants receives 500 denars from the Municipality for taking part in the event. According to the interviewed women, in addition to promoting the traditional products these events are opportunities to socialise and display their skills. Still, there is a noticeable difference in the willingness to participate in these manifestations varying from one settlement to another. In some villages they do not want to be part of the public events, but are prepared to give their contribution in the preparation

"For example, the women from our village do not want to be part of the event that day. They will make the pie and bring it to the Municipality, but do not want to appear publicly. We had an event where one woman was awarded for making the best pie but she did not want to be there that day and receive the award."

The aforesaid once again stresses the need of consulting women during the preparation of the programme in order to identify the most appropriate manner for promotion that will at the same time take into consideration the local context, the needs and challenges women face in different settlements. As for the remaining activities, the manifestation "Mavrovo tour" is traditionally organized on annual bases in cooperation with the nongovernmental organization Eko Grin. There is no information on the number of women-participants in the event and attracting greater number of girls and women is not set as a goal.

The most famous and attended events are the Galicnik wedding and the Day of the migrant workers. These events are organized under the patronage of the Ministry of Culture and during the days of the event there is a significant inflow of funds in the local economy due to the vast number of visitors. Still it is questionable whether and to what extent the women living in the municipality have an actual opportunity to use this as benefit and opportunity to improve their economic status. Since more than half of the houses in the municipi-



pality are not used as residences, it is a question whether and to what degree the economic benefit from the tourists who visit these manifestations remains for the citizens of the municipality.

Some of the most famous national tourist locations are located in the municipality Mavrovo and Rostuse. However, the available data reveal that the number of tourists is higher at the locations with hotel accommodation capacities. The privately owned accommodation capacities are insufficiently developed and in order for them to be competitive it will require making large investments. Furthermore, the development of the rural tourism requires developed infrastructure such as roads, healthcare centres and opportunities for additional activities for the tourists. Apart from Mavrovo, the remaining part of the municipality faces severe lack of capacities which are the most necessary asset for economic empowerment of women.

With regards to the time period of organizing the activities foreseen with the programme, it can be noticed that these occur in the period when the migrant workers return to the country, and this is a period of biggest rise of the local economy. Mavrovo and Rostuse is municipality characterised by mass migration thus making it very difficult to organize an event which would attract higher number of people in any other period of the year. In addition, due to the underdeveloped infrastructure, the majority of the settlements face problems related with passability of the roads, lack of electrical power which is one more obstacle for organizing events during the winter. From the discussions⁵⁶ with the women and the municipal administration, we can reach a conclusion that the calendar of activities correlates with what we call season calendar of activities of women in the municipality. According to the information obtained from all interviewees, small number of women and men in the municipality are farmers and do not have additional intensive activities in the spring and summer period when the majority of the manifestations take place.

Conclusions and recommendations

Women are important resource for the development of rural economy and in great extent, according to the data, see themselves as employed outside of farming, which leaves room for development of new services. These types of services shall contribute towards economic strengthening and improvement of the quality of life in the rural environments for all citizens and ensure economic empowerment of women. Rural tourism is one of the areas that stand out as an example of potential employment of women. However the gender perspective in the development of this type of tourism is not incorporated in the programme, neither the inclusion of this aspect is acknowledged. Women are not sufficiently recognised as resource for development (for the most part they are seen as fork force) in the rural tourism and diversification of rural economy.

General recommendations:

- > Put efforts in overcoming the barriers for active participation of women in public event through: consultation for appropriate selection of location and time period for organization of events; organizing meetings in the local communities as opposed to the municipal building in order to make them more accessible for women from all settlements;
- > The involvement of the Commission for equal opportunities and the Coordinator for equal opportunities in the preparation of the development programme for rural tourism should be mandatory. Furthermore, the CEO should monitor the inclusion of the gender perspective in the implementation of the programme.

⁵⁶ Personal interviews with women from the municipality and the municipal organization.

- > Additional strengthening of the capacities of the administration and the councillors with regards to including gender perspective in the programmes and budgets in different thematic areas;
- > Intensifying the cooperation with nongovernmental organizations that work in the area of improving the status of women. The nongovernmental organizations can be involved in the analysis of the needs of women and organization of consultative meetings at different locations in the municipality;
- > Efforts should be made in order to create a system for collecting gender segregated data, especially with relation to the economic activities of the population. This will enable the further creation of measures correspond with the opportunities and needs of women and men.

Specific recommendations for inclusion of the gender perspective in the Programme for development of rural tourism

- > Develop a methodology which enables the gender mainstreaming in the programmes for development of rural tourism. At municipal level the methodology should encompass equal inclusion of women and women's organizations (formal and informal) in the decision making processes in relation to development of rural tourism;
- > Define the gender goals and indicators within the frames of the foreseen activities of the programme for development of rural tourism;
- > Extend the activities for creation and promotion of the registry of privately owned accommodation capacities in the municipality; the nongovernmental organizations can assist in identifying female owners of accommodation capacities; organize meetings for presentation of the benefits from the registry;
- > Work on providing access to non-formal education on tourism as business;
- > Enable access to information on the market and market demands in this particular area;
- > Identify all economic activities of women in the municipality relevant for tourism development; Assess the profitable activities and promote only the activities which will generate more income for the women;
- > Access to grants and financing economic activities for women in this area;
- > Identify the limitations and possibilities for development at level of households. For example, one of the severe limitations in the development of local economy, including entrepreneurship is the fact that women and young women and men in the rural communities do own property. Thus, it is necessary to design appropriate strategies on overcoming these obstacles (for example, by having access to funds for development of businesses in the rural communities which are owned by women).

Municipality of Gjorce Petrov

Analysis of the Cultural Programme and activities of the Municipality in the area of culture and support of the nongovernmental sector

Municipality Gjorce Petrov

Gjorce Petrov is one of the ten municipalities comprising the City of Skopje. Seven settlements in the municipality are rural, whereas five are urban. According to the last census from 2002, the municipality has population of 41,634. The representation of the ethnic groups read as follows: Macedonians = 35,455 (85.2%); Serbs = 1,730 (4.2%); Albanians = 1,597 (3.8%); Roma = 1,249 (3.0%); Bosniaks = 489 (1.2%).

Women represent half of the population of the municipality (50,34%). Within the frames of the municipality there are four primary schools and four facilities as part of the kindergarten Rosica. On its territory there is one state care centre for the elderly, and one privately owned.

The main acts setting the guidelines for the local policies of the Municipality Gjorce Petrov are the strategic plans and programmes and sectoral programmes. The institutional mechanisms for gender equality are established in the form of Commission for equal opportunities and Coordinator for equal opportunities for women and men. The Commission has prepared and adopted Programme and Action plan for gender equality. The programme is prepared without the involvement of representatives of the other sectors, due to the opinion that "gender equality is an issue for the Commission for gender equality". The approach of inclusion of the gender perspective is not implemented when it comes to defining the goals of the Strategic plans for development or in the other measures/activities in the annual programmes. (Risteska & Dimovska 2014) The municipality does not have a system for collecting and analysing gender segregated data.

Participatory policy making

The civil society organizations have been recognized by the Municipality Gjorce Petrov as partners in the implementation of the programme for gender equality. The general inclusion of the citizens and the community forums are indicators that the municipality assesses the needs of the citizens. Some forms of public consultations (focus groups) have been developed in cooperation with civil society organizations and donor projects. However there is a lack of coordinated and systematic approach since these activities were implemented with support and under the initiative of other stakeholders outside the municipality. According to the questionnaire submitted to the communications officer, as part of the evaluation, the participatory policy making is focused on "vulnerable groups of women", however the evaluation of the needs does not take into an account other factors such as ethnic affiliation identified as factor which may result in double discrimination. The consultations conducted over the course of 2014 do not ensure gender balance in the participation, thus 75% of the involved citizens are women and 25% are men.

Gender equality and culture

Gender equality and culture are researched mainly in order to understand the manner in which culture and social context are related with gender equality and which cultural values promote gender equality or gender stereotypes. A tailored approach was used for the requirement of the study because the programme for activities of the Municipality Gjorce Petrov covers the area of culture and support of the nongovernmental sector for 2014 including the support of the civil society organizations and providing funds for the operational activities of the cultural centre of the municipality which in a way provides services for the citizens. Furthermore, the programme includes activities and funds for the celebration of the main holidays and journeys to the sister cities. The analysis was mainly performed in order to assess whether gender was taken into consideration in the planning of the priorities and how the programme for culture impacts the dynamics of gender equality at local level.

Analysis of the Cultural Programme and activities of the Municipality in the area of culture and support of the nongovernmental sector in 2014

Subject of the analysis in municipality Gjorce Petrov is the Cultural Programme and activities of the Municipality in the area of culture and support of the nongovernmental sector in 2014⁵⁷. Culture is important factor towards achieving gender equality, because it is closely connected with the traditions which instigate stereotypes towards women, traditional gender roles and often promote and highlight the unequal status of women. In the report on gender equality and culture⁵⁸ for 2014, UNESCO defines gender as cultural and social construction, defined by the relations of power between men and women, and the norms and values associated with “male” and “female” roles. Due to the significance of culture in the promotion of gender equality, it is of essential importance that the Cultural Programmes are designed taking into consideration the gender perspective.

The main goals of the Cultural Programme of Municipality Gjorce Petrov stated in the Programme⁵⁹ on the activities of the Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector in 2014 read as follows:

- Institutional and financial support of the cultural institutions and projects that are of importance to the municipality
- Nurturing folklore, customs, old artisanship and similar values
- Organization of cultural events, promotion of various specific forms of creativity
- Commemoration of event and persons of importance to the municipality

According to the Programme⁶⁰ for activities of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector for 2014, the total planned budget for execution of the activities is 5.981.000,00 denars. The proposal programme for culture was initially prepared⁶¹ by the president of the Commission for culture, sports, youth, recognitions and awards. Provided the members of this commission vote in favour of the programme, then the programme shall be included in the agenda of the council session

⁵⁷ Activities programme of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector in 2014 page 190 No. 16 Official Gazette of Municipality Gjorce Petrov 05 November 2013

⁵⁸ UNESCO Report (2014) Gender Equality, Heritage and Creativity <http://www.unesco.org/culture/Gender-Equality-and-Culture/flipbook/en/>

⁵⁹ Ibid – No. 16 Official Gazette of Municipality Gjorce Petrov 05 November 2013

⁶⁰ Ibid – No. 16 Official Gazette of Municipality Gjorce Petrov 05 November 2013

⁶¹ Information acquired over telephone conversation with the communication officer of Municipality Gjorce Petrov dated from 12/2/2015



where it can be amended and adopted. The Commission for culture which has prepared the programme is composed of five members who are men, as displayed at the official web site⁶² of the Municipality Gjorce Petrov. This indicates that women were not directly involved in its preparation. No additional consultations were carried out in order to ensure inclusion of the gender perspectives in the programme. The programme does not have separate objectives for gender equality and the gender differences were not taken into consideration during the planning of the programme.

Since portion of the data was not available (not collected) by the Municipality, the provision of data for the objective of performing gender analysis presented a challenge. The research team faced difficulties in data collection related to the realized activities and respective allocated funds.

The Programme for activities of Municipality Gjorce Petrov in the area of culture and support for the non-governmental sector in 2014 and the Report for activities in Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector in 2014 are not fully compliant with one another. For a large number of activities which were implemented the report for 2014 does not indicate allocated funds which additionally encumbered the analysis of the programme.

Indicator	Foreseen measures				
	Organization of cultural events	Support of institutions, NGOs, authors and creators in the area of culture	Summer of culture Gjorce Petrov	Commemoration of event and persons of importance to the municipality	Visits to sister municipalities
The analysis of the conditions comprises gender segregated data	There is no gender segregated data, the municipality does not possess such data.				
The analysis contains information on the social and economic status of the women	N/A	N/A	N/A	N/A	N/A
The importance of gender equality is stated	Not stated	Not stated	Not stated	Not stated	Not stated
Defined gender objectives within the frames of the priorities	N/A	N/A	N/A	N/A	N/A

⁶² The Official web site of Gjorce Petrov - <http://www.opstinagpetrov.gov.mk/>

Indicator	Foreseen measures				
Defined activities for improvement of gender equality within the frames of the objectives	N/A	N/A	N/A	N/A	N/A
Areas with clearly defined activities for improvement of the status of women	N/A	N/A	N/A	N/A	N/A
Challenges specified with regards to the programmes and gender equality	N/A	N/A	N/A	N/A	N/A
Gender indicators for monitoring of the implementation	N/A	N/A	N/A	N/A	N/A
Foreseen budget for realization of the measures	2,733,000.00 MKD	1,733,000.00 MKD	655,000.00 MKD	268,000.00 MKD	6,000,000.00 MKD
MKD	Not foreseen	Not foreseen	Not foreseen	Not foreseen	Not foreseen
Earmarked funds for gender equality improvement activities	N/A	N/A	N/A	N/A	N/A

The indicators in the table point out to the degree of inclusion of gender perspective in the planning, preparation and implementation of the Cultural Programme. Furthermore, the indicators point out whether and how many funds have been allocated for the objectives and activities which improve gender equality. The analysis shows lack of inclusion of gender perspective in the Cultural Programme and activities of the municipalities in the area of culture and support of the nongovernmental sector for 2014. Namely, the planned measures of the Cultural Programme do not reflect the primary indicators for incorporation and improvement of gender equality in the activities in the area of culture in the municipality.

The programme also lacks earmarked funds for activities in the area of promotion of gender equality. The Municipality does not possess gender segregated statistics for persons who attend the cultural events as well as the artists who are part of the events financially supported by the Municipality. The priorities of the programme do not have clearly defined gender goals or any activities for improvement of gender equality in the goals of the programme. Therefore it can be ascertained that gender equality and gender perspective



are actually not taken appropriately taken into consideration during the creation and implementation of the Cultural Programme of the Municipality Gjorce Petrov.

Cultural Programme – Organization of cultural events

The municipal Cultural Programme puts the strongest emphasis and importance on “maintaining”⁶³ the continuity of the traditional cultural events” 14 cultural events are planned for 2014. Four are religious, two are events for children, two are related to New Year celebration, one of which is the New Year’s reception and the other for awarding prize for best decorated yard and house for the New Year holidays. The remaining six events are: visit to the grave of Gjorce Petrov, commemorating the defenders of the country deceased in 2001, the municipal holiday, folklore evening and commemorating local and state holidays.

The report⁶⁴ for implemented activities in Municipality Gjorce Petrov in the area of culture and support of the NGO sector for 2014 on implemented projects lists twelve activities. The financial part of the report indicates only 4 activities for which financial resources have been spent, the Day of the Cross, the Day of the Municipality, Visit to the grave of Gjorce Petrov and the Children’s festival Sonata. The Day of the Cross is one of the events on which the research team received more information⁶⁵. The Day of the Cross is organized in the village Kuckovo where the traditional folklore village games are held. According to the acquired data, the average attendance of this event is between 5000 – 7000 visitors; however the gender structure is not recorded. 27625,00 denars were allocated for the music band Akademci that played at the event, composed of 6 members (men) who perform folk music. Further on, 5.256 denars are allocated for entertainers on which there is no additional information. According to the municipal report⁶⁶ for 2014, total of 180.528,00 denars were paid for this event.

- the appearance of the music band Akademci on the Day of the Cross event, 27.625 denars
- appearance of entertainers, 5.256,00 denars
- Transport of passengers for the Day of the Cross, 2.600,00 denars
- Printing services for sports and cultural activities for the Day of the Cross 2014, 145.047,00 denars.

Support of institutions, NGOs, authors and creators in the area of culture

During the electronic and telephone communication with the communications officer⁶⁷ responsible for culture, the involvement of NGOs and schools with their ideas and proposals for the events was indicated on several occasions, however additional information was never delivered on the type of NGOs and what school were included.

⁶³ Activities programme of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector in 2014 page 190 No.16 Official Gazette of Municipality Gjorce Petrov 05 November 2013

⁶⁴ Ibid – Page. 190 No. 16 Official Gazette of Municipality Gjorce Petrov 05 November 2013

⁶⁵ Email communication dated from 22/12/2014 acquired from the manager of the cultural centre of Municipality Gjorce Petrov

⁶⁶ Report on the activities of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector for 2015 acquired via email communication with the communications officer of Municipality Gjorce Petrov dated from 13/2/2015.

⁶⁷ Ibid – 22/12/2014

The report⁶⁸ on the activities of Municipality Gjorce Petrov in the area of culture and support of the NGO sector for 2015, received via email, total of 117.324,00 denars were allocated for the purposes of organizing the event for the Day of the Municipality, as follows:

- Royalty for the performance of the cultural and arts association Gjorce Petrov, 67.583,00 denars
- Royalty for the concert of Vlatko Lozanovski, 40.784,00 denars
- Royalty for interpretation from Turkish to Macedonian language for the Holiday of the Municipality, 8.957,00 denars

The remaining funds were spent on the following activities:

- Children's festival Sonata, 63.506,00 denars on royalties
- Transport of passengers at the route Skopje-Sofia-Skopje for the visit of the grave of Gjorce Petrov, 24.970,000 denars The Municipality did not deliver additional information on the persons who took the trip.

According to the acquired information⁶⁹, the manager of the cultural centre and the Mayor were involved in the passing of the programme for cultural events, however the needs of the citizens or the needs of the women were not taken into consideration. The programme does not contain any event on commemorating the international women's day or other type of event which would promote, instigate or improve the status of women in the municipality.

The annual report on the information delivered to the researches with regards to the implemented activities differs partially, i.e. the planned and implemented activities are not entirely identical. The programme for support of institutions, NGOs, authors and creators in the area of culture for 2014 lists the following activities:⁷⁰

- Support of the programme of the cultural and arts association Grigor Prlicev - 120.000,00 denars
- Support of authors-creators individuals in the area of culture - 200.000,00 denars (publishing books, composing, studio recording of songs, contractual services, services for copying, printing and publishing)
- Support for NGOs and institutions in the area of culture and creativity - 100.000,00 denars (activities of NGOs within the frames of the municipality, operational expenditures, and contractual services).
- Organizing independent and joint cultural activities - 250.000,00 denars (theatre, movie theatre and performances, operational expenditures and contractual services)
- Organizing exhibitions - 150.000,00 denars (premiere exhibitions of domestic and foreign authors)
- Advertising at radio and TV channels - 550.000,00 denars (For the requirements of the Municipality on the occasion of various events on the everyday activities of the Municipality)
- The programme for development and enhancing the awareness on the significance of culture and art - 400.000,00 denars (The programme is planned and implemented in cooperation with the City of Skopje)

⁶⁸ *Ibid* - 13/2/2015

⁶⁹ Information acquired over telephone communication and email message dated from 27/1/2015.

⁷⁰ Activities programme of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector in 2014 page 190 No. 16 Official Gazette of Municipality Gjorce Petrov 05 November 2013



The report⁷¹ on the activities related with the programme of the Municipality for 2014, support for the institutions and NGOs, lists the following implemented activities:

- Organization of exhibitions – In this section apart for the transport of students to the children's art colony Kuckovo for which 5.733,00 denars were allocated
- Procurement of materials for the children's art colony - 7658.99 denars
- Advertising on radio and TV channels - 598.708,00 denars (writing a synopsis for direct radio broadcast for the commemoration of the Day of the Cross - 11.095,00, proofreading fee for the texts delivered to the media - 21.590,00, fee for writing, editing and proofreading the texts for the annual newspaper - 404.00, fee for the texts for the Municipality newspapers - 16.576,00, editing fee for a page in the newspaper "Nova Makedonija" - 11.051,00, printing newspapers and promotional material - 76.357,00, advertisements in the media on implemented and ongoing projects, preparation of recordings and video material, regular video coverage of events in the municipality: 461.635,00 denars
- Taking photographs and video recording - 369.864,00 denars (fee for editing video material from events which are of interest for the Municipality - 11.339,00 denars, photographing services - 63.525,00 denars, preparation of video material for the Municipality 295.000,00 denars)

According to the information received, the Municipality has provided financial support to the following authors and artists:

- Support for the programme of the Cultural and Arts Association Grigor Pricev provided by the Municipality in the amount of 54.000,00 denars.
- The Municipality reports⁷² one author (Saso Lavrinski) who is supported for a trip to an international choir competition in Athens, R. Greece⁷³. The total amount allocated for the support of this author is 47.516,00 denars. This amount is not included in the report on the activities related to the programme of the Municipality for 2014.
- Other individuals listed as being supported by the municipality include four artists, one flutists and pianist, two violinists and recording a video for a young performer. There is a total of 7 supported artists, two of which are only women. The Municipality does not possess⁷⁴ detailed information on the amount of funds allocated for the support of these artists.
- The cultural and arts association Grigor Pricev is listed as the only NGO supported by the municipality.

Apart for the information on the Day of the Cross which is under the section of the programme for organization of events, this section does not provide any additional details, nor were they provided by the Municipality. From the aforementioned used funds it is impossible to see the objective for which the advertising and video material was produced and whether these measures have provided support to NGOs or individual artists. This section also does not provide any information on gender related goals. The authors, creators

⁷¹ Report on the activities of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector for 2015 acquired via email communication with the communications officer of Municipality Gjorce Petrov dated from 13/2/2015.

⁷² Email communication dated from 22/12/2014 acquired from the manager of the cultural centre of Municipality Gjorce Petrov

⁷³ Email communication dated from 22/12/2014 acquired from the manager of the cultural centre of Municipality Gjorce Petrov

⁷⁴ Ibid – 16/2/2015

and NGOs which are supported⁷⁵ with this measure are selected either via public call or proposal list. The section of the report⁷⁶ which lists the unrealized projects does not contain information on supported NGOs.

Cultural Programme – Summer of Culture 2014

The Summer of Culture is an event which in 2014 took place in the regional park of the Municipality in the period between 10 and 20 July. The report⁷⁷ on the activities of Municipality Gjorce Petrov in the area of culture and support for the NGO sector for 2014, lists the following events within the Summer of Culture:

- Official opening of the manifestation
- Night-long concert of the cultural and arts association Grigor Prlicev
- Folk music concert
- Performance for guest singers from the children's festival Zlatno Slavejce
- Performance of folklore cultural and arts associations
- Rerun of the children's festival Sonata
- Closing folklore evening.

The section of the report on activities of the Municipality in the area of culture and support of the NGO sector, apart for the allocated 54.000,00 denars for the Cultural and arts association Grigor Prlicev, there are no other information on used funds. According to the report the following cultural and arts associations took part in the Summer of Culture, CAA Grigor Prlicev, CAA Jonce Hristovski and Mirce Acev from Skopje, as well as five CAA from Italy, Hungary, Serbia, Cypress and Spain. One outdoor theatre play for which there is no detailed information, concert by the singer Krume Kepeski, and sketches with the actors Vanco Petrusevski and Goce Todorovski. In information received via electronic correspondence⁷⁸, Vlatko Lozanovski and Silvi Bend as well as the reruns of the children's festivals Sonata and Zlatno Slavejce were listed as part in the Summer of Culture. The closing folklore evening was organized with the CAA Grigor Prlicev and guests from the CAA from Gostivar, Tetovo and Municipality Ilinden. No additional data was delivered from the Municipality upon the request of the research team. The financial resources allocated for the guests of the Summer of Culture are not clearly indicated in the annual report and were not delivered to the research team.

According to manager of the Cultural Centre of the municipality⁷⁹ the acquired information, the Culture and Arts Association Grigor Prlicev as well the culture and arts association from other cities for the most part maintain gender equality due to the nature of their performances. The composition of the music band Silvi Bend is gender equal while the remaining participants at the events are male. The research team asked for the plan of the regional park which was the venue of the Summer of Culture, however it was not delivered. Due to this it was impossible to conduct detailed analysis of the location, access and lighting of the park.

⁷⁵ Email communication dated from 22/12/2014 acquired from the manager of the cultural centre of Municipality Gjorce Petrov

⁷⁶ Report on the activities of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector for 2014 acquired via email communication with the communications officer of Municipality Gjorce Petrov

⁷⁷ Ibid- Report on the activities of Municipality Gjorce Petrov

⁷⁸ Ibid 22/12/2014 acquired from the manager of the cultural centre of Municipality Gjorce Petrov

⁷⁹ Ibid – 22/12/2014



Cultural Programme – Programme for the Cultural Centre GP for 2014

The Programme for the Cultural Centre for 2014 indicates 9 manifestations, however 34 manifestations were listed during a communication⁸⁰ with the Municipality.

The report⁸¹ on activities of Municipality Gjorce Petrov in the area of culture and support of the NGO sector for 2014, lists 7 activities with a total allocated amount of 123.984,00 denars.

- Folk concert of the Music Academy Stip with allocated 11.051,00 denars
- Premiere play “Summer in November” - 26.375,00 denars
- Royalty for the theatre play “Women’s empire” - 26.375,00 denars
- Royalty for a theatre play - 24.273,00 denars
- Royalty fee for the orchestra Sinkopa – listed as orchestra playing classical music (apart from a Roma orchestra, no additional information is available on the internet) - 19.781,00 denars
- Royalty fee for a text on the occasion of the opening of commemorative room for Ante Popovski at the Cultural Centre - 16.129,00 denars.

In addition to the premieres, the plays “Summer in November” and “Women’s empire” were played⁸² four more times with a total audience of 1600 where the gender representation was not recorded. The plays were also performed in six primary schools for a total of 1200 students from 6th to 9th grade. The actor Nikola Todorovski held two stand-up shows for a total audience of 440. Four more plays were held for the retired people who were attended by a total audience of 880.

The theatre play “Summer in November” is a social drama on the vices of modern times. This play⁸³ tells a story of a young man who travels to America without knowing that he has a child. 40 years on, he returns to discover that he has a son who has passed away as result of drug abuse.

The play “Women’s empire” deals with the traditional roles of men and women and how things would occur if the genders would switch roles. The genre is presented as comedy. *In the play God allows women to role the world which results in the order put in place by God himself*

Manager of the Cultural Centre in municipality GP

Furthermore, the Cultural Centre hosted two fine art exhibitions with total turnout⁸⁴ of 300 visitors, gatherings of musical associations of retired persons resulting in the organization of one concert which hosted 11 organizations of retirees from Macedonia. The concert was organized on the occasions of the International Romani Day. The Cultural Centre is not used for economic gain. The Cultural Centre is used by the Red Cross for blood donor goals by hosting two blood donation activities, six lectures in the area of medicine for which no additional information was delivered. According to the Municipality, the total attendance of the Cultural Centre is approximately 6000 visitors. The Cultural Centre employs two persons with a temporary service contract. The researchers asked for more information which was not delivered.

⁸⁰ Email communication dated from 22/12/2014 acquired from the manager of the cultural centre of Municipality Gjorce Petrov

⁸¹ Report on the activities of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector for 2014 acquired via email communication with the communications officer of Municipality Gjorce Petrov dated from 13/2/2015

⁸² Ibid – 22/12/2014

⁸³ Telephone conversation with the manager of the cultural centre dated from 18/2/2015

⁸⁴ Email communication dated from 22/12/2014 acquired from the manager of the cultural centre of Municipality Gjorce Petrov

Cultural Programme – Visiting sister municipalities

Kusadasi (R. Turkey), Krasnapoljana (R. Bulgaria), Osecina (R. Serbia), Ormoz (R. Slovenia) are the sister municipalities⁸⁵ of Municipality Gjorce Petrov. The Manager of the Cultural Centre and the Mayor in agreement with the president of the council (a man) determine⁸⁶ the composition of the delegations in accordance with the offered agenda of the sister municipalities. The delegations are composed of persons who would best represent the municipality. Experts are consulted on the programme content, including the manager of the Cultural Centre. According to the Municipality, the number of women in the delegations is always higher than the number of men, however a specific number of delegations was not delivered. For this use the Programme⁸⁷ for activities of Municipality Gjorce Petrov in the area of culture and support of the NGO sector for 2014 has planned 600.000,00 denars, however the Report on the activities of Municipality Gjorce Petrov in the area of culture and support of the NGO sector does not provide any information with regards to the amount of funds allocated for the realization of this activity.

The report on activities of Municipality Gjorce Petrov in the area of culture and support of the NGO sector for 2014, lists the following expenditures:

- Performance of famous actors at the Cake Competition 2014 - 11.052,00 denars
- Performance of the music band Akademci at the Cake Competition - 19.891,00 denars
- Printing medals, posters, Official herald, record books and t-shirts, cups, paperboard folders, colour diplomas, folders - 82.932,00 denars
- Sound equipment for cultural and music events, state, religious holidays and putting into service of accomplished projects, meetings with citizens, nongovernmental organizations and associations in the Municipality.
- Flower arrangement services - 25.400,00 denars
- Concert tickets - 15.000,000 denars
- Service for holiday fireworks - 53.636,00 denars
- Miscellaneous operational expenditures for material related to holiday events - 78.000.00 denars
- Food products and beverages for religious, state and municipal holidays and cultural manifestations - 211.217,00 denars

Transport of persons. Even though this item is mentioned in the report, there is no available data on the activities related to the events which these transport expenses cover.

- Transportation of students at the international competition Sweet Dreams (Cake competition in Jagodina, R. Serbia) 30.015 denars. Apart from the information that the three female competitors are members of the Commission for equal opportunities, no information was available on the actual event. The very title indicates that the events perpetuates the traditional roles of women and men since women are being presented as “good housewives”
- Transport of students to traditional physics competition - 10.364,00 denars (no additional info)

⁸⁵ Email communication dated from 16/2/2015 with the communications officer of Municipality Gjorce Petrov

⁸⁶ Ibid – 22/12/2014

⁸⁷ Programme on the activities of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector in 2014

- Transport of passengers on route Skopje-Ohrid-Skopje - 9.450,00. No gender segregated data is available on neither the passengers, nor the purpose of the trip in order to make a detailed analysis.
- Transport of passengers to a cultural event in Pustec, R. Albania - 24.300,000 denars (no additional data)
- Transport to the monastery St. Jovan Bigorski - 18.522,00 denars

The total number of uncompleted projects in the Programme on the activities⁸⁸ of Municipality Gjorce Petrov in the area of culture and support of the nongovernmental sector for 2014 is seventeen. Only Kalioi and Vasil Siskov have been listed as artists, the remaining activities are indicated as group of performers, poets and dancers thus making it impossible to make a conclusion on the gender division of the persons which were part of the uncompleted projects and activities. This section indicates that the meeting of the staff from the municipality and the schools on the occasion of 8 March did not take place. The reason is the lack of interest by the employees of the municipality and the schools to take part in this type of gathering.

Validation meeting

The validation meeting in the Municipality Gjorce Petrov was attended by the coordinator for equal opportunities, the spokesperson of the Municipality which is also the manager of the Cultural Centre, councillors from the CEO, the President of the Council and councillors of the Commission for culture, sports, youth, acknowledgments and awards. 3 of them were women whereas 5 were men.

The meeting was used to present the findings of the analysis of the Cultural Programme and was also an opportunity for the participants to share their opinion and provide recommendations for further improvement of the programme.

The representatives of the Municipality confirmed that there is no gender segregated statistics of the visitors at the events determined with the Cultural Programme. Part of the participants considers that during events such as the "Day of the Cross" it is virtually impossible to keep gender segregated statistics of the visitors. Even though there is no gender segregated data, the participants believe that the events which are organized within the Cultural Programme are always designed for the needs of the citizens of the Municipality and there is no difference in the number of female and male visitors. The music band "Akademci" (composed of 7 men) was hired for the same event due to the fact that their fee was within the frames of the budget, whereas the fees of some of the female performers were higher than the foreseen budget of the Municipality.

At this time there is lack of consultative meetings where the citizens can share their opinion on the type of manifestations that they would like for the Municipality to organize. The participants believe that the women in the political parties share the interests of other women from the Municipality as the council groups convey the needs of the citizens. With regards to the groups of marginalized women who do not have the opportunity to express their needs in this manner, a recommendation was made to compose a list of NGOs who would like to assist the Municipality in future consultative meetings.

The programme analysis lacks an analysis of the regional park which was the venue of the Summer of Culture, because the Municipality did not deliver the parterre arrangement of the park to the research team. Thus, it was impossible to conduct detailed analysis of the access, lighting and vicinity of the park to the city transport locations. The representatives of the municipal administration stressed that the Summer of

⁸⁸ Ibid- Report on the activities of Municipality Gjorce Petrov

Culture, as other manifestations, was organised according to the standards for manifestations (security, lighting etc) however the other factors which may influence the attendance by women were not taken into consideration.

The Programme for activities of Municipality Gjorce Petrov in the area of culture and support of the NGO sector (2014) and the report on activities in the area of culture and support of the NGO sector show disparities between the planned manifestation and the manifestations that were successfully organized. This disparity is due to the flexibility of the programme, i.e. the annual programme has activities which may be replaced and complemented during the year.

"The budget of the Municipality is small, culture is alive matter and no one can predicts how many and which activities will be organized"⁸⁹

Manager of the Cultural Centre of Municipality Gjorce Petrov.

The play "Women's empire" which is organized at primary and secondary schools, is shown under the competence of the Municipality, it does not have the necessary permission from the Ministry of Education and Science (MES). According to the information acquired at the meeting, the plays can be shown in schools with decision of the Municipality, without permit from the MES. According to the organizer, it is not the goal of this comedy to underestimate or ridicule women.

Part of the participants showed great interest on the recommendation which will result from the study as well as interest in the actual implementation thereof. A recommendation was made during the discussion to separate the Commission for culture, sports, youth, acknowledgments and awards into Commission for culture and Commission for sports, youth, acknowledgments and awards. That way the Commission for culture shall have greater competencies to influence matters in the area of culture without sharing the competencies or the allocated budget for events which are not in the area of culture (ex. Futsal tournament).

The positive aspect of the meeting was the fact that the participants expressed aspiration for further cooperation with UN Women, specifically to cooperate on the creation and successful implementation of the strategy on gender equality in the municipality. The participants showed concerns with regards to the challenges faced in the efforts to obtain relevant data, i.e. the untimely delivery of the data from the municipality to the research team.

The meetings stressed the need for training on gender equality for male councillors and members of the administration, since is it the impression that the men in the Municipality do not completely understand gender equality and the positive impact of the inclusion of the gender perspective in the programmes of the Municipality.

⁸⁹ Validation meeting, Municipality Gjorce Petrov 12.05.2015



Conclusions and recommendations

As indicated in the report on the activities, Municipality Gjorce Petrov is one of the municipalities that prepares opulent programme for cultural events and manifestations. Even though the programme states funds for support of NGO, apart from the CAA Goce Delcev, no other funds have been allocated on support for nongovernmental organizations.

The gender perspective was not integrated in the creation of the Cultural Programme, i.e. the programmes do not necessarily reflect the needs of women and men in the municipality. This could be due to the lack of consultative meetings conducted by the Municipality where women and men, especially marginalized women can have the opportunity to express their needs with regards to the cultural manifestation, support of creativeness etc. In the future, in cooperation with NGOs the Municipality can create events and programmes which will specifically be directed towards women and which can be organized in the cultural centre of the Municipality. The budget for cultural manifestations should allocate a portion of funds for manifestations which will actively involve women from the municipality. The Municipality can be in contact with various cultural and artistic associations (musical, history, media arts) through which they will acquire information on programmes and events which would serve the interest of the women in the municipality. The lack of gender responsive budgeting impacts the:

- > implementation of the principle of gender equality and integration of this principle in the fiscal system of the state and the entities;
- > cooperation among the institutions and the non-governmental sector at local level in order to utilize the local resources and develop sustainable structures;
- > increased accountability of all social stakeholders and monitoring their operation⁹⁰
- > increased the level of democratisation of the society, as well as transparency;

Positive factor is that the Municipality is interested in further building of the capacities of the municipal administration for cooperation with nongovernmental organizations and on improvement of inclusion and influence of the citizens in the decision making processes.

General recommendations

- > Consultations with the citizens of the municipality with regards to the type of manifestations that they would like to be organized in the municipality. Consultations with the women through focus groups, formal and informal groups in order to determine cultural manifestations that would promote gender equality.
- > The commemoration of the International Women's Day 8 March through cultural events such as debates, seminars and workshops on the role of women in society and gender equality. It would be appropriate to commemorate this day in a manner which does not promote stereotypes towards women
- > Carrier days/Open days, organized by the Municipality in the schools These type of events should induce meetings with women in the area of culture, film and music industry in order for young girls to become familiarized with this type of professions.

⁹⁰ Budlender & Hewitt, 2003

- Gathering gender segregated statistics on cultural events which are organized by the municipality. This type of statistics would serve as indication on which manifestations are mostly attended by women and which are mostly attended by men. This data would be further used in order to complement the programme and better adjust it to the needs and interest of the citizens.
- The Commission for culture, sports, youth, acknowledgments and awards, should be separated in two commissions, one Commission for culture and another Commission for sports, youth, acknowledgments and awards. The Commission for culture should work in cooperation with the Commission for equal opportunities and Coordinator for equal opportunities in the preparation of the Cultural Programme. Compulsory training for the administration and councillors on gender equality concepts and benefit from the inclusion of gender perspective in the programmes of the municipality. This type of trainings will increase the awareness and increase the capacity of the administration which will prepare the programme so that in the future the gender perspective is included in the creation of the programmes. Furthermore, if the municipal administration is familiarized with the concept of gender equality this will lead to decrease of the non-deliberate discrimination on grounds of the gender in the programmes of the municipality.
- The involvement of the Commission for equal opportunities and the Coordinator for equal opportunities should in the preparation of the education programme with their proposals and ideas should be mandatory. The CEO should monitor the inclusion of the gender perspective in the preparation of the programme.
- Cooperation with the NGO organizations that operate for the improvement of the rights of women and their empowerment. This type of cooperation will enable more straightforward manner of establishing contact with women in the municipality including women from marginalized groups. The objective of this cooperation is conduct consultative meetings where women will have the opportunity to give proposals on the improvement of the Cultural Programme.

Specific recommendations for inclusion of the gender perspective in the Cultural Programme and activities of the municipality in the area of culture and support of the nongovernmental sector

- Defined gender objectives within the frames of the priorities of the cultural manifestations such as greater attendance of women at manifestations and events organized by the municipality. The promotion of women's attendance can be carried out through free organized transport for women to the respective event (manifestation), equal number of female and male performers at the cultural events and organizing manifestations at venues which have appropriate urban access (lighting, sidewalks, links with the PTE).
- The programmes should include free educational - entertaining theme events for parents who are unemployed since they have to provide care for their children (the majority of which are mothers). This type of events shall promote education and socialization of women in the municipality which due to providing care for children and elderly members of the family are not able to work. The programme budget should allocate funds for this type of manifestations.
- The Cultural Programme budget should allocate funds for at least three forums per year for promotion of gender equality which can take place at the Cultural centre of the Municipality.

- > Events to promote “traditional artisanship” such as pottery, filigree and carpentry. The Municipality can organize exhibitions to promote the handcrafts manufactured by women.
- > For the marking of the International Women’s Day, 8 March, the Municipality should allocate funds for an event where women from politics, business and technical professions can discuss their experiences and how to promote the inclusion of women in these social areas.
- > Defined activities on promotion of gender equality through support of girls/women creators and authors. The Municipality should allocate funds on annual level specifically earmarked for the support of women-authors and creators.
- > Workshops on cultural heritage and the role of women in the cultural manifestation in the Municipality. The goal of the workshops is to display the inequalities women face in relation to cultural heritage as well as to improve the traditional role of women in the cultural heritage, manifestations etc.
- > Men and women performers should be equally represented at the Summer of Culture of Gjorce Petrov. At the event there should be available public toilets, security service which would also assist older people, persons with disabilities as well as mothers with baby strollers.
- > The commemoration of events and persons that are of importance to the municipality should also include influential and significant women. The number of women and men traveling as part of the delegation visiting the grave of Gjorce Petrov in Republic Bulgaria should be equally represented putting accent on representatives of the marginalized women and women from the ethnic communities. Women and men should be equally represented in the delegations visiting the sister municipalities. The delegations visiting the municipality (the guests) should take part in the manifestations on raising the awareness on gender disparities in the cultural life in order to promote gender equality by exchanging knowledge and practices.

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