

# THE IMPLEMENTATION OF GAP II IN NORTH MACEDONIA



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# **THE IMPLEMENTATION OF GAP II IN NORTH MACEDONIA**

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## ACRONYMS

|          |  |
|----------|--|
| CBC      | Cross-Border Cooperation   |
| CFCD     | Central Financing and Contracting Department, Ministry of Finance, North Macedonia   |
| CoTEs    | Centers for Thematic Expertise   |
| CSOs     | Civil society organizations  |
| DG DEVCO | Directorate General for Development External Cooperation   |
| DG NEAR  | Directorate General for Neighborhood and Enlargement   |
| EC       | European Commission  |
| EP       | European Parliament  |
| EU       | European Union   |
| EUD      | Delegation of the European Union   |
| GAP      | EU Gender Action Plan 2010 – 2015  |
| GAP II   | EU Gender Action Plan II: Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020 |
| GE       | Gender equality  |
| IPA      | Instrument for Pre-accession Assistance  |
| IPARD    | Instrument for Pre-accession Assistance for Rural Development  |
| NIPAC    | National IPA Coordinator   |
| OECD     | Organization for Economic Cooperation and Development  |
| PI       | Public institute   |
| Reactor  | Civil society organization Reactor – Research in Action  |
| ROM      | Results oriented missions  |
| SEA      | Secretariat for European Affairs, Government of North Macedonia  |
| SIDA     | Swedish International Development Cooperation Agency   |
| VAWG     | Violence against Women and Girls   |
| VET      | Vocational education and training  |
| WHO      | World Health Organization  |

# EXECUTIVE SUMMARY

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**“Gender Equality and Women’s Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020”** (also called Gender Action Plan II and hereinafter referred to as GAP II) is a plan with a set of concrete objectives, both internal and external, for achieving concrete advancement for girls and women through the external relations of the EU. In essence, GAP II operationalized the EU political and policy commitments to gender equality. Its implementation is binding for the EU institutions and EU member states in development, neighboring and accession countries, including in fragile, conflict and emergencies/humanitarian situations. In addition to the thematic priorities, includes promoting more efficient coordination, implementation and monitoring of EU activities on gender equality. In candidate countries with decentralized management of EU assistance, like North Macedonia, government authorities responsible for programming and managing the EU assistance while not directly binded to implement GAP II, have a key role to play in ensuring gender is mainstream across the EU assistance. Building on the lessons learned from the first EU Gender Action Plan 2010-2015, GAP II is more focused, ambitious and tackles all important aspect including culture shift.

Since its introduction, significant efforts are being done to support the implementation of GAP II, most notably capacity building, internal policy and processes improvements. On the other hand, three years after the adoption of GAP II, the effects that can be felt from its implementation in the life of women and girls in North Macedonia are limited. Joint efforts are necessary in order to accelerate the implementation of the GAP II to guarantee that the IPA assistance, and the European Union (EU) accession processes are conducive towards achieving a gender-equal society in North Macedonia. While this report shows that continuous measures are being implemented to support the implementation of GAP II in North Macedonia, much more can be done to elevate gender equality and make the most of EU assistance.

This report provides an independent overview of what has been achieved, and provides specific recommendations on what needs to be done in the short term. The following are the five key recommendations that need to be prioritized:

- The EU needs to urgently conduct (commission) a gender analysis on North Macedonia, in an inclusive and transparent process, involving all the stakeholders, including women’s organizations. Based on the gender analysis, select thematic objectives and conduct an audit which would propose correctional measures for gender mainstreaming of the EU assistance, including at the level of interventions.
- EUD should adopt a roadmap for implementation of GAP II which among other would set targets for gradually reaching the objectives of GAP II, and increase the percentage of programs and actions at an annual level, that is marked with G1 and G2 marker.
- While existing structures for mainstreaming gender equality exist in the country, its effect on the IPA II is limited. EC 2017 report on the implementation of GAP II shows that when gender expertise is used during the programming phase, actions are more effective. Therefore EUD should consider involving – for example in a temporary working advisory body - representatives of the national gender equality machinery, relevant

parliamentary committees, the Gender Equality Platform and the academic community, to monitor the implementation of GAP II and assist in gender mainstreaming at program level. The Secretariat for European Integration, should ensure that gender focal points at ministerial level, are involved during IPA programming.

- As part of the EU assistance to North Macedonia is managed directly by national authorities (most importantly by the Secretariat for European Affairs, IPARD and the CFCD under the Ministry of Finance), the European Union should urge national authorities to implement GAP II, but ensure they do so through the internal quality review systems in place.

## INTRODUCTION

Gender equality is a fundamental value enshrined in the treaties of the European Union. In 2015 the European Union reaffirmed the importance of gender equality **in its external action by making** it a political priority for the EU institutions and its member-States, applicable in development, neighborhood, and accession countries, including in fragile, conflict and emergencies/humanitarian situations. In order to achieve specific results, the **Staff working document Gender Equality and Women's Empowerment: Transforming the Lives of Women and Girls through External Action 2016-2020** was adopted. This action plan lays down specific objectives, both internal and external, as well as activities to improve the lives of women and girls in third countries.

In order to measure the implementation of GAP II through EU Programming and funding, it was agreed that all the assistance programmes would be marked with the OECD/DAC gender equality marker, a marker which attributes a score to projects based on how significant its gender dimension is. There are three possible scores. G2 means that achieving gender equality is the main goal of the action, G1 that gender equality is an important and dedicated objective of the action, and G0 that the actions are found not to be directed toward gender equality, but equally not contributing towards an decrease in the gender gaps. Consequently, the gender equality markers should allow to measure gender equality assistance. EU's 2016 ambition **is for 85% of the new assistance to be marked G1 or G2 by the end of 2020.**

In addition, GAP II specifies five minimum performance standards as a necessary precondition to achieve the set objectives:

- A gender analysis conducted and in place for all the priority sectors (2016);
- Use of G0 marker (which means no gender dimension) is justified with a reasoning;
- Sex-disaggregated data used throughout the project and program cycle and programming;
- Gender expertise is available and timely used in programming and project cycle;
- GAP II objectives selected to be reported on (mid-2016).

In North Macedonia, as in all other accession countries, the implementation of GAP II is binding for the assistance provided by the European Union. Namely, EUD in Skopje and all Member States with representation in North Macedonia are responsible for the implementation of GAP II, including through existing bilateral assistance programmes in the country. While GAP II does not refer to national authorities which manage EU assistance directly (i.e., the Secretariat for European Affairs, IPARD, and the Ministry of Finance (CFCD), independent evaluations have recommended the EC to urge enlargement governments to ensure improved quality of design, implementation, monitoring and evaluation from a gender perspective throughout the IPA II cycle<sup>1</sup>.

In order to monitor progress in implementation, all EU actors (e.g., EUD, DG Near, EU member states) prepare contributions (self-assessment) to the annual report, which are then sent to

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1 See for example, recommendation #4, Ref. Contract No 2014/344098, follow-up from 2018, pg. 4



the European Commission DG DEVCO Headquarters in Brussels to be aggregated. The annual implementation report contains data on progress achieved across different priority areas, per actor and per region and, recommendations.

Annual reports are very useful to understand the overall progress with GAP II and provide general recommendations for improvement, but they present data in an aggregated fashion and offer only limited information on country level implementation, focusing on the key progress per region and theme. Similarly, in 2018, the first independent regional assessment on the implementation of GAP II in Western Balkans was produced by the civil society (“Mind the GAP: An independent evaluation of the implementation of the EU Gender Action Plan II in Western Balkan countries”<sup>2</sup>). Therefore, the purpose of this report, prepared within the EU supported project ‘Gender equal EU integration? - Building capacities of women’s CSO’s’ (IPA I TAIB 2013), is to provide an independent civil society assessment of the implementation of GAP II in North Macedonia from 2016 to 2018 and its effect. The report also contains specific recommendations as to how the implementation of GAP II in North Macedonia can be strengthened in the lead up to 2020. Finally, this report offers suggestions on how women’s organizations and organizations working on gender equality can support the implementation of GAP II.

## METHODOLOGY

This report was prepared by Reactor – Research in Action, within the project “Gender-Equal EU Integration? – Building the Capacities of Women’s Civil Society Organizations”, implemented in partnership with the Kvinna till Kvinna Foundation and supported by the EU. Several qualitative methods were used and attempts were made to consult a wide array of stakeholders.

The report was subjected to a three-stage data collection process and quality control:

1. Desk review. An overview and analysis of the available reports and program documents on the assistance from EU and its member countries, and documents were screened against the OECD guidelines on use of gender markers as well as GAP II guidelines. In this process, the starting point were the IPA national program documents for 2014, 2015, 2016, 2017. Years 2014 and 2015 were included, as most of this assistance was implemented after the adoption of the GAP II. Furthermore, the researchers from Reactor did an overview of all the tenders opened by the Ministry of Finance CFCD. Finally, all the available reports and analyses related to the implementation of the assistance and GAP II were also reviewed. The review focused on the following key aspects: existence of gender analysis, use of gender-disaggregated data, reference to GE strategies and policies, consultations with women, existence of specific GE actions, results or indicators. List of analysed documents is provided in Annex 1.
2. Expert review. The report was presented at a workshop held by the Kvinna till Kvinna Foundation and Reactor in Skopje, on 21.12.2018. The domestic gender equality experts reviewed the report in view of the evidence which serves as basis for the findings and also gave recommendations for improvement of the content, along with the rec-

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2 Available at: <https://kvinnaillkvinna.org/wp-content/uploads/2018/10/3-Mind-the-gap-an-independent-evaluation-ENG.pdf>

ommendations for improvement of the effectiveness of GAP II in North Macedonia as well as selection of the priority areas. The full list of participants is provided in Annex 2.

3. Solicited comments on a draft version. The draft-report was submitted for comments to the key institutions in charge of implementation of GAP II, the EU Delegation, the Secretariat for European Integration, and the CFCD. They were invited to comment on the report and also correct factual mistakes as well as provide additional information as most of the documents relevant for the implementation of GAP II are internal. Additionally, the report was reviewed by a gender experts from Kvinna till Kvinna Foundations. The received comments were fully integrated into the final version of the report.
4. Secondary data collection. The second part of the study collect relevant available data, on all the GAP II indicators. This was done primarily through overview of existing studies, as well as administrative and statistical data to support the country gender profile.

Due to the limited nature of the available information on the assistance granted to North Macedonia by the EU and its member states, this report may not be complete. As the purpose of this report is to facilitate the implementation of GAP II in the country, it will be up-dated. Therefore, if you have any comments to this report or would like to get additional information about the methodological approach, please contact Reactor at: [info@reactor.org.mk](mailto:info@reactor.org.mk)

# IMPLEMENTATION OF GAP II: WHERE DOES THE WESTERN BALKAN REGION STAND?

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The annual progress reports on the implementation of GAP II depict regional progress made by EU actors in enlargement and neighbouring countries. The report for 2016 provides only aggregated information for the work in both enlargement and neighbouring countries (Europe and Asia), thus it is difficult to assess what was the actual progress in the Western Balkan region. However, the report stated that “the accession negotiations provide a significant stimulus to progress on gender equality issues, resulting in some countries in steps towards legislation, for example, on gender equality, violence against women and the electoral framework, and to strategies and action plans. In the context of GAP II, Chapter 23 (Judiciary and fundamental rights) and 19 (Social Policy and employment) of the EU *acquis* are key agenda items, providing the framework for discussions on gender-equality in social, economic and political spheres. Dialogues cover legal frameworks, strategies and action on gender-based violence, equality in the labour market and in political life, anti-discrimination on sexual orientation grounds, inheritance, gender-disaggregated statistics, gender-responsive budgeting, and the independence of human rights institutions”.

On reporting, while it was noted that most EU actors working in the enlargement regions submitted annual self-assessments, not all questions have been responded to, some were marked as non-applicable, and no replies were given to several indicators. The importance of gender analysis, either prepared by EUD or by partners, was recognized by EU actors in Western Balkans; however, the overall number of programmes informed by gender analysis is not clear. The 2016 annual report on the implementation of GAP II recommended that gender analysis studies are completed in 2017. Furthermore, on the cooperation within the Western Balkans, the capacity building on stopping VAWG for governmental and NGO service providers and women’s organisations, CSOs and Human Rights Defenders in alignment with CEDAW as part of a regional programme implemented by UN Women and UNDP, was highlighted. Overall 56.6% (47 out of 83 new initiatives) were marked with G1 marker in the Neighbourhood and Enlargement negotiations’ initiatives. The main shortcomings noted in the first report are that the minimum standards have not been achieved by many, the progress in collecting gender-disaggregated data in all the stages of the program cycle is particularly limited, and there is lack of explanations for the programmes marked with G0.

The report for 2017 noted a positive increase in several indicators on the horizontal priority - the institutional cultural shift - in neighbourhood and enlargement relations, such as: the number of EU positions and policy dialogues, which include gender equality; corrective actions taken to improve performance on gender equality; the number of staff taking part in trainings on gender equality and the number of gender focal persons trained in gender equality issues. At the headquarters level, it was noted that two main internal processes of methodological review are carried out to mainstream gender equality: participation in quality review meetings to mainstream gender and revision of action document templates, instruments and updates of checklists in order to have adequate tools that can facilitate gen-

der mainstreaming. Only 12 programmes evaluations reportedly included an assessment of the impact on women and girls.

The second report concluded that GAP II gained prominence and increasingly became part of the work of the EU actors. Progress was made across all priority areas, albeit uneven, with the trend being positive. However, it noted that very few EUD and member states embassies reached the five minimum standards of performance, and provided specific recommendations to step-up efforts. The EC recommended in its 2017 report on GAP II that the focus in the following period should be put on the following priority actions:

- Human and financial resources need to be optimized to ensure GAP II objectives and targets will be achieved by 2020.
- All staff should be required to use gender analysis in the identification, formulation, implementation and monitoring of all actions.
- Sector-specific gender analysis will be fully integrated into sectoral analysis for all priority areas
- Much more needs to be done to ensure that the gender dimensions are incorporated regularly into actions and all policy and political dialogue on other important sectors, such as employment, public finance management,
- Greater priority should be given to the integration of sex-disaggregated data through their prompt and thorough collection, storage, analysis and use in all EU actions, and their full and deliberate integration into core procedures (monitoring templates, work plans, etc.) and support to partner governments' national statistical offices.
- Focus attention on the identification of gender-sensitive activities and indicators; and on the alignment of core institutional guidance with the standard requirements of the GAP II (e.g. ensure that sector indicators are gender-sensitive and ensure that gender-sensitive indicators are included in the to-be-revised EU Result Framework).
- Provide clear guidance, adaptation and support for the correct use of the OECD gender marker as a means to improve quality of actions.
- Mainstream all aspects of gender activities in all EU training, especially pre-posting training – at all levels and in all sectors; and include briefing sessions and refresh courses intended for mid- and high-level management.
- Continue the strong cooperation with civil society organizations, especially women's organizations.

In 2017, there are also some examples providing information at country level, including for North Macedonia. Namely, based on the annual reports which are regularly submitted by the EUD in Skopje, in 2017 a total of 28 new actions were reported relevant to promoting gender equality, out of a total 81 actions, or 34.6%. This is below the regional average which was 48.5% in 2017, down from 56.6% in 2016.

Most of the actions (16) were targeting the second thematic priority *economic and social empowerment*, out of which one focused on education and 15 on access to decent work. Nine actions focused on *political and civil rights*. More specifically actions focused on policy and gover-

nance processes, women's organizations and CSOs, and changing discriminatory social norms, six, two and one action, respectively. Lastly, three actions focused on *physical and psychological Integrity*. Namely, two actions focused on ensuring girls and women are free from all forms of violence and one on protecting women and girls in crisis situations by supporting the rights of asylum seekers and refugees.

## PART 1:

# INDEPENDENT ASSESSMENT OF THE IMPLEMENTATION OF GAP II

## STRUCTURE OF GAP II AND PRIORITIES IN NORTH MACEDONIA

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GAP II is a result-oriented policy framework consisting of one horizontal priority area and three thematic. EU Delegations in third countries (and the government authorities' directly managing IPA assistance) were expected to do a gender analysis which would inform the selection of the most relevant objectives for their context by 2016 on which to focus their interventions. While the horizontal priority is mandatory for all actors as it focuses on the cultural shift which is a precondition for sustainable change, EU Delegations were expected to select a minimum of one objective under each thematic priority among those included in the GAP II.<sup>3</sup>

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<sup>3</sup> See page 40-41 of GAP II Annex 2.

The table below provides a simplified overview of the GAP II structure and depicts the objectives on which the EUD in North Macedonia reports.

|  |  |
|--|--|
| <p><b>GAP II - Horizontal priority</b></p> <p><b>A. Changing the institutional culture in EU's foreign relations:</b></p> <ol style="list-style-type: none"> <li>1. Increased <b>coherence and coordination</b> among the EU institutions and the member-countries.</li> <li>2. Dedicated <b>leadership</b> for gender equality and empowerment of women and girls established in the EU institutions and the member-countries.</li> <li>3. Sufficient <b>resources</b> allocated by the EU institutions in order to fulfil the EU efforts and policies on gender issues.</li> <li>4. Robust <b>gender evidence</b> used to inform all the EU costs to third countries, programming and policies.</li> <li>5. Specific <b>results</b> for women and girls have been achieved and resources have been allocated to monitor the progress systematically.</li> <li>6. <b>Partnerships</b> between the EU and the stakeholders for building the national capacity for gender equality are encouraged.</li> </ol>                               |  |
| <p><b>GAP II Thematic priorities and objectives</b></p> <p><b>B. Physical and psychological integrity</b></p> <ol style="list-style-type: none"> <li>7. Girls and women are free from all forms of violence against them (VAW) in both the public and in the private sphere.</li> <li>8. Trafficking of girls and women and all other forms of exploitation eliminated.</li> <li>9. Protection for all women and men of all ages from sexual and gender based violence in crisis situations; through EU supported operations.</li> <li>10. Equal access to quality preventive, curative and rehabilitative physical and mental health care services for girls and women.</li> <li>11. Promoted, protected and fulfilled right of every individual to have control over, and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence.</li> <li>12. Healthy nutrition levels for girls and women and throughout their life cycle.</li> </ol> | <p><i>The EU Delegation reports on objective 7 and 9</i></p>   |
| <p><b>C. Economic, social and cultural rights – economic and social empowerment</b></p> <ol style="list-style-type: none"> <li>13. Equal access for girls and women to all levels of quality education and vocational education and training (VET) free from discrimination</li> <li>14. Access to decent work for women of all ages.</li> <li>15. Equal access by women to financial services, productive resources including land, trade and entrepreneurship.</li> <li>16. Equal access and control over clean water, energy, transport infrastructure and equitable engagement in their management, enjoyed by girls and women.</li> </ol>   | <p><i>The EU Delegation reports on objective 13 and 14</i></p> |

#### **D. Political and civil rights – voice and participation**

17. 17. Equal rights and ability of women to participate in the policy-making and management/administration at all levels.
18. 18. The Women's organisations and other CSOs and Human Rights Defenders working for gender equality and women's and girls' empowerment and rights freely able to work and protected by law.
19. 19. Challenged and changed discriminatory social norms and gender stereotypes.
20. 20. Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues.

*The EU Delegation reports on objective 17 and 19*

## **IMPLEMENTATION OF THE GAP II COMMITMENTS**

Divided in two parts (focused on the horizontal priority and thematic priorities), the report includes an assessment of what has been achieved in the first three years of the implementation of GAP II (2016-2018) and the key results. It also gives recommendations on how to improve the implementation.

### **Horizontal priority: institutional culture shift**

The institutional culture change is a horizontal priority and a key feature of the GAP II, the implementation of which is binding for all EU actors operating in thirds countries.<sup>4</sup> This change is considered to be a pre-condition for the thematic objectives to be achieved since it focuses on the allocation of sufficient resources (both human and financial), use of gender analysis to inform spending, policy and programming and adoption of result-based approach to programming. The present report looks at progress and gaps registered in relation to all of the six objectives but only in relation to activities that the EUD in Skopje, EU member states' embassies and national authorities are directly responsible for, as some of the activities fall outside the responsibility of the institutions present in North Macedonia.<sup>5</sup> Overall, the institutional culture shift is the biggest bottleneck in the implementation of GAP II<sup>6</sup>. This should not be a surprised as this is most difficult change, but one that is essential. Therefore, in the next period EC will focus in identifying the barriers and addressing them, and we hope that this report can support this change in North Macedonia.

### **1. Coordination and coherence among EU institutions and with EU Member States**

Under the first objective the GAP II suggests four possible activities. Out of them, two are di-

<sup>4</sup> GAP II, Annex 2, page 39.

<sup>5</sup> For illustration, from the first horizontal objective 'increased coherence and coordination' the third activity that states "EU member states need to endorse and commit to GAP II" was not part of the assessment. For full list of activities, GAP II, Annex 1, pg.20-25.

<sup>6</sup> EC annual progress reports on GAP II for 2016 and 2017.



rectly applicable at a country level, while the other are to be implemented by the EU institutions in Brussels and member states. Measure 1.1 foresees EU and its member states to develop joint positions emphasizing the importance of gender equality and human rights. Activity 1.4 foresees joint sharing of the burden of the implementation of GAP II and coherence with Human Rights Country Strategies.

Gender equality is continuously part of the EU-North Macedonia relations, notably through the SAA committee meetings and annual progress reports produced by the EC within the enlargement package. Namely, the 2018 EC Country Report provides a good overview of progress and challenges towards achieving gender equality, including sex-disaggregated key statistics in the sections on elections, governance and employment<sup>7</sup>, however, the EU Council Conclusions from 2018<sup>8</sup> do not include specific reference to gender equality. Processes to assess systemic rule of law issues such as the one culminated in the adoption of the Priebe Report, which was commissioned and published by the European Commission did not include a gender lens, thus missing an opportunity to set gender equality higher on the political agenda.

The coordination between the EU and the EU member states for assistance aimed at achieving gender equality progressed. In 2018, the Kvinna till Kvinna Foundation organized the first meeting on the implementation of the GAP II in the Western Balkans which was hosted by the Embassy of Sweden to North Macedonia. After this meeting, the Embassy of Sweden sent a letter to all EU Member States' embassies and the EUD in order to accelerate the implementation of GAP II. Furthermore, EUD has met with SIDA to see how the support SIDA is providing to SEA on GE sensitivity, mainstreaming and gender analysis of IPA II can be taken forward from 2019. As a result, EU has agreed with SEA and SIDA on the support they will give to program actions. While it is early to assess the results from these activities, it is a first step towards the implementation of activity 1.4., which has a potential to have a significant positive effect. Sweden and other EU Member States with significant programmes in North Macedonia such as the Netherlands, the United Kingdom and Germany can play a key role in advancing the implementation of GAP II in the country.

## 2. Dedicated leadership on gender equality and girls' and women's empowerment established in the EU institutions and the Member States.

Encouraging **dedicated leadership** was envisaged through four activities embedded in GAP II, and to some extent they can all be implemented by the EUD and the national authorities. Activity 2.1 calls for the identification of political leaders and managers who can "champion" gender equality within the EU institutions. Unfortunately, according to the annual report on the implementation of GAP II by the European Commission, not only in the EUD in Skopje, but also at the level of DG Near no "champions" were appointed who would be prominent in their efforts to promote gender equality<sup>9</sup>. The same applies to the institutions in North Macedonia responsible for the coordination and implementation of EU assistance. One of the indicators suggested in GAP II to measure the implementation of this activity is the existence of an advi-

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7 For more please see Kvinna till Kvinna's report

<https://kvinnatillkvinna.org/wp-content/uploads/2018/11/What27s-gender-got-to-do-with-it3f.pdf>

8 Council Conclusions on Enlargement, Stabilisation and Association Process (26 June 2018).

9 EC Annual report on the implementation of GAP II for 2017, pg. 12

sory mechanism with experts on strategic or ad hoc issues of gender equality. Unfortunately, no such mechanism has been established in North Macedonia yet.

Activity 2.2 envisions improving women's appointments to managerial positions within the EU, for example by increasing the number of women EU ambassadors or appointing women to senior decision-making roles. In North Macedonia, women underrepresentation at managerial level did not improve. One out of four Head of Sector is a woman<sup>10</sup>, and the Delegation has not yet had a woman ambassador or other political function.

Activity 2.3 refers to promoting gender equality by introducing incentives for managers to improve transparency and ensure delivery of results on gender equality by allocating financial and human resources, as well as by establishing a system of rewards, corrective measures and respect for the minimum standards. After the adoption of GAP II the format of the program documents changed, for example to include a G marker. However, there is no reward system in place, encouraging the promotion of gender equality and no corrective measures have been implemented so far.

The last activity from this cluster Activity 2.4 refers to the measurement of results by the management, by organising on-spot checks focused on gender equality, establishing a reporting system for the implementation of GAP II within the mandatory and regular system of reporting on progress, as well as engaging independent external evaluations to measure the quality and reach of the EU assistance to women and girls. The EUD sends annual reports on the implementation of GAP II to the EC Headquarters. Additionally, The EUD can meet with NGOs working on gender issues, national authorities working in the field, as well as EU member states active on gender equality in the country prior and post GAP II reporting to discuss key questions and issues required of the reporting, as well as consult on the implementation of the relevant recommendations from the annual report.

When it comes to independent evaluations, EU funded a twinning project "Support to the Implementation of Gender Equality" focused on gender mainstreaming (through IPA I TAIB 2011) which undertake an independent evaluation and assessment in North Macedonia. The analysis was conducted on a random sample of 50 projects funded through the various IPA components from the program period 2007-2013. It concluded that there is a lack of gender information related to the project and absence of a comprehensive gender profile on the country. In addition, the goal of the twinning project was to develop an action plan for introduction of the G-marker (gender marker) in the country and introduce a G-marker for all the EU projects in the country under an indirect management (from IPA and IPARD). However, despite produced templates, forms and guides, there is no proper implementation of the G-marker by the national authorities, but the project outputs provide a solid basis for accelerated and proper implementation in the future.

After the adoption of GAP II, no additional independent evaluations have been carried by EUD or national authorities to identify best examples, barriers as well as provide a realistic assessment of what the effects of the EU's assistance in reducing gender gaps in the country are within IPA 2014-2020. At the same time EU does fund NGOs working on women's rights and gender equality, such as the above mentioned regional assessment within the project 'Gender equal EU integration? - Building capacities of women's CSOs'. However, civil society assessments are

10 Contact list of EU employees, EU Who is who, available at: [www.europa.eu/whoiswho](http://www.europa.eu/whoiswho)

limited in scope and their recommendations are not binding. In the meantime, the Results oriented missions (ROM) which scrutinise the work of EU funded projects and which also report on gender mainstreaming, could provide a valuable feedback. DG Near reported that a total of 253 reports were produced in 2017. EUD recognized that there is a need for a more systemic assessment of GE and undertaking of a gender analysis of EU assistance in the country but, expect that it will be carried out the national authorities and approach the EU with request for support. While the responsibility lies with the government, as with all reforms related to EU accession, promoting gender equality is a commitment of the EU and there is an expectation for increased engagement by the EUD and member states with national GE machinery, women's civil society and academic institutions to advance progress.

### 3. Sufficient resources allocated by the EU institutions and Member States in order to deliver on EU gender policy commitments

In the area of **allocation of sufficient resources**, GAP II envisaged five specific activities. The first one (3.1) called for the Mid-Term review 2017 to measure how results for women and girls can be improved and to adjust the allocated funds for gender equality based on its findings. Unfortunately, the Mid-term review 2017 provided very little reference to the results achieved for women and girls through different EU funding instruments. The Final Report of the IPA II mid-term review highlights how gender mainstreaming of horizontal issues such as gender equality is provided for by the IPA Regulation but the extent to which such issues are included in the programming varies due to limited dedicated human resources.<sup>11</sup> In North Macedonia, due to the lack of an adequate measurement system, such an assessment would be limited. There is a progress in the total amount allocated under IPA II compared to IPA I. The IPA I assessment conducted within the EU-Twinning Project "Support to the Implementation of Gender Equality" in 2016 found that only 5% of the funds in value deal with gender issues, while the EUD reported that 34.6% of the new actions in 2017 advanced to some extent gender equality, at programmatic level<sup>12</sup>. However, at the moment it is difficult to assess how much of the allocated funds produce results for women and girl. Therefore, it is of utmost important to set up adequate mechanism to measure allocation of resources and their results for the upcoming period to reach the aim of 85% by 2020.

Activity 3.2 requires EU staff in relevant positions to receive trainings on gender equality. Annual reports on GAP II indicate that trainings are being conducted, although the number of trained staff members in 2017 was lower compared to 2016. Given that North Macedonia manages some of the IPA assistance in a decentralized manner, it would be important that these trainings are organized for employees in the Secretariat for European Affairs (for IPA) and the Agency for Pre-accession Assistance for Rural Development (IPARD). The current program supported by SIDA aims to address this need and builds on the EU supported training curriculum that was implemented prior to the GAP II. While this is not explicitly foreseen by GAP II, it is necessary that the measures applied to the EUD, also apply to the domestic institutions that manage the EU assistance, or at the minimum that the quality control mechanism in place that review national authorities' planning and programming ensure GAP II is being imple-

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11 Page 14, External Evaluation of the Instrument for Pre-accession Assistance (IPA II) Final Report – Volume 1 – June 2017.

12 EC Annual progress report on the implementation of GAP II 2017, autors computations.

mented properly. The outputs of the EU-Twinning Project, implemented in partnership with the Ministry of Labour and Social Policy, are a great resource for training as there are available resources in local language for many of the important changes GAP II promotes (guidebook for mainstreaming gender in planning, templates to program and monitor investments for gender issues, manual and tools on the OECD G-marker).

Activity 3.3 refers to the need for job descriptions to include responsibilities and tasks on gender equality. In North Macedonia, the focal point for gender equality has been appointed. Beyond the gender focal point, other EUD staff do not have responsibility to mainstream gender equality in their job descriptions and as a result this is not part of their performance assessment. This has been recognized as a systemic barrier by the EC and as a response one of the key actions in 2019 will be assigning responsibility for gender mainstreaming in job descriptions and, secondly, acknowledging and supporting the work done and time used by gender focal persons to facilitate the implementation of GAP II.

The last two measures focus on making gender expertise available. Activity 3.4 measure refers to the establishment of an online resource centre, which would be functional and would contain resources for all the stages of planning, which was done by DG DEVCO in 2016. Finally, the latest activity 3.5 envisages the provision of technical expertise on gender both to headquarters and to the EU Delegations in partner countries. DG NEAR has a service contract with a consultancy company<sup>13</sup> which is available to the delegations and provides technical assistance in gender analysis and gender mainstreaming to EU-staff in their work. The service is provided by four senior gender experts and a roster of short-term experts. According to the available information, this technical assistance has not been used directly by the EUD in Skopje. It would be crucial for the EU Delegation to have both adequate gender expertise in house and access to external resources who could provide additional *ad hoc* support on gender for specific sectors or tasks which are not within staff competence.

#### 4. Robust gender evidence used to inform all the EU external spending, programming and policy making

Objective four, a key novelty of GAP II, prescribes the use of **robust gender evidence** to inform EU assistance in partner countries. The first activity (4.1) calls for the use of a gender analysis to inform actions as well as aid modalities (including budget support). The analysis conducted within the Twinning Project “Support to the Implementation of Gender Equality” on a random sample of 50 projects funded through the various IPA components from the programme period 2007-2013, indicated the lack of gender information related to the project and the absence of a comprehensive gender profile on the country. Unfortunately, no gender analysis has been conducted in North Macedonia after the adoption of GAP II, and according to the DG Near, a 2015 gender profile is used as a substitute for a gender analysis. There are available analyses and reports which can serve as an excellent basis for gender analysis. For example, the Statistical Office issues annual reports from the Women and Men Series in Macedonia, which can serve as the basis for the preparation of an updated gender profile of the country. In addition, many non-governmental and international organizations regularly publish reports focusing on specific topics or sectors, which represent an excellent starting point for gender analysis. A compilation of these is provided

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13 For more visit: <https://www.niras.com/development-consulting/projects/assisting-the-european-commission-with-gender-and-human-rights/>

in part II of this report.

Activity 4.2 refers to the establishment of a quality control process which will ensure that gender analysis are used to inform project documents. Such a system should also ensure that corrective measures are implemented wherever gender is poorly integrated. Quality assurance mechanisms adapted after GAP II by DG NEAR incorporate screening against gender equality. However, according to the feedback by the national authorities' representatives, this review process has not resulted with substantial comments or revisions of new actions to improve gender considerations.

The last activity (4.3) calls for consultation with the National Gender Equality Mechanisms and civil society organizations working on girls and women's rights and requires EU Delegations to measure the percentage of programmes using findings from such consultations. In North Macedonia, there are multitude of actors that comprise the GE machinery. Most relevant are the inter-ministerial coordinative body and gender focal points within the executive branch, and the parliamentary committee on GE within the legislative branch. While formally civil society is represented in the inter-ministerial coordinative body, they also have an umbrella structure, the Gender Equality Platform that can provide consolidated voice. As of 2016, cooperation has been established by the EU Delegation with civil society organizations working on gender equality and women's rights issues although still on an ad hoc basis to monitor the current situation and progress. The wealth of expertise on gender equality issues civil society has to offer could be more systematically called upon to, for example, to support the EU Delegation's choice of key thematic objectives under the GAP II, develop sector-specific gender analysis and provide technical support in integrating gender into programming of IPA assistance.

## 5. Results for women and girls measured and resources allocated to systematically track progress.

The next objective of GAP II is **measuring the results for women and girls**. In order to achieve this, the GAP II postulates the use of the OECD/DAC Gender marker, a marker which attributes a score to projects based on how significant its gender dimension is. After the adoption of the GAP II gender markers are used by EUD and SEA, and all programs documents have a gender marker. In 2016-2017, six out of seven programs were marked with the G1 marker (mainstream actions), and one with G0, without providing justification on why the program is not relevant for gender equality. No program was marked with G2 (targeted actions).<sup>14</sup>

OECD refers to a set of standards that need to be fully met for a program to be rated with a G1 marker, or marked as a significant goal:

*A gender analysis on the program or project has been conducted;*

*The results of this gender analysis have been used to design the program or project;*

*Existence of at least one specific goal directly related to gender equality, and which is accompanied by at least one gender-specific indicator for monitoring the results. By exception, if, at the moment of adoption of the program or project, the results framework is not yet developed, the program documentation should contain a firm commitment that when developing the framework, this condition will be met;*

*The data and indicators have been gender-disaggregated, wherever possible; and*

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<sup>14</sup> Authors computations, for more details see Annex 3.

*The commitment to monitor and report on the gender equality results during the evaluation of the program or project.*

The overview of the program documents for the EU assistance to North Macedonia (shown in Annex 3) indicates that, additional efforts are needed for proper use of the G-markers. Namely, the OECD refers to a set of standards<sup>15</sup> that need to be fully met for a program to be rated with a G1 marker, or marked as a significant goal. Screening against OECD standards for G1 marker, it is evident that the documents do not satisfy the minimum standards. By rule, there is no gender analysis, and except in one program<sup>16</sup>, there are no explicit gender equality specific objectives, as well as data and indicators specific to GE. Namely, ensuring that women benefit equally from a programme, including by collectind sex disaggregated data on beneficiaries as indicator, is not enough to qualify as gender equality focused (G1 or G2 score). Projects should only be marked as gender equality focused if they have as one of their explicit objectives to advance gender equality and the empowerment of women and girls, reduce gender discrimination or inequalities, and/ or address women's specific gendered needs or constraints, and if they include specific activities to achieve this and indicators to track it. Therefore, at this moment the use of G-markers is not a valid proxy for assessment of the scope of EU assistance in the country targeting gender equality.

## 6. Partnerships fostered between the EU and stakeholders to build national capacity for gender equality

**Fostering partnerships** between EU and national and international stakeholders to strengthen national capacities for gender equality is the last objective of the institutional culture change. The support to research and independent analysis by academia and civil society organisations on gender-related issues is among the suggested activities (6.1). Gender equality has been continuously mainstreamed in programs targeting civil society support, including for support of research and independent analysis of gender equality.<sup>17</sup> This report is an example of such support. To date, there are no service contracts to commission gender analysis however, gender equality is mainstreamed in the support provided to the State Statistical Office.

The second activity (6.2) refers to coordination of the national gender machinery and the international organizations that work and are present in North Macedonia. Formally, such a partnership has not been established although, a few EU member states (Sweden and Romania) are actively taking the lead in promoting greater coordination of EU actors on gender-related issues. The EUD has already followed up on the initiative of the Embassy of Sweden, so it is

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15 The standards are as follows:

A gender analysis on the program or project has been conducted;

The results of this gender analysis have been used to design the program or project;

Existence of at least one specific goal directly related to gender equality, and which is accompanied by at least one gender-specific indicator for monitoring the results.

The data and indicators have been gender-disaggregated, wherever possible; and

The commitment to monitor and report on the gender equality results during the evalution of the program or project

16 IPA 2017/040202.04/EU Support for Education, Employment and Social Policy

17 For a list of projects please visit: [https://eeas.europa.eu/delegations/republic-north-macedonia/9651/europeaid-grants-former-yugoslav-republic-macedonia-list\\_en](https://eeas.europa.eu/delegations/republic-north-macedonia/9651/europeaid-grants-former-yugoslav-republic-macedonia-list_en)



expected that activity 6.2 will be implemented in 2019.

The third activity (6.3) provides for direct support to the national gender machinery for coordination at the state level. With the exception of the twinning project, and the new initiative of the Secretariat for European Integration and the Embassy of Sweden, the gender machinery is not continuously supported, nor is there programmed support to the Equal Opportunities Commission and the Women's Parliamentary Club. As we already stated, programs targeting civil society have incorporated GE as a priority and women's organizations and CSOs working on gender equality continuously receive support. For example, the Gender Equality Platform was a result from an EU funded project, same is true for this report. However, these grants are awarded on competitive calls, and the EUD is limited in the defining of the content of the actions. From all the financial modalities possible under the framework of the EU assistance, least used is the direct grant to civil society organizations. While EUDs are generally reluctant to provide such grants, civil society organizations have argued that EUD and SEA should plan for such grants, when appropriate. This could be especially true for the implementation of GAP II as direct grants could be jointly planned to support key actors and roles from the GE machinery. The last measure refers to working with the media (6.4) to dismantle the gender stereotypes. So far, such a program supported by EU has not been carried out in the country. EUD and SEA should consider programming this, as the need is great, and gender inequality is reinforced by discriminatory social norms.

### What is the change?

The adoption of GAP II marked a key moment in changing the way in which the EU supports and internally works with gender equality. After the first three years of implementation, noticeable changes can be registered in the EU Delegation in North Macedonia with regards specifically to strengthening the internal capacities by appointing the Gender Focal Point, providing training to key staff, submitting annual monitoring reports for the implementation of GAP II, and improving internal quality review processes to include G marker in the planning documents. Key good practice examples include: the change in the new DG NEAR Guide for linking planning, monitoring and evaluation published in July 2016, which incorporates gender, and the 2015-2016 EU-Twinning Project "Support to the Implementation of Gender Equality", which developed manuals and tools for embedding the G-markers by the state authorities.

While these are concrete steps in the right direction, effective EU leadership on gender equality and a commitment to put gender equality firmly on the political agenda with North Macedonia is somewhat missing. Consequently, gender equality was overshadowed by other political priorities during and after 2017. Coordination mechanisms with EU Member States that have bilateral assistance programs, as well as with the National Gender Machinery are yet to be established. Greater support to and involvement of civil society organisations working on women's rights and gender equality to inform country-level programmes is also greatly needed.

### Overall Recommendations

We recommend the EU Delegation in North Macedonia to:

- implement the minimum standards provided by GAP II as an urgent priority (see the chapter on minimum standards below) and urge the national authorities responsible

for management of EU funds to do the same;

- Establish an advisory body, consisting of representatives of the national gender machinery, the Parliamentary Committee and the Women's Parliamentary Club, the Platform for Gender Equality and the academic community that will allow EUD to consult external senior expertise on strategic and ad-hoc issues in relation to gender equality. Encourage SEA and IPARD to do the same;
- Consider adopting a roadmap for the implementation of GAP II in North Macedonia, including timeline of activities; and
- It seems the OECD's gender equality markets are used without meeting the minimum standards. The delegation should conduct training for its employees to ensure that the understanding and use of gender markers is consistent and proper. DG NEAR thru its internal quality review process should ensure minimum standard are consistently satisfied.

## Five minimum standards, the basis for GAP II

Some of the horizontal measures under the Institutional Culture Change priority area, have been raised to the level of minimum standards since they are considered the basis for the successful implementation of GAP II. This section provides a brief overview of whether the five minimum standards established by the GAP II have been met in North Macedonia and provides recommendations for further action.

The minimum standards prescribed by GAP II are:

1. OECD/DAC Gender marker 0 marker is always justified;
2. Gender analysis has been done for all priority sectors;
3. Sex-disaggregated data is used throughout the project and program cycle;
4. Gender expertise is available and used timely in the programme cycle and programming;
5. GAP II objectives to report on are selected.

### 1. Marking programs with the G0 marker

As indicated in the previous chapter, the analysis of the available program documents (Annex 2) has indicated that, although there are programs that are marked with a G0, they do not contain a specific justification. The absence of a justification is contrary to the prescriptions of the GAP II and leaves the question on whether such programs further reinforce existing gender disparities unanswered.

- We recommend DG NEAR and the EU Delegation in North Macedonia to:
- During internal quality review processes ensure gender markers are used properly, and suggest revision of action documents when gender mainstreaming is not in line with GAP II;
- Provide technical support to staff in charge of using the gender markers so that they are applied in a consistent way across all EU partner countries; and



- In cases where there is no gender analysis, do not use gender markers, to distinguish between actions that do not contribute to gender equality (G0 gender marker) and actions for which it is not clear what the effect on gender equality would be (no G-marker).

## 2. Use of gender analysis at the program and project level

As indicated in the previous Chapter, a review of the IPA programmes for North Macedonia by the researchers of Reactor - Research in Action indicated that gender analysis are not embedded within the national program (sectoral) documents. In these documents, the sections "Stakeholder Analysis" and "Relevant Policies" do not contain gender-relevant information and analysis. Additionally, with the exception of two (out of seven) programmes, program documents do not contain specific gender-sensitive targets or indicators. Hence, a greater effort is needed to integrate gender into programme documents including by conducting gender analyses at sectoral level.

The European Integration Facility aims to assist the national administration to efficiently manage the EU integration process and pre-accession funds. As such, it is an ideal for supporting GAP II implementation in the country. While currently it is marked with G0 marker, potentially it could support the implementation of the recommendation on GAP II provided by the EC in its annual self-assessments, as well as recommendations from this report. While, national authorities have a responsibility to include gender analysis in the sectoral strategies and mainstream gender in actions submitted for EU funding, EU institutions are responsible to ensure that the national authorities comply with the minimum standards and implement the GAP II, during the quality assurance processes.

We recommend DG NEAR and the EU Delegation in North Macedonia to:

- Commission / conduct a comprehensive gender analysis in a timely fashion and according to DG NEAR guidelines (Guidance Note on the EU Gender Action Plan 2016-2020);
- Involve relevant stakeholders in the process, including civil society organisations working on gender equality and women's rights;
- Make the gender analysis publicly available on the EU Delegation's webpage; and
- Make the selection on the objectives under each thematic priority area on the basis of the new gender analysis and in consultations with civil society organisations and the national gender equality machinery.

## 3. Use of sex-disaggregated data in the programming cycle

The analysis of the IPA programme documents showed that only two programs foresee special activities for women, only one of them contains a single sex-disaggregated indicator and in the same program there is sex-disaggregated data at the level of analysis of the stakeholders. In the other programs, no sex-disaggregated data although some the programs are marked with a G1 gender marker (a total of five programs, see Annex 3).

Namely, although according to the Guidelines for the Application of GAP II, the Quality Con-

trol Group (in Brussels) needs to keep account of the gender mainstreaming and the use of gender-disaggregated data, indicating delays in the approving of programs unless the recommendations and GAP II are followed, the approved documents, however, contain nearly no gender-disaggregated data. Additionally, the independent review carried on many actions through the Result-oriented-monitoring (ROM), while considers GE relevance, its usefulness for GAP II is undermined when actions have no specific results on gender equality, nor have specified gender-disaggregated indicators and data. As such, ROM reports could provide important lessons for further programming, design and implementation of interventions. Hence, an internal review of ROM reports to identify trends and lessons relevant for GE would be extremely helpful.

We recommend DG NEAR and the EU Delegation in North Macedonia to:

- Ensure sex-disaggregated data is included in the gender analysis / analyses of key sectors and used to inform the programme / project documents;
- Include gender-sensitive indicators in the Terms of Reference of ROM evaluations and make periodic assessments to track how gender is mainstreamed during implementation;
- Conducting an internal review of ROM reports to identify trends and lessons relevant for GE, to inform further programming, design and implementation of interventions; and
- Ensure the transparency of the program documents at programme and project level.

#### 4. Availability and use of gender expertise

DG Near, in order to enable availability of expertise on gender equality, has concluded a service contract with a consultancy company. In addition, a special e-learning\_center<sup>18</sup> has been created specifically designed to help European Commission staff put GAP II in their practice. While these are positive steps, the contracting of external firms to provide gender expertise cannot fully replace the context-specific knowledge and understanding of gender disparities and women's rights issues held by civil society organisations in the country. Furthermore, gender equality focal points within government institutions should engage more with their respective IPA units, to ensure GE is considered early on in the planning stage.

Multiple consultative or monitoring structures exist around IPA that involve civil society. For example, the civil society IPA mechanism has a coordinative body in which women's organizations are active. Furthermore, CSOs representatives are members of IPA monitoring committees as well, but they often come from the relevant sector without the capacity to mainstream gender. Lastly, due to low awareness of the existence and importance of GAP II, the coordination specifically on GE with the mainstream or sector-specific civil society was limited. As a result, the existing consultative mechanism did not provided for substantive external expertise on GE. The exceptions are the programs targeting civil society, which have traditionally been developed in wide consultations and always mainstream gender equality. One of the objective of this report is to raise awareness about the GAP II and its potential for development of gender equal society, so that the coordination and input from the civil society is improved in future.

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18 <http://eugender.itcilo.org/>

We recommend the EU Delegation in North Macedonia to:

- Make use of the gender expertise provided by DG NEAR and DG DEVCO. This technical assistance should be made available to the Secretariat for European Affairs and IPARD. Similarly, the capacities developed by the secretariat in 2019 with the support by SIDA should also be accessible to staff at the delegation; and
- In the short term, the EU Delegation in Skopje should consider options that will allow for availability of local gender expertise. The external expertise should be available, as long as the internal capacities are insufficient.

## 5. Selection of GAP II objectives

The Guidance Note on the EU Gender Action Plan 2016-2020 calls on the EU Delegations to select at least one objective under each priority area identified by the GAP II. Naturally, EU Delegations can decide to select and therefore report on more than three objectives. However, it is crucial that such selection be based on a detailed gender analysis. This has not yet been the case for North Macedonia.

We recommend that the EU Delegation in North Macedonia to:

- Select thematic objectives based on a comprehensive gender analysis and in consultation with civil society organisations and the national gender equality machinery;
- Indicates how the contribution to specific thematic objectives is implemented in practice through programmes and funding of the IPA II; and
- Intergates such objectives in existing and new programmes and actions.

## Thematic priorities: choice of objectives

In order to achieve concrete results, GAP II sets out three thematic priorities: 1) the physical and psychological integrity of women and girls, 2) economic, social and cultural rights, and 3) political and civil rights. In each of these thematic areas, specific objectives are identified for EU actors to set (for more on this see the chapter with GAP II structure).

In parallel, GAP II contains a list of indicators that can be used to measure the progress for specific objectives, as well as an example of a list of types of activities that can be conducted in order to implement GAP II. The choice of the objectives to report on, at least one under each thematic priority is up to every EU actor, such as DG NEAR and the EU Delegation in Skopje, based on a gender analysis of the national context which would highlight, among others, the existing gender disparities and the priorities of women and girls. Choice or design of the activities for each selected thematic objectives, and indicators to measure the progress have to be also specified by every EU actor, while the GAP II provides nonexhaustive list with recommendations.

The EUD in North Macedonia reports on the following objectives: Objective number 7 and 9 under the Thematic priority B: physical and psychological integrity; Objective number 13 and 14 under the Thematic Priority C: economic, social and cultural rights – economic and social empowerment; and Objective 17 and 19 under the Thematic priority: political and civil rights – voice and participation. However, the selection of objectives is performed without comprehen-

sive gender analysis in place. Therefore it is recommended that priority objectives are selected based on a comprehensive gender analysis, since some areas could potentially receive more attention which not necessarily will address the biggest gender disparities.

In order to contribute to the implementation of GAP II, Reactor – Research in Action, gathered data and statistics relevant for gender equality which are presented in section 2 of the present report and conducted a consultation workshop with domestic experts and gender equality activists, to gather their input on the objectives they consider most relevant, the activities which would most effectively contribute to their implementation, as well as the most relevant indicators to measure. The table below depicts the conclusions and recommendations based on what the stakeholders felt were the most urging issues, prioritising these that contribute to increasing inequalities. Namely, two objectives were selected for each thematic area, and with the top priority marked with green. The objectives selected for the third thematic priority – political and civic life – fully match the objectives on which EUD reports. In the other two thematic priorities, the second objective by importance matches the EUD selection, while there is a dissonance on the most important objectives, which are not selected by EUD. Additionally, indicators were selected that capture not only gender differences, but also allow for a better understanding of the situation and nuances that hinder gender equality. Lastly, possible activities were recommended based on the national context and experiences.

| Specific objectives   | Possible Activities   | Indicators   |
|---|---|--|
| Thematic area: Physical and psychological integrity of women and girls  |   |  |
| Girls and women are free of all the forms of violence against them (VAW) in both their public and private life. | Supporting the implementation of the Istanbul Convention through the provision of services and strengthening of the institutional capacities        | Number of people who have direct benefit of services supported through IPA financed programs   |
|   | Investments in institutions and NGOs that provide support to victims of sexual and domestic violence  | Percentage of women married or in union before they turn 15 and 18, disaggregated by ethnicity |
|   | Support for statistical programs that collect data on VAW through the State Statistical Office  |  |
| Healthy nutrition levels for girls and women throughout their life cycle.                                       | Support for programs for nutritive assistance to families at risk   | Percent of children with low birth weight  |
|   | Reducing cases of malnutrition in women who are pregnant or breastfeeding, through the implementation of special programs for additional assistance | Percentage of the population below the minimum daily energy consumption (MIDIS indicator)      |
| Thematic area: economic, social and cultural rights   |   |  |

|   |  |   |
|---|--|---|
| <b>Access to decent jobs for women of all ages</b>  | Support to a gender-responsive public finance reform that takes into account the role of women in unpaid work and care, the unequal distribution of domestic responsibilities, the prevalence of women in the informal economy, women in agriculture and the gender pay gap. | Employment rate (gender disaggregated)  |
|   | Support to the institutions in order to enable implementation of these reforms and policies.   | Working hours spend in paid and unpaid work (gender disaggregated)                            |
| <b>Equal access by women to financial services, productive resources including land, trade and entrepreneurship</b> | Support for women entrepreneurs (grants and credit guarantees) and care systems that help families (preschool and elderly care facilities).  | Percentage of women who own land or real estate   |
|   | Legal and institutional reform that would improve the ownership structure and inheritance through, for example, reduced tax rates for joint ownership.   | Number of women beneficiaries of the financial assistance - from EU-funded programs           |
| <b>Thematic area: Political and civil rights</b>  |  |   |
| <b>Equal rights and ability for women to participate in the policy and governance processes at all levels</b>       | Supporting legislative and institutional reforms that will ensure equal representation of women in key institutions: Government, Constitutional Court, Parliament, National Bank and Ombudsman.  | Percentage of women in managerial positions in the legislative, executive and judicial branch |
| <b>Challenged and changed discriminatory social norms and gender stereotypes</b>                                    | Supporting actions to mobilize the community, girls and boys working on gender equality, engaging in dialogue with political and public leaders to advance the status of women and the way the community values them   | Positive shift in the OECD or EAGE gender equality index rating                               |
|   | Support to civil society actions, involving women and men, girls and boys and their organizations as agents for change towards a gender equal society.   |   |

## Conclusion and Recommendations

The choice of objectives by the EU Delegation is key since it informs programming and funding decisions. National and local gender focal points, experts and activists have key insights on the obstacles preventing women from enjoying equal rights in North Macedonia and should be in a position to contribute to the choice of relevant objectives, as well as choice of indicators to measure progress. Once the selection is done, they need to be promoted widely including all the employees in the EU Delegation, the Secretariat for European Affairs and the CFCD, the embassies of the Member States, the national gender machinery and civil society, as well as other international organizations present in the country and working on GE.

More specifically, we recommend that the EU Delegation in North Macedonia:

- Organizes an inclusive consultation with key stakeholders including the national gender machinery and local gender experts and activists to discuss objectives under the three thematic areas, and indicators to measure progress;
- The EUD should meet with NGOs working on gender issues, national authorities working in the field, as well as EU member states active on gender equality in the country prior and post GAP II reporting to discuss key questions and issues required of the reporting, as well as consult on the implementation of the relevant recommendations from the annual report;
- Ensure the choice of objectives under GAP II fully informs programming and funding decisions of the EU assistance to North Macedonia; and
- Ensure at least 20% of the assistance, in 2019, to be marked with a G2 marker, and additionally 45% with a G1 marker, and set progressive targets for the remaining years.

## MONITORING AND EVALUATION

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The GAP II provided guidance on the monitoring and measurement of progress. As already stated, all EU actors provide annual report on progress focusing on the institutional culture shift and selected thematic priorities. These monitoring reports are key tools for accountability, and are used to prepare the summary annual reports which identifies progress, trends, and challenges across regions. As discussed previously, they also contain valuable recommendations for further implementation. However, the reports can be improved to provide qualitative assessment of data showing the real impact that measures implemented have had. The European Parliament has called for such improvement in 2018 to ensure that GAP II serves as a genuine prioritising and policy implementation mechanism, as opposed to a mere in-house reporting tool<sup>19</sup>. Secondly, Result-oriented-monitoring (ROM) reports also do consider GE in general, and more specifically when actions have specific gender-relevant results and/or indicators. The purpose of these reports is mainly to contribute to improved management of the interventions during implementation, although there are cases of ex-post ROM missions. As there are no G2 actions in North Macedonia, at the moment the usefulness of ROM reports for monitoring of GAP II is limited. In addition, GAP II requires that results are gathered through existing institutional systems, such as corporate results frameworks. DG DEVCO Headquarters are responsible for aggregation and the OECD/DAC Gender marker is the basis for tracking of resource. Lastly, GAP II envisages that a final independent evaluation to be carried out at the end of the period.

Overall the aim of the monitoring was to provide an indication of institutional progress of EU actors on placing gender equality at the heart of their ways of working. The approach as outlined was to incorporate gender equality and improving existing monitoring, evaluation and quality assurance processes. Therefore, the researchers of Reactor - Research in Action made an overview of the evaluations within the IPA assistance that have been implemented so far or whose implementation is under way to see whether existing evaluations provide important information on key areas of interest for GAP II. While, there is no specific thematic evaluation that directly evaluates the gender mainstreaming in the programming and implementation of the assistance in the region, since 2016, two evaluations emphasized the importance of gender mainstreaming in their conclusions and give specific recommendations to overcome the identified shortcomings.

Firstly, the latest evaluation of IPA II assistance<sup>20</sup> published in 2017 identified a lack of capacity to integrate the horizontal issues, including gender equality. The evaluation recommended (recommendation #3) that adequate capacity should be put in place in DG NEAR, among other by optimising the capacities of the Centres of Thematic Expertise (CoTEs) and other thematic cells in line with IPA II programming needs. It also recommended to develop guidelines on how these horizontal themes (such as gender and Roma) should be integrated early in the programming of IPA II, the role of the CoTEs and relevant units in this process, as well as the roles of the EUDs and NIPACs. The evaluation marked this recommendation for immediate ac-

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19 EP Resolution on the implementation of GAP II, 2018

20 External Evaluation of the Instrument for Pre-accession Assistance (IPA II) (2014 – mid 2017)



tion to be completed by mid-2018. DG Near only partially accepted this recommendation<sup>21</sup>. In its response it stated that: “DG NEAR has already made a lot of efforts in allocating resources to CoTEs and other thematic cells. A recent review of terms of reference and staffing level by DG NEAR has concluded that the current set up was adequate given the constraints on the overall level of resources and that additional resources should be allocated first to emerging country priorities within the DG. The recently adopted guidelines for quality support of IPA II programmes already take into account the need to incorporate the horizontal themes early into programming, specify the role of CoTEs and other actors.” The answer suggests that the directorate considers the established thematic expertise centres in DG Near will address the lack of knowledge and expertise. Unfortunately, according to the most recent organogram of DG Near, there is no Centre for Thematic Expertise focused on gender equality (unlike some other horizontal issues), and therefore DG Near should consider establishing a thematic expertise centre on gender equality (similarly to environmental protection, civil society, migration, etc.) or invest in capacity building on GE. Furthermore, DG Near accepted to update the programming guidelines as well as to present the new guidelines at a meeting with the Delegations and at a meeting with the National IPA Coordinators from all countries in the region. A review of the guidelines by Reactor suggests that this has not been implemented yet.

Secondly, the thematic evaluation of the assistance provided for Roma integration<sup>22</sup>, contains a series of recommendations for gender mainstreaming in these programs, and it contains a series of recommendations that relate to strengthening the relationships and cooperation between the institutional arrangements for improving the status of Roma and gender equality. This is a particularly important topic, since Roma women are among the most disadvantaged women in North Macedonia. Although this evaluation was conducted before GAP II was adopted, the up-dated implementation report of the recommendations from 2018 is relevant for the implementation of GAP II.

In its Multi-annual Evaluation Program 2018-2020, DG NEAR did not plan to conduct a thematic evaluation focused on gender equality. However in 2019, DG Near in cooperation with DG DEVCO published a roadmap for Evaluation of the EU’s external action support in the area of gender equality and women empowerment. Indicatively, the evaluation will cover GAP I and to some extent GAP II. Expected to be published by the end of 2020, the results of the evaluation will<sup>23</sup>:

- serve as a source of information for the future development of the policy framework
- advice on improving strategies and tools (planning and design of interventions) of the EU external action actors;
- to the extent possible, contribute to improve the programming, monitoring, reporting and implementation of current action programmes in the concerned regions.
- to suggest priority areas to be tackled by the EU external gender policy and strategy within the next Multiannual Financial Framework.

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21 Follow-up report to the External Evaluation of the Instrument for Pre-accession Assistance (IPA II) (2014 – mid 2017), 2018, page 4.

22 Thematic Evaluation on IPA Support to Roma Communities 2015, and follow-up 2018

23 Evaluation roadmap, 2019, pg. 3



## Recommendations

It is necessary to invest more in monitoring and evaluation of the progress made on GAP II to allow for 'learning by doing' and implement corrective measures where necessary. Hence, it is recommended:

- Consider whether the thematic evaluation should focus both on GAP and GAP II, or exclusively focus on GAP II to ensure more focused assessment of the effects GAP II has on the programming and EU assistance in the region.
- The EU Delegation should conduct overview of the ROM reports and on-spot checks (a mechanism through which the EU institutions directly check the spending of EU funds during implementation) in 2019 focusing on the incorporation of gender equality in the implementation and measurement of results to identify trends, lessons, and challenges. If possible, findings should be discussed with IPA monitoring committees, national GE machinery, and civil society working in this field.
- Consider how annual reports on the implementation of GAP II can be improved to also include results on indicators selected to track progress overtime and to allow for more qualitative assessment on the effects.

## **PART 2:**

# **NORTH MACEDONIA'S GENDER PROFILE ON THE GAP II INDICATORS**

## **TOWARD A GENDER ANALYSIS OF THE GAP II PRIORITY THEMATIC GOALS**

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GAP II has three thematic priorities with a total of 14 goals. For each country, at least one of the three thematic priorities should be chosen, based on the relevance of those goals to the country. In this way, it allows GAP II to be contextualized and to ensure that the EU and its member states' investments are directed towards those problems that are most important for each country separately. In North Macedonia, the selection of priority goals was made in the absence of a comprehensive gender analysis. Therefore, they do not necessarily reflect the priorities of the society nor focus on removing the greatest gender disparities.

In this part of the report, we made an effort to collect all available data relevant to the GAP II thematic goals. In this way, this section aims to help review the objectives in order to make the choice informed and evidence-based.

Data was collected by reviewing publicly available documents and it contains exclusively secondary data. For additional information and methodological constraints relevant to the cited data, the reader is advised to consult the original sources. For many of the priorities there is no official statistics, and the existing statistics is limited in volume orin scope. Hence, once again the need for conducting a gender analysis, which should fill these gaps, is reaffirmed. In addition, the upcoming census, scheduled for 2020, should be used to collect the data without which it is impossible to track the progress on some of the objectives.

## B. THEMATIC PRIORITY: PHYSICAL AND PSYCHOLOGICAL INTEGRITY

### 7. Girls and women free from all forms of violence against them (VAWG) both in the public and in the private sphere

Violence against girls and women in North Macedonia, unfortunately, is still prevalent, primarily in the private life, but also in the publiclife. Determining the level and prevalence of violence is still problematic because there is a lack of a comprehensive data collection system, disaggregated by relevant factors, regarding the various forms of gender-based violence against women and girls, including information on the relationship between the perpetrator and victim (CEDAW, 2018).

Here In this section we give an overview of the available research. All of the research suggests that there are largely three types of violence against women in our country. According to the results,the most frequently reported is psychological violence against women , followed by physical violence. The least likely to be reported by women is that their sexual integrity was attacked. Although the surveys are not mutually compatible and can not be used to determine a trend, still, we present them in a single table for easier overview.

| Women and girls who have reported violence |             |                        |                        |                     |              |
|--|-------------|------------------------|------------------------|---------------------|--------------|
| Type                                       | 2000 (%)    | 2006 (%)               | 2012 (%)<?>            | 2017 (%)            | 2018 (%)     |
| Psychological                              | 61,5        | 56,4                   | 38,2                   |                     | 44%          |
| Physical                                   | 23,8        | 17,7                   | 6,1                    |                     | 14<?>%       |
| Sexual                                     | 5,0         | 10.6                   | 1,5                    | 42%                 |              |
| Sexual harassment                          |             |                        |                        |                     | 30%          |
| Source:                                    | (ESE, 2000) | (Chacheva et al. 2007) | (Popovska et al. 2012) | (Dimushevska, 2017) | (OSCE, 2019) |

Unlike surveys aimed to determine the real prevalence of violence against women, through analysis of the police and court reports the effectiveness of state authorities in dealing with

violence can be established. Unfortunately, such data are not published regularly, so here we display the data from several studies.

Chacheva reviews the official statistics of the Ministry of Internal Affairs on registered misdemeanor offenses, complaints and crimes related to domestic violence as a proxy for the scope of domestic violence (Chacheva et al. 2007).

|             | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | Total |
|-------------|------|------|------|------|------|------|------|------|------|-------|
| Complaints  | 2423 | 3570 | 2022 | 3106 | 3671 | 4034 | 3737 | 4609 | 3842 | 31014 |
| Misdemeanor | 804  | 1202 | 735  | 770  | 730  | 676  | 724  | 655  | 529  | 6825  |
| Crimes      | 149  | 299  | 320  | 380  | 378  | 404  | 481  | 593  | 615  | 3619  |
| Total       | 3376 | 5071 | 3077 | 4256 | 4779 | 5114 | 4942 | 5857 | 4986 | 41458 |

According to the data on the number of registered cases in the Ministry of Internal Affairs, a steady trend of slight increase in the reported crimes of domestic violence was observed, a relatively uniform oscillation in the recording of misdemeanors, but a marked trend of increase in the complaints of domestic violence (Gruevska-Drakulevski, 2012). Although there are 41458 crimes in the police statistics related to domestic violence, in the same period in the official statistics run by the State Statistical Office no criminal offense committed in domestic violence has been recorded. This is just one of the many instances confirming the invisibility of domestic violence (Mircheva and Chacheva, 2012).

Three studies analyze court cases related to violence against women. It must be noted that the official court records track data only on the perpetrators of violence, but not on victims on violence; and thus it is not even possible to indirectly determine the extent of the violence. The Lirikus database, run by the Institute for Social Activities, should partially resolve this problem, but the data has still not been updated regularly. In 2014, Mircheva, Chacheva and Kenning conducted the first analysis of court cases which confirmed that domestic violence has the specific characteristics of gender-based violence. According to the analysis, 93% of the reported and convicted perpetrators of domestic violence crimes were men, while 82% of the victims were women. Of all victims of domestic violence crimes, only 4% were men who were victims of female perpetrators. On the other hand, 76% of all victims of domestic violence were women who were victims of men. According to police statistics, the most common relationship between the perpetrator and the victim include marital spouses, including former spouses and extramarital partners, which amounted to 65%. On the other hand, 95% of the victims as spouses are women (Mircheva et al. 2014).

In its report to CEDAW, the state noted that in 2014, a significant reduction of 11% of criminal acts “against sexual freedom and sexual morality” was registered, i.e. 135 criminal offenses (versus 151 previously). A decrease was noted in the violations such as “sexual assault on a child” - 45 (versus 50 previously) and “masturbating in public” - 22 (versus 35 previously), while the crime “rape” had increased by 18.4%. In resolving these crimes, the state determined that the police reached a high rate of efficiency of 90.4%, while 149 perpetrators were reported for

the crimes (CEDAW, 2014). However, this decrease was temporary. Namely, in 2016, a gender analysis of court cases was conducted by civil society organizations. In this analysis, for 2015, the following data were obtained on the number of criminal proceedings brought before the Primary Courts in North Macedonia and the number of women victims:

| <b>Type of crime according to the Criminal Code</b>                            | <b>Number of injured women</b> |
|--|--------------------------------|
| <b>Bodily injury through domestic violence – Article 130</b>                   | 252                            |
| <b>Heavy bodily injury through domestic violence – Article 131</b>             | 20                             |
| <b>Coercion through domestic violence – Article 139</b>                        | /                              |
| <b>Endangering the safety through domestic violence – Article 144</b>          | 135                            |
| <b>Rape – Article 186</b>  | 23                             |
| <b>Sexual abuse through abuse of official position – Article 189</b>           | 2                              |
| <b>Mediation in prostitution - Article 191</b>                                 | 1                              |
| <b>Human Trafficking – Article 418-a</b>                                       | 1                              |
| <b>Unlawful termination of pregnancy and sterilization – Article 129</b>       | /                              |
| <b>Unlawful deprivation of liberty through domestic violence – Article 140</b> | 7                              |
| <b>Sexual abuse of a helpless person – Article 187</b>                         | 4                              |
| <b>Total:</b>  | <b>445</b>                     |
| <i>Access to Justice for Women, (Trenchevska, J, et. al. 2018)</i>             |                                |

The study also concludes that according to the interviewed professionals from the judiciary and the legal profession, gender-based violence is reported temporarily. Hence, once again it is confirmed that the number of official cases does not reflect the real picture about the scale of violence suffered by women and girls in North Macedonia.

The National Network Against Violence Against Women and Domestic Violence - Voice Against Violence, in 2018, prepared an analysis of the cases of murders of women in the Republic of North Macedonia in the period from 2008 to 2016, analyzing a total of 70 murders of women (Dimushevska, 2018). The findings of the study indicate that 80% of the cases are femicides (ie women were killed only because they were women), and in more than 50% of cases, the murder was committed by a partner or former partner, most often in their home or in the new home of the woman, and most often by using firearms. There is no adequate risk assessment by both the police and the Center for Social Work. In addition, there is a lack of specialized services for victims of violence that will help the woman in the initial period after leaving the violent environment and will provide assistance and support in planning the future steps. Ultimately, in North Macedonia there were no specialized services for women and girls who were victims of

sexual violence until 2018, but in 2018 three crisis centers were opened (in Kumanovo, Tetovo and Skopje), and thus the country met the minimum European standards.

There is no detailed information about the violence against women in public life. The existing data comes only from non-governmental organizations, but it is limited in scope. In 2012 and 2017 Reactor - Research in Action conducted a research on the scope of gender-based violence against women and girls in public places in Skopje (Reactor, 2012, 2019). The study indicated that there is a tendency of not reporting in cases of violence against women, which prevents the assessment of the exact number of cases of violence against women, and there is no systematic data collection on violence against women in public spaces in North Macedonia. The study, however, offers indications on the places and forms of violence, the percentage of women who avoid certain public spaces, as well as the reactions of women and girls in order to prevent fear. Gender violence among primary and secondary school students is widespread. This problem is discussed and it is partially resolved in primary schools, and less so in secondary schools.

When it comes to sexual violence, the National Network Against Violence against Women and Domestic Violence - A Voice Against Violence, conducted a research in 2017, which among other things also analyzes the data from the Ministry of Internal Affairs (Dimushevska, 2017). Although the recorded statistics do not allow for a separate examination of the crimes, there is still data on the total number of crimes of sexual nature (which covers the crimes of: rape, sexual abuse of a disabled person, sexual assault on a minor who has not reached the age of 14, sexual abuse by abuse of authority, self-pleasuring in front of another, mediation in prostitution, pimping and enabling of having sexual intercourse and incest.

|            | 2012 | 2013 | 2014 | 2015 | 2016 | 2017<?> | Total |
|------------|------|------|------|------|------|---------|-------|
| Crimes Mol | 100  | 130  | 81   | 93   | 89   | 33      | 526   |
| MLSP       | 3    | 4    | 11   | 5    | 31   | 1       | 55    |

Source: Study on the scope of the various forms of sexual violence (Dimushevska, 2017)

In order to increase the number of reported violence against women, the efficiency of the institutional reaction is crucial. Unfortunately, according to CSOs’ research,so far victims don’t feel supported. In fact, according to the opinions and recommendations of the victims, it can be concluded that apart from the kindness in the treatment fromthe institutions, no other obligation regarding the treatment of the victims is on a satisfactory level. This is especially valid when it comes to urgent reaction by the police, as well as by the employees of the Centers for Social Work. The victims do not feel support or perseverance on the part of the institutions when it comes to pursuing a successful completion of their procedures (Dimitrovska, 2017).

The state has failed to investigate the hate crimes and hate speech against lesbian, bisexual and transgender (LBT) people and this has contributed to an increase inviolence. The LBT people in North Macedonia do not trust the institutions and very rarely report violence or discrimination, and those who report, according to civil society organizations, have been additionally discriminated against by officials.

Finally, the Internet and digitization enabled many non-physical public spaces where women and girls are more susceptible to violence and harassment than men and boys. However, there is no data on the scope of this type of violence, and it is worrying that the Commission for Protection against Discrimination declared that has no authority to deal with such cases, and at the same time there is no single case initiated by the Public Prosecutor’s Office, although there are charges on hate speech pressed by the Media Agency (Trajanoski, 2018).

**8. Trafficking of girls and women for all forms of exploitation eliminated**

The trafficking of girls and women in North Macedonia has not been eradicated yet. According to the National Commission for Combating Human Trafficking, the domestic human trafficking in the Republic of North Macedonia continues to dominate the total number of cases, and is manifested by recruiting victims in the cities for sexual, labor exploitation and forced marriages. Foreign trafficking is most often manifested through the recruitment of child victims, most often of Roma ethnicity, for the purpose of fraudulent and forced marriages with persons residing in EU countries for the purpose of sexual and labor exploitation. Out of 32 victims in the period (2013-2017), a total of 8 were children.

The victims are women and girls, aged 13-19, from the Macedonian, Albanian and the Roma ethnic communities. Nearly all of them are citizens of North Macedonia, with certain exceptions of foreign nationals. The victims usually have a low level of education: primary, secondary or incomplete.

| VICTIMS   | 2013 | 2014 | 2015 | 2016 | 2017 |
|---|------|------|------|------|------|
| Sexual exploitation   |      | 3    | 2    |      | 1    |
| Forced marriage   |      | 4    | 1    |      |      |
| No data on the type   | 15   |      |      | 6    |      |
| Potential victims   | 82   | 83   |      | 72   |      |
| Source: Reactor's compilation based on the annual report of the National Commission for Combating Human Trafficking 2013-2017 |      |      |      |      |      |

Each year, the number of potential victims is much higher than the number of official victims, which indicates that the problem is of greater proportions. Additionally, children begging on streets are a particular problem, since many of them are subjected to abuse of their labor. According to data from the Institute for Social Activities, children-beggards in the Republic of North Macedonia are of all ages and nationalities, aged 7-14, 58,5% manifest socially unacceptable behavior, and 11,5% have tolerant behavior (MLSP, 2007).

The analysis of the situation with women and children from 2011 established that 16.6% of children are involved in child labor (MICS, 2011). Additionally, the percentage of marriages under the age of 15 is 1.4% and for juvenile marriages is 10.7%.

## 10. Equal access to quality preventive, curative and rehabilitative physical and mental health care services for girls and women

The practice so far shows that women do not fully exercise this right and are often victims of the dysfunctional healthcare system, and in particular women belonging to smaller ethnic communities and women in rural areas. The infant mortality rate in the country is 9.2 deaths per 1,000 live births, or 2.6 more than the infant mortality rate in EU countries, and the rate for infant mortality among Roma is even higher (10.2 per 1,000 live births) (PIZ, 2017). It is important to emphasize that in this area there is a lack of official data from state institutions. Assessment of the situation regarding sexual and reproductive health, prepared by the civil society sector, found that there is insufficient number of gynecologists. One third (34.1%) of all women reported that they do not have a primary care gynecologist, and there are differences between women living in urban areas (31.5%) and rural areas where the situation is worse (42.9%). In addition, the coverage with preventive examinations is insufficient, only 11.5% of women underwent a preventive breast examination in the last 12 months (Pavlovski, 2009). In 35 municipalities in North Macedonia there are no gynecologists, and in 29 municipalities there is no sufficient number of gynecologists in accordance with the Decree on the network of health institutions of the Government. This situation greatly complicates women's access to primary care gynecological health services.

The latest publication by the State Statistical Office on the Standard of Living confirmed that there are gender gaps when it comes to the personal perception of the general health (SSO, 2018). Women report poorer health than men, and nearly every fifth woman (17.4%) has a chronic (long-standing) illness.

| HOW DO YOU ASSESS YOUR GENERAL HEALTH CONDITION? | Men  | Women |
|--|------|-------|
| Very good  | 30.6 | 26.7  |
| Good   | 49.5 | 48.0  |
| Satisfactory                                     | 11.8 | 15.4  |
| Poor   | 6.1  | 7.8   |
| Very bad   | 2.0  | 2.1   |
| Source: SSO, 2018                                |      |       |

When it comes to mental health, science points to the importance of the psychosocial dimension of the health of the youth for their future health. The poor psychosocial condition of girls may result in long-term adverse effects on the day-to-day functioning and general well-being. The World Health Organization has reported about a large number of young girls in North Macedonia who feel bad, at least one day a week. Thus, 17% of girls aged 11, 29% of girls aged 13 years, and as many as 39% of girls aged 15 said that they feel bad at least once a week (WHO, 2016).

When it comes to the health care of the women convicts who are serving a sentence at the Idrizovo Prison, the Ombudsman found a number of inconsistencies (Ombudsman, 2016-b).



The access of the women convicts to health services is difficult and very rare, there is a lack of regular and control check-ups, along with early detection and prevention of diseases in women. In fact, the resident doctor does not visit the female department for several months at times. Moreover, no gynecological examinations are provided for the convicts, and there is no doctor-gynecologist employed in the institution. Instead of a doctor, the therapy is distributed by non-professionals, that is, two convicts, who give them pills crushed into powder, mixing the therapy (cocktail), so they do not know what types of medicines they are given. In addition, the convicts do not have adequate medical assistance even in cases of minor injuries.

The special healthcare and respect for the rights of patients are particularly important when it comes to disabled people who are accommodated in special institutions. In 2016, during the Ombudsman's visit, 1004 patients were registered in the PI Psychiatric Hospital - Skopje, of which 264 were women (164 were accommodated in the hospital itself, 59 in the day care centers and 51 were sent on home treatment-tentatively) (Ombudsman 2016 -a). Unlike the male section, women are accommodated in new, renovated and equipped rooms that meet all the health standards.

### **11. Promoted, protected and fulfilled right of every individual to have full control over, and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence**

The access to health care and services for women remains limited, in particular the access to a safe and legal abortion and contraception. Modern contraceptives are used only by 15.4% of women and girls. Gynecologists are the only health workers who are authorized to prescribe or provide emergency contraception, as well as regular combined oral contraceptives.

The level of pre-natal health care is high. About nine out of ten mothers (94 per cent) received prenatal health care four (WHO recommendation) or more times. Only 1 per cent of women did not visit a health institution for prenatal health care, 0.1 per cent were on one visit, 0.5 per cent had two visits and 1 per cent had three visits (MICS, 2011). Approximately 94 per cent of births are performed in the presence of an expert: 87 per cent of births were performed with the help of a doctor, and 11 per cent of the births were performed with the help of a nurse.

As far as the sex education is concerned, despite the fact that three national strategies that address sexual education in some parts have been adopted, it has not been introduced as a separate teaching subject yet. There are some elements of sexual education in other subjects. According to a study by the World Health Organization in 2014, only 7% of teachers in the capital city said that they have talked about sexual orientation during their classes, 9% talked about oral contraception, 15% about using condoms, and 35% about HIV prevention (WHO, 2016).

### **12. Healthy nutrition levels for girls and women and through out their life cycle**

The multidisciplinary cluster survey conducted in 2011 found that in North Macedonia, 1 per cent of children under 5 years of age are underweight and 0.2 percent are classified as children who are significantly underweight. About 5 per cent of children have a delayed growth or are

too short for their age and 2 per cent are moderately exhausted or too underweight for their height (MICS, 2011).

As for overweight, the World Health Organization reported that between 12 and 14% of girls aged 11, 13 and 15 are overweight (WHO, 2016).

The Public Health Institute regularly carries out nutrition control in kindergartens. For years back they have concluded that the diet given to preschool children does not meet the energy input recommendations. Also, there is a lack of intake of wholegrain products, fish, eggs and sufficient intake of fresh vegetables and fruit products, while the presence of simple sugars is twice as high then recommended (IPH, 2017). Nutrition in primary schools is better, and generally meets the standards. However, the intake of fruits and vegetables is significantly below the recommended amounts. The Institute also concludes that the consumption of low fat milk as well as dairy products should be increased, and the intake of sugar concentrates should be decreased. It is necessary to reduce the intake of sweetened soft drinks, ie non-alcoholic drinks with added sugar. Finally, it is concluded that the nutrition in primary schools is not planned systematically. Similarly, the diet in the student dormitories does not meet the standards. In fact, there is an excess of fat, which is at the upper limit of the recommended maximum of 35% of the total energy input. Saturated fats and simple sugars are above the recommendations for maximum daily intake and amount to about 11.8% and 13.5% of the total energy intake, respectively. Protein intake is above the recommendations of about 50 g / day. Finally, the average values of vitamins satisfy the physiological needs of this population. In dormitories, the quality is the best, however, energy intake is satisfactory only for women, but not for men. In elderly people's homes, the intake of vegetables and fruit is low, especially of legumes. The level of cooking salt is above the allowed limit. Furthermore, the average daily meal of patients has an irregular ratio of macronutrients with an excess of saturated fatty acids.

The Department of Physiology and Food Monitoring and the Laboratories at the Institute of Public Health regularly analyze and assess the food safety and the food additives. In 2017, a total of 206 samples of food were examined, of which 106 were from imports and 100 were from domestic production. It was found that a total of 16 samples of food supplements (7 of imports and 9 of domestic production) did not satisfy the safety parameters of this type of products, mainly due to the presence of heavy metals in quantities above the maximum allowed concentrations for these products. The number of samples that are checked annually is not to the extent that it should be to guarantee the safety, especially of dietary supplements, and hence the state can not guarantee healthy food for girls and women.

## C. THEMATIC PRIORITY: ECONOMIC, SOCIAL AND CULTURAL RIGHTS – ECONOMIC AND SOCIAL EMPOWERMENT

### 13. Equal access for girls and women to all levels of quality education and vocational education and training (VET) free from discrimination

When it comes to access to education, the Macedonian society is almost gender equal. Data from the Statistical Office shows the same gender structure among students. The number of students who discontinued education is insignificant (both among girls and boys students) and in primary and secondary education it is 1% (SSO, 2019). However, the number of female students continuing from elementary education to secondary education is decreasing, while the number of male students is increasing. At present, only 70% of girls enroll in high school, compared to 74% of boys. This means that one quarter of girls do not continue their education after the primary level, even though secondary education is mandatory. Gender gaps exist in the choice of professions. Girls often choose high school education, while boys vocational education (VET).

Every third female student enrolls in higher education, compared with one in every five male students. Also, more women are enrolled in the second and third cycle studies, and this ratio also applies to graduates of the first, second and third cycles. In terms of vocations, women dominate the social, humanistic, biochemical and medical sciences. In contrast, men are more represented in technical-technological sciences (55% compared to 45% women), and maths and science where the gap is greatest (62% compared to 38% of women).

The data from the PISA survey shows that there is no basis for such gaps. Namely, North Macedonia is one of the few countries in which the gender gap when it comes to mathematics and science is in favor of girls. Exception is North Macedonia, where girls significantly exceed the results of boys in mathematics by over 15 points (OECD, 2016). Additionally, they believe in the scientific approach more and support the empirical approach to inquiry and knowledge more than boys and agree that scientific ideas are temporary and subject to change and upgrade. Furthermore, North Macedonia together with Jordan are the only countries, where girls enjoy learning mathematics and natural sciences more. Hence, it seems that social norms and gender stereotypes are very influential when choosing a profession, and North Macedonia is not using its best potential. This was also evidenced in a survey conducted in 2016, which found that when choosing gender-non-traditional vocations in high school, the influence of the environment (primarily the family) is crucial. Additionally, one of the obstacles identified by the female students was related to the role of a woman as a wife and a mother, which increases her responsibilities towards the family, while at the same time decreasing the opportunity to commit to a career that requires a lot of time and is considered inadequate with the traditional roles. This makes the girls think that they would not have enough time and opportunities like men to commit to such a career (Mickovska-Raleva, 2017).

When it comes to women's participation in teaching staff, gender gaps are again identified. In primary and secondary education, female teachers prevail, unlike higher education, where male professors prevail. There is gender parity only among docents.

| <b>Teachers 2017/18</b>     | <b>Males (%)</b> | <b>Females (%)</b> |
|-----------------------------|------------------|--------------------|
| <b>Primary education</b>    | 30               | 70                 |
| <b>Secondary education</b>  | 40               | 60                 |
| <b>University Education</b> |                  |                    |
| <b>Regular professo</b>     | 60               | 40                 |
| <b>Associate professor</b>  | 57               | 43                 |
| <b>Docent</b>               | 51               | 49                 |

Finally, we would like to mention that the GAP II indicator is about access to quality education, not just any education. Unfortunately, the general situation with the education in North Macedonia is very bad. The latest PISA survey ranked the country in the last five countries, out of the 42 countries where the survey was conducted. It is worrying that half of all students were ranked below level 2, which represents a functional illiteracy.

#### **14. Access to decent work for women of all ages**

The low participation rate of women in the labor market and the over-representation of women in unpaid work and in the informal sector of the economy is a continuous problem since the independence of the state. Additionally, employment is characterized by a very unfavorable gender structure. According to the State Statistical Office, this is due to the unstable economic and social conditions in the country and the incompatibility of the available and necessary labor market profiles. The employment rate of women in North Macedonia is 34.6 and is significantly lower compared to that of men, which is 53.6. The unemployment rate for women is 21.8, and for men 22.7. The activity rate in women is lower and it is 44.3, and it is noticeably higher in men and is 69.3 (SSO, 2019).

Reactor - Research in Action, has conducted a number of studies examining the position of women in the labor market. Gender analysis of the labor market determines various gender disparities (Maleska, 2015). First, employed women on average work half an hour a day less. In particular, women work an average of 7.6 hours, while men work 8.1 hours a day. This is not the case with farmers, where women work longer hours and more days than men, so the average female farmer works 6.4 days a week and 9.7 hours a day. On the other hand, women have less opportunities for career advancement (although the perception is that they are making progress easier.) Thus, while every third male employee has changed his position, that's true for every fifth woman. In other words, 78% of employed women spend their working life in the same position, while this is true for 67% of employed men. There are no significant gender differences in the changes in personal income (in the last 5 years, only 8% had a noticeable increase in their personal income, and 35% had an increase to a small extent, but women are more optimistic in terms of wage increases). Finally, the study also determined the gender pay gap. Namely, employed women have considerably lower incomes than employed men and, on average, earn less than 15,000 denars, unlike men who earn slightly over 20,000 denars.

Similarly, the 2013 study found that only 18% of women in North Macedonia are entrepreneurs (Ramadani, 2013). One-third (32.5%) of the study sample manage micro businesses, and 27.5% manage small businesses. Only 12.5% of women entrepreneurs manage large enterprises. It is important to note that the study found that women's most common motive for establishing a business (60%) is profit, the desire to achieve, and the driving force for 52.5% is the personal freedom and control in decision-making processes.

In the CRPM survey on rural women and men, from 2011, more than 3 out of 4 rural women (78%) said they were not working for a salary (compared to every second man). However, only 25% of rural women are economically active (Risteska et al., 2012).

Finally, the gender pay gap in the country is high. According to the International Labor Organization, the pay gap in absolute terms was 1655 denars in 2000, 1474 denars in 2001, and 1724 denars in 2002 and 3511 denars in 2006, which indicates an increase in the gender pay gap over the years (Kazandziska, 2012). Due to the gender pay gap, women in North Macedonia have a lower standard of living and are more prone to poverty.

|  |                       | Structure according to net salary in % |       | Structure according to gender in % |       |
|--|-----------------------|--|-------|------------------------------------|-------|
|  |                       | Men                                    | Women | Men                                | Women |
| <b>Unpaid family workers</b>                   |                       | 3,4                                    | 10,9  | 32,4                               | 67,6  |
| <b>Unknown</b>                                 |                       | 10,8                                   | 10,3  | 62,1                               | 37,9  |
| <b>Net-salary in denars</b>                    | <b>up to 5000</b>     | 1,9                                    | 1,1   | 72,0                               | 28,0  |
|  | <b>5001-8000</b>      | 2,6                                    | 1,8   | 69,0                               | 31,0  |
|  | <b>8001-10000</b>     | 5,0                                    | 4,6   | 62,8                               | 37,2  |
|  | <b>10001-12000</b>    | 13,0                                   | 16,5  | 55,1                               | 44,9  |
|  | <b>12001-16000</b>    | 23,2                                   | 22,3  | 61,8                               | 38,2  |
|  | <b>16001-20000</b>    | 17,0                                   | 12,4  | 68,0                               | 32,0  |
|  | <b>20001-25000</b>    | 12,9                                   | 13,1  | 60,3                               | 39,7  |
|  | <b>25001-30000</b>    | 5,2                                    | 3,9   | 67,3                               | 32,7  |
|  | <b>30001-40000</b>    | 2,9                                    | 2,0   | 68,9                               | 31,1  |
|  | <b>40001 and more</b> | 2,1                                    | 1,0   | 75,7                               | 24,3  |
|  | <b>Total</b>          | 100,0                                  | 100,0 | 60,8                               | 39,2  |
| <i>Source: State Statistical Office (2017)</i> |                       |  |       |                                    |       |

In addition, the labor market is not immune to discriminatory social norms, and often there is discrimination in job vacancies. Thus, in a study from 2013, it was established that out of the total number of analyzed advertisements in the print media, discrimination was registered in 24%,

which is a very high percentage. In addition, 58% of the job vacancies contained direct discrimination, 32% indirect discrimination and 10% direct and indirect discrimination, and the most frequent grounds for discrimination is sex with 55% of the announcements (Ananiev, 2013).

### 15. Equal access by women to financial services, productive resources, including land, trade and entrepreneurship

One of the biggest gender gaps in Macedonian society is the level of women’s access to financial services, productive resources, including land, trade and entrepreneurship.

Access to real estate for women is still limited despite the liberal legislation. According to the Real Estate Cadastre Agency, 55% of the property is in individual ownership, and the remaining 45% of the real estate is in co-ownership. Among the sole owners, more than two thirds are men (73%), while women constitute only 27% of the sole owners (Cadastre, 2009).

Women in rural areas face barriers in access to titles, ownership and inheritance as a consequence of gender stereotypes and traditional practices of “family” ownership of land in favour of men (CEDAW, 2018). A survey on rural women and men, conducted by CRPM in 2011 shows that women from rural areas are not owners, nor do they own property on their behalf. Male family members, whether they are a father or husband, are almost exclusive owners of real estate and property (Risteska et al. 2012). The following table gives an overview of the ownership of assets among rural families in the Republic of North Macedonia.

| Owner            | Real Estate (dwellings) % | Field or farm (where they work) % | Machines and working equipment % | Savings % |
|------------------|---------------------------|-----------------------------------|----------------------------------|-----------|
| Husband          | 56,9                      | 43,7                              | 27,6                             | 26,8      |
| Husband’s father | 23                        | 18,5                              | 6,8                              | 3,5       |
| Wife             | 3,7                       | 1,9                               | 0,7                              | 0,5       |
| Husband’s mother | 2,2                       | 1,5                               | 0,5                              | 0,2       |
| Other            | 12,7                      | 11                                | 7,8                              | 3,5       |
| Does not own     | 1,5                       | 23,4                              | 56,7                             | 65,6      |

Although there are no official data on women’s access to financial services and capital, several studies have indicated that this is one of the women’s burning problems.

The World Bank, in its Global Financial Data Base, keeps data relevant to the financial position of citizens in the Republic of North Macedonia. The analysis of the data base of adults identified a number of gender gaps and unequal access of women to financial services and productive resources. The most important trends are shown in the table below (World Bank, 2017).

|      | Has an account |     | Saving for a business |    | Has savings from the previous year |     | Has a debit card |     | Had a salary the previous year |     |
|------|----------------|-----|-----------------------|----|------------------------------------|-----|------------------|-----|--------------------------------|-----|
| Year | M              | F   | M                     | F  | M                                  | F   | M                | F   | M                              | F   |
| 2011 | 76%            | 72% |                       |    |                                    |     | 39%              | 33% |                                |     |
| 2014 | 80%            | 64% | 9%                    | 2% | 44%                                | 35% | 62%              | 44% | 42%                            | 27% |
| 2017 | 80%            | 73% | 10%                   | 5% | 38%                                | 33% | 58%              | 49% | 38%                            | 25% |

Ramadani et al. (2013) in their study conclude that the lack of financial support is a major problem that women entrepreneurs face. Investors and banks are often willing to fund new women-run businesses, and therefore the authors suggest that it is necessary to implement various financial instruments for direct assistance to women in running their businesses.

## 16. Equal access and control over clean water, energy, transport infrastructure, and equitable engagement in their management, enjoyed by girls and women

Safe drinking water is the basic prerequisite for good health. The Multiple Indicator Cluster Survey (MICS) measures key indicators relevant to water and sanitation, such as: 1) percentage of household population using improved drinking water sources, 2) percentage of household population who are using an appropriate water treatment method 3) percent distribution of household population according to time to go to source of drinking water, get water and return, and 4) percent distribution of households without drinking water on premises according to the person usually collecting drinking water used in the household (MICS, 2011). Almost all households have access to an improved drinking water source (99.6%), with 86.3% of households with drinking water on premises. 3.8% of the households need to collect water, and most of them spend less than 30 minutes to bring the water. In addition, this work is almost equally divided between men and women. Namely, 41.4% of women, and 55.9% of men fetch water. As for the infrastructure for sanitary facilities, 70.4% have piped sewer system, 16.5% use septic tanks, and 5.7% pit latrine, while 5.6% of households have inadequate sanitary facilities (water that is disposed of somewhere else, outdoors, etc.).

As for the right to access to these services for the convicts in Idrizovo Prison, the conditions are very difficult. The Ombudsman in 2016 found that there are no conditions for maintaining the general and personal hygiene of the convicts in the female section. Hygiene in sanitary facilities is unsatisfactory and only one bath and 4 taps are in good condition, serving 97 convicts. In 2017, rehabilitation of sanitary facilities (Ministry of Justice, 2017) was carried out, however the number is insufficient to serve all convicts.

## D. THEMATIC PRIORITY: POLITICAL AND CIVIC RIGHTS – VOICE AND PARTICIPATION

### 17. Equal rights and abilities for women to participate in the policy and governance processes at all levels

Women still do not have equal decision-making power in the Republic of North Macedonia, despite the introduction of specific measures, such as quotas. Similarly, as in other areas, there is no systematic data collection to track progress in efforts to increase the representation of women in political and public life.

Women are still insufficiently represented in the Parliament, the councils of the municipalities and among the mayors. The table below gives an overview of gender gaps.

|   | 2000 |     |      | 2002 |     |     | 2005 |     |      | 2006 |     |     | 2008 |     |     |
|---|------|-----|------|------|-----|-----|------|-----|------|------|-----|-----|------|-----|-----|
|   | No.  | F   | M    | No.  | F   | M   | No.  | F   | M    | No.  | F   | M   | No.  | F   | M   |
| <b>Elected mayors of municipalities</b> | 123  | 3   | 120  | ...  | ... | ... | 85   | 3   | 82   | ...  | ... | ... | ...  | ... | ... |
| <b>Elected municipal councilors</b>     | 1906 | 161 | 1745 | ...  | ... | ... | 1391 | 315 | 1076 | ...  | ... | ... | ...  | ... | ... |
| <b>Elected MPs in the Assembly</b>      | ...  | ... | ...  | 120  | 21  | 99  | ...  | ... | ...  | 120  | 34  | 86  | 120  | 34  | 86  |
|   | 2009 |     |      | 2013 |     |     | 2014 |     |      | 2016 |     |     | 2017 |     |     |
|   | No.  | F   | M    | No.  | F   | M   | No.  | F   | M    | No.  | F   | M   | No.  | F   | M   |
| <b>Elected mayors of municipalities</b> | 85   | -   | 85   | 81   | 4   | 77  | ...  | ... | ...  | ...  | ... | ... | 81   | 6   | 75  |
| <b>Elected municipal councilors</b>     | 1391 | 373 | 1018 | ...  | ... | ... | ...  | ... | ...  | ...  | ... | ... | 1347 | 444 | 903 |
| <b>Elected MPs in the Assembly</b>      | ...  | ... | ...  | ...  | ... | ... | 123  | 42  | 81   | 120  | 46  | 74  | ...  | ... | ... |

The largest gender gaps are evidenced for the positions for which no legally binding quotas are introduced (e.g. mayors). In the present Government, only four ministers are women (from 24 ministerial positions), but according to estimates, they account for 40% of the national budget (Duhajek et al., 2019). Similarly, out of 68 appointed state officials, only 8 (11%) are women (Reactor, 2018). A research study conducted by Korunovska et al. (2015) suggests that at the local level, women politicians are more qualified than their male counterparts. However, their responsibilities related to domestic work and unpaid care for the family limit women's freedom



to engage in politics. In addition, the study suggests that in political parties, women are discriminated against during the recruitment process - men are advancing on the basis of their potential, while women must prove themselves before they get a chance. As a result, it is far more difficult for women to advance in their political parties, which is key to their greater participation in politics and governance.

According to the Commission for equal opportunities in the Parliament, the participation of women in managerial positions, as of 2013, is 55%, in the Cabinet of the President, 50%, in the Government, 56.4%, in the administration, 46.5% in the educational institutions, 41.7%, in the centers for social work, 64%, in the medical institutions, 58.5%, in the university clinics, 74.3%, and in the National Bank of the Republic of North Macedonia, 62%.

The Committee for the Elimination of All Forms of Discrimination also objected to the government that there are no programs and strategies to ensure the participation of Roma women, women from rural areas and women with disabilities in all spheres of life and in the positions and decision-making processes in public and private organizations (CEDAW, 2018). The share of women in managerial and governance positions was only about 24% in 2017 (Duhajac et al., 2019).

### **18. Women's organisations and other CSOs and Human Rights Defenders working for gender equality and women's and girls' empowerment and rights freely able to work and protected by law**

The national legislation guarantees citizens' right to free association. In the past two years there had been no direct attacks of CSOs and women's CSOs can freely work. However, the budget allocations for support to these organizations are minimum and are mainly directed to organisations providing services. The Gender Equality Platform has 22 organisations (including networks) and is an umbrella network of women's organisations.

### **19. Challenged and changed discriminatory social norms and gender stereotypes**

Discriminatory social norms and gender stereotypes prevail in the Macedonian society. The Committee on the Elimination of All Forms of Discrimination against Women in 2018 expressed its concern about the persistence of discriminatory gender stereotypes regarding the roles and responsibilities of women and men in the family, the education system and the Macedonian society (CEDAW, 2018).

The Commission for Protection against Discrimination, since it was established, failed to impose itself as an efficient institution that will prevent and protect against discrimination. In general, the number of complaints submitted to the Commission is relatively low, while the percentage of complaints made on grounds of gender and sex is even lower (given in the table below).

| <b>Applications to the Commission for Protection against Discrimination</b> |             |             |             |             |             |             |             |
|---|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
|   | <b>2011</b> | <b>2012</b> | <b>2013</b> | <b>2014</b> | <b>2015</b> | <b>2016</b> | <b>2017</b> |
| <b>Total</b>  | 60          | 75          | 84          | 106         | 70          | 60          | 59          |
| <b>On grounds of sex</b>  | 4           | 5           | 9           | 10          | 2           | 8           | 11          |
| <b>On grounds of gender</b>   | 5           | 2           | 0           | 4           | 1           | /           | /           |
| <i>Source: Reactor, CEDAW submission</i>                                    |             |             |             |             |             |             |             |

There are not many targeted programs that will challenge these social norms and stereotypes. One positive example suggests that changes are possible if the state implements measures that will make it easier for women and girls to engage in all the walks of life. The state, in its sixth periodic report to the Committee for the Elimination of All Forms of Discrimination against Women (CEDAW) highlighted the work of the municipality of Chair (the Republic of North Macedonia, 2017). Namely, the municipality provides continuous technical and financial support to female sports clubs, individual designers and other female craftspeople on the territory of the municipality. As a result of this support, the participation of women in the context of cultural activities has increased by 30%, while in the context of sports activities it has increased by 50%.

The Agency for Audio and Audiovisual Media Services prepares annual reports on gender issues. The reports show that there are many problems in media portrayal and reporting and this fuels the discriminatory social norms and gender stereotypes. Furthermore, they are not gender sensitive, i.e. they do not adopt gender perspective and they do not use a gender-sensitive language. For example, out of the 973 programs that were examined, only 28 were relevant to gender equality issues (AAAMU, 2018). Furthermore, there is no substantive debate on any issue with gender sensitivity, even when it comes to serious political decisions, as was the case with the limitation of the right to terminate pregnancy (Corubin, 2014).

Although the general media coverage of murders of women is sensationalist and riddled with stereotypes and prejudices, it is still the only source of information about the murders of women, the context in which they occurred, the victim-perpetrator relationship, and the history of violence, if it existed (Dimushevska, 2018).

## **20. Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues**

In addition to the Ministry of Environment and Physical Planning which is responsible for the policy development related to climate change, the state established a National Climate Change Committee, which is a platform of all relevant stakeholders, and aims to provide high-level support and guidance on global climate change policies in the country. In composition, it is gender balanced, indicating that women participate and influence macro-level processes. However, if we see the participation of women in the information and the preparation of key documents, gender gaps in certain sectors are noted. For example, in the sectors of agriculture, forestry, tourism, biodiversity, energy and transport, waste, and climate and climatic scenarios, there

is no female participation or there is only one woman. On the other hand, greenhouse gas inventory, water resources and socio-economic vulnerability are predominantly female sectors. In total, out of 40 experts and civil servants who participated in the preparation of the Third National Climate Change Plan (MOEPP, 2013), 13 are women. The plan, in its scenarios for socio-economic vulnerability, points to the special vulnerability of certain categories, including women, and single-parent families, however this is limited only in the part of quantification of vulnerable groups that will additionally be burdened by natural hazards and accidents due to socio-economic status, age, gender, living conditions and circumstances at work or in the family. However, no effort has been made to consult or involve women in the presentation of the plan or its preparation. The low awareness and the lack of capacities that will work to involve all stakeholders is identified as a shortcoming and limitation, but no specific measures are foreseen. Additionally, the concern is that the Second Biennial Climate Change Report has not attempted to involve women in the assessment of scenarios, especially in the segment of vulnerable groups, and gender representation at the level of authorship is minimal - only two of the 12 experts involved in the preparation of the report are women (Kanevche et al., 2017). Hence, significant efforts are needed to promote the participation of women in policies that affect climate and environmental issues.

## CONCLUSIONS AND RECOMMENDATIONS

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In North Macedonia, gender equality is continuously part of the EU-North Macedonia relations, notably through the SAA committee meetings and annual progress reports produced by the EC within the enlargement package. The adoption of GAP II marked a key moment in changing the way in which the EU supports and internally works with gender equality. After the first three years of implementation, noticeable changes can be registered.

Internal capacities were strengthened by appointing the Gender Focal Point and providing training to key staff. Monitoring and internal quality review processes were improved, and EUD annually reported progress. Gender markers are used by EUD and SEA in all program documents. In 2016-2017, six out of seven programs were marked with the G1 marker (mainstream actions), and one with G0. In 2017 a total of 28 new actions were reported relevant to promoting gender equality, out of a total 81 actions, or 34.6%. This is below the regional average which was 48.5% in 2017, but significantly better from 5% from the IPA I programming in the country. The coordination between the EU and the EU member states for assistance aimed at achieving gender equality progressed. Sweden and other EU Member States with significant programmes in North Macedonia such as the Netherlands, the United Kingdom and Germany can play a key role in advancing the implementation of GAP II in the country. Key good practice examples include: the change in the new DG NEAR Guide for linking planning, monitoring and evaluation published in July 2016, which incorporates gender, the 2015-2016 EU-Twinning Project “Support to the Implementation of Gender Equality”, which developed manuals and tools for embedding the G-markers by the state authorities, and the new SIDA supported program at the Secretariat for European Affairs.

While these are concrete steps in the right direction, effective EU leadership on gender equality is somewhat missing. The minimum standards of performance have not been achieved. Namely, no gender analysis has been conducted in North Macedonia after the adoption of GAP II, and a 2015 gender profile is used as a substitute. Additional efforts are needed for proper use of the G-markers, the progress in collecting gender-disaggregated data in all the stages of the program cycle is particularly limited, and there is lack of explanations for the programmes marked with G0. Beyond the gender focal point, other EUD staff do not have responsibility to mainstream gender equality in their job descriptions. There is no reward system in place, encouraging the promotion of gender equality and no corrective measures have been implemented so far.

### Recommendations:

- Implement the minimum standards provided by GAP II as an urgent priority. In particular, conduct a comprehensive gender analysis and ensure proper use of OECD's gender markers;
- Select thematic objectives based on the new gender analysis and in consultation with the national gender equality machinery and civil society organisations. Integrate such objectives in existing programmes and actions and ensure they fully inform programming and funding decisions of the EU assistance to North Macedonia;
- Optimize human and financial resources to ensure that the EU Delegation has adequate

gender expertise in house and access to external resources who could provide additional ad hoc support on gender for specific sectors or tasks which are not within staff competence;

- Greater support to and involvement of civil society organisations working on women's rights and gender equality to inform country-level programmes is needed;
- Improve annual reports on the implementation of GAP II to include results on indicators selected and track progress overtime to allow for more qualitative assessment on the effects; and
- Urge national authorities to ensure improved quality of design, implementation, monitoring and evaluation from a gender perspective throughout the IPA II cycle.

# ANNEX 1: LIST OF DOCUMENTS ANALYSED

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## Programme documents

### IPA II 2014-2020 Action Programmes

- IPA 2017/040200 & 040202 - the former Yugoslav Republic of Macedonia Action programme
  - IPA 2017/040200.01/Support to participation in Union Programmes
  - IPA 2017/040200.02/EU Integration Facility
  - IPA 2017/040200.03/EU support to Public Administration Reform & Statistics
  - IPA 2017/040202.04/EU Support for Education, Employment and Social Policy
- IPA 2016/039618 & 039619 - the former Yugoslav Republic of Macedonia Action programme
  - IPA 2016/039618.01/Union Programmes
  - IPA 2016/039618.02/Migration and asylum, border management and fight against terrorism and organised crime
  - IPA 2016/039619.03/SME development
- IPA2015/037906 & 037907 - the former Yugoslav Republic of Macedonia Action programme
  - PA2015/037906.01/ EU Integration Facility
  - IPA2015/037906.02/ Union Programmes
  - IPA2015/037907.03/ Agriculture and Rural Development, including Food Safety, Veterinary and Phytosanitary Policy
- IPA2014\_037702\_multi-annual Action Programme for the former Yugoslav Republic of Macedonia on Environment and Climate Action and Transport 2014-2016
  - IPA\_2014\_037702\_Sector Operational Programme for Environment and Climate Action 2014-2020
  - IPA\_2014\_037702\_Sector Operational Programme for Transport 2014-2020
- IPA2014\_037701\_037706\_Action Programme for the former Yugoslav Republic of Macedonia
  - IPA2014\_037701\_037706.1 - EU Integration Facility
  - IPA2014\_037701\_037706.2 - Support to participation in Union Programmes
  - IPA2014\_037701\_037706.3 - Support to the Justice Sector
  - IPA2014\_037701\_037706.4 - Implementation of business continuity and disaster recovery system - phase 2

- IPA2014\_037701\_037706.5 - Further development of the capacities for crime scene investigation
- IPA2014\_037701\_037706.6 - Local and Regional Competitiveness

### IPA II 2014-2020 Cross-Border cooperation Programmes

- 2016-2020 IPA CBC Serbia- the former Yugoslav Republic of Macedonia
  - IPA 2016/039825-2017/039827/ 2016-2017 Action Programme Serbia- the former Yugoslav Republic of Macedonia
- 2014-2020 IPA CBC the former Yugoslav Republic of Macedonia-Albania
  - IPA 2014/037624/ 2014 CBC Action Programme the former Yugoslav Republic Macedonia-Albania
  - IPA 2016/038162-2016/038163-2016/038164/ 2015-2017 Action Programme the former Yugoslav Republic of Macedonia-Albania
- 2014-2020 IPA CBC Kosovo\*-the former Yugoslav Republic of Macedonia
  - IPA 2014/037619/2014 CBC Action Programme Kosovo\*-the former Yugoslav Republic of Macedonia
  - IPA 2015/038145-2016/038146-2017/038147/ 2015-2017 Action Programme Kosovo\*- former Yugoslav Republic of Macedonia

### **Evaluations**

- Thematic Evaluation of EU support for Rule of Law in neighbourhood countries and candidates and potential candidates of enlargement (2010-2017)
- Evaluation of Sector approach under IPA II assistance 2017
- External Evaluation of the Instrument for Pre-accession Assistance (IPA II) (2014 – mid 2017) 2017
- Evaluation of EU support for Security Sector Reform in enlargement and neighbourhood countries (2010-2016) in 2017
- Evaluation of IPA - Information and Communication Programmes 2016
- IPA II Monitoring, Reporting and Performance Framework 2016
- Evaluation of IPA Cross-border Cooperation Programmes 2007-2013 in 2016
- Thematic evaluation on support to Economic Governance in enlargement and neighbourhood countries 2016
- Thematic evaluation on support to Public Administration Reform in enlargement and neighbourhood countries 2016
- Thematic Evaluation on IPA Support to Roma Communities 2015
- Third interim evaluation of IPA assistance 2015

## Monitoring reports

- EU Gender Action Plan II, Annual Implementation Report 2016, SWD (2017)288
- EU Gender Action Plan II, Annual Implementation Report 2017, SWD (2018)451

## Tenders published by the CFCD within the period January 2016-December 2018

- Supervision of the works contract for Construction of WWTP and Rehabilitation and Upgrading of the Sewerage Network in the Municipality of Bitola, EuropeAid/139383/IH/SER/MK Services, published on 13.12.2018
- Reconstruction and Upgrade of Road Section Prilep – bridge on Lenishka River and Construction of Third Lane of Road Section v. Belovodica – Mavrovo Quarry, EuropeAid/139994/IH/WKS/MK Works, published on 04.12.2018
- Rehabilitation of State road A2 Kumanovo – Stracin, section I (km.0+000 – km.15+195), EuropeAid/139993/IH/WKS/MK Works, published on 04.12.2018
- Supervision of the works contract for Construction of WWTP and Rehabilitation and Upgrading of the Sewerage Network in the Municipality of Tetovo, EuropeAid/139964/IH/SER/MK Services, published on 13.11.2018
- Construction of WWTP and Rehabilitation and Upgrading of the Sewerage Network in the Municipality of Tetovo, EuropeAid/139966/IH/WKS/MK Works, published on 13.11.2018
- Improved Implementation of the EU Floods Directive through Harmonization of National Legislation and Preparation of Flood Risk Management Plans, EuropeAid/139967/IH/SER/MK Services, published on 13.11.2018
- Support in the Implementation of Air Quality Directives and Horizontal Legislation, EuropeAid/139955/IH/SER/MK Services, published on 06.11.2018
- Supervision of the implementation of the works contracts for Rehabilitation and Extension of Sewerage Network in the Municipality of Kichevo, EuropeAid/139954/IH/SER/MK Services, published on 06.11.2018
- Preparation of project documentation for multimodal node Trubarevo, EuropeAid/139949/IH/SER/MK Services, published on 30.10.2018
- Supply of customised vehicle (van) for transportation of convicted/detained persons, EuropeAid/139910/ID/SUP/MK Supplies, published on 29.10.2018
- Supervision of rehabilitation of State road A2 Kumanovo – Stracin, section I (km.0+000 – km.15+195), EuropeAid/139938/IH/SER/MK, published on 23.10.2018
- Supervision of the reconstruction and upgrade of the existing road from Prilep – bridge on Lenishka river and Construction of third lane of road section from village Belovodica – Mavrovo quarry, EuropeAid/139937/IH/SER/MK Services, published on 23.10.2018
- Supply of equipment (office furniture) for Public Prosecutors' Offices countrywide, PPO for organised crime and Ministry of Justice, EuropeAid/139898/ID/SUP/MK Supplies,



published on 28.09.2018

- Adaptation/Refurbishment of the Basic Public Prosecution Office, EuropeAid/139813/ID/WKS/MK Works, published on 29.08.2018
- Improving the quality of education, EuropeAid/139847/IH/SER/MK Services, published on 21.08.2018
- Supervision of Works Contract for Establishment of Integrated and Self Sustainable Waste Management System in East and North-East Regions, EuropeAid/139821/IH/SER/MK Services, published on 07.08.2018
- Raising the quality of pre-school education and care, EuropeAid/139823/IH/SER/MK Services, published on 07.08.2018
- Improving the Working Conditions, EuropeAid/139824/IH/SER/MK Services, published on 07.08.2018
- Establishment of Integrated and Self Sustainable Waste Management System in East and North-East Regions, EuropeAid/139818/IH/WKS/MK Works, published on 06.08.2018
- Construction of Courtroom facility in Prison Idrizovo and reconstruction of Prison Bitola, EuropeAid/139799/ID/WKS/MK Works, published on 01.08.2018
- Supporting the implementation of the regional waste management systems in the East and North-East Regions, EuropeAid/139728/IH/SER/MK Services, published on 21.06.2018
- Supply of equipment for implementation of Business Continuity and Disaster Recovery System and modernization of the IT infrastructure in the Mol HQ, EuropeAid/139724/IH/SUP/MK Supplies, published on 19.06.2018
- Supply of ICT for the Justice Sector Institutions, EuropeAid/139725/IH/SUP/MK Supplies, published on 19.06.2018
- Strengthening the capacities of the authorized bodies for fight against crime, EuropeAid/160496/ID/ACT/MK Grants, published on 11.06.2018
- Strengthening the Impact of the Civil Society in Effective Justice Sector Reforms, EuropeAid/159467/ID/ACT/MK Grants, published on 06.03.2018
- Strengthening of the penitentiary system and the probation service, EuropeAid/159329/ID/ACT/MK Grants, published on 20.02.2018
- Support in establishing Regional Waste Management System - Supply of equipment and vehicles for waste collection in East and North-East Regions, Phase I, EuropeAid/139385/IH/SUP/MK Supplies, published on 19.12.2017
- Construction of WWTP and Rehabilitation and Upgrading of the Sewerage Network in the Municipality of Bitola, EuropeAid/139384/IH/WKS/MK Works, published on 19.12.2017
- Support to Justice Sector and Reform Process, EuropeAid/139374/IH/SER/MK Services, published on 15.12.2017
- Closure of Non-compliance Landfills and Dumpsites in East and North-East, Europe-

Aid/139269/IH/WKS/MK Works, published on 17.10.2017

- Supervision of Works Contract for Closure of Non-compliance Landfills and Dumpsites in East and North-East regions - First Phase, EuropeAid/139271/IH/SER/MK Services, published on 17.10.2017
- Rehabilitation and Extension of Sewerage Network in the Municipality of Kichevo, EuropeAid/139225/IH/WKS/MK Works, published on 15.09.2017
- Supervision of the implementation of the works contracts for Rehabilitation and Extension of Sewerage Network in the Municipality of Kichevo, EuropeAid/139224/IH/SER/MK Services, published on 15.09.2017
- Preparation of Long-term Strategy and Law on Climate Action, EuropeAid/139221/IH/SER/MK Services, published on 12.09.2017
- Supply of IT equipment for State Audit Office, EuropeAid/139096/ID/SUP/MK Supplies, published on 23.08.2017
- Construction works for establishment of Business Continuity and Disaster recovery data centre, EuropeAid/139137/ID/WKS/MK Works, published on 03.08.2017
- Development of Environmental Monitoring and Information System, EuropeAid/139107/IH/SER/MK Services, published on 22.07.2017
- Implementation of business continuity and disaster recovery system - phase II, EuropeAid/139084/IH/SER/MK Services, published on 15.07.2017
- Further institutionalisation of structured mechanism/s for cooperation between the Government and civil society, EuropeAid/139063/ID/ACT/MK Grants, published on 27.06.2017
- Supply of IT equipment for the Social Work Centres (SWC) and for Operational Structures of Human Resource Development IPA Component IV, EuropeAid/139009/ID/SUP/MK Supplies, published on 12.06.2017
- Upgrading of the customs clearance and inspection facilities at the road border crossing Kjafasan, EuropeAid/138891/ID/WKS/MK Works, published on 19.05.2017
- Supply of air conditioners for the Social Work Centers (SWC), State Labour Inspectorate (SLI) and Employment Service Agency (ESA), EuropeAid/138911/ID/SUP/MK Supplies, published on 12.04.2017
- Further development of the capacities for crime scene investigation, EuropeAid/138901/IH/ACT/MK Grants, published on 05.04.2017
- Supply of equipment for institutions in the area of justice and home affairs, EuropeAid/138757/IH/SUP/MK Supplies, published on 21.02.2017
- Further improvement of administrative capacities and external audit efficiency of State Audit Office, EuropeAid/138661/IH/ACT/MK Grants, published on 16.01.2017
- Enhanced Involvement of Civil Society in the EU Integration Reforms, EuropeAid/138660/ID/ACT/MK Grants, published on 13.01.2017

- Strengthening the operational and institutional capacities of the Customs Administration, EuropeAid/138659/IH/ACT/MK Grants, published on 13.01.2017
- Supply of equipment for the National Population Register in the Ministry of information society and administration, EuropeAid/138620/IH/SUP/MK Supplies, published on 28.12.2016
- Supply of IT equipment for State Statistical Office, EuropeAid/138577/ID/SUP/MK Supplies, published on 16.12.2016
- Building the basis for the reform of the tobacco sector, EuropeAid/138538/IH/SER/MK Services, published on 29.11.2016
- Grant scheme for implementation of projects for increasing the competitiveness of the beneficiary country, EuropeAid/138495/ID/ACT/MK Grants, published on 09.11.2016
- Supply of IT equipment and vehicles for Agriculture and Rural development, EuropeAid/138468/IH/SUP/MK Supplies, published on 05.11.2016
- Further improvement of administrative capacities and external audit efficiency of State Audit Office, EuropeAid/138432/IH/ACT/MK Grants, published on 06.10.2016
- PAR - Assistance to the Ministry of Information Society and Administration in modernisation of the public administration, EuropeAid/138292/IH/SER/MK Services, published on 02.08.2016
- Tailor-made software development and data warehouse for economic statistics, EuropeAid/138214/IH/SER/MK Services, published on 05.07.2016
- Supply of IT equipment, queuing system, video surveillance system and other equipment for strengthening the capacity of the Public Revenue Office – Contact Centre/Call Centre and Service Counters, EuropeAid/138090/ID/SUP/MK, published on 01.07.2016
- Supply of Laboratory Equipment for the Customs Administration, EuropeAid/138150/IH/SUP/MK Supplies, published on 14.06.2016
- Strengthening the capacities for effective implementation of the acquis in the field of water quality, EuropeAid/138144/IH/ACT/MK Grants, published on 02.06.2016

## ANNEX 2: LIST OF PARTICIPANTS

| LIST OF ATTENDEES AT THE WORKSHOP FOR CONSULTATION AND VALIDATION OF THE FINDINGS, DECEMBER 2018 |  |
|--|--|
| Name and surname   | Institution  |
| Sashka Jovanovska Vukelic  | Coordinator for Equal Opportunities in the Ministry of Agriculture, Forestry and Water Economy |
| Tatjana Simovska Novkovska   | Coordinator for Equal Opportunities in the Ministry of Agriculture, Forestry and Water Economy |
| Simona Kruntovska  | General Secretariat of the Government of the Republic of North Macedonia                       |
| Ljiljana Vukovic   | Agency for Support of Entrepreneurship   |
| Marina Trajkova  | Agency for Audio Visual Media  |
| Nadica Todic Zafirovska  | Coordinator for Equal Opportunities at the Public Health Institute                             |
| Sanja Prosheva   | Institute of Public Health   |
| Vesna Lazarevska   | Ministry of Transport and Communications   |
| Juliana Stojkovska   | Ministry of Education  |
| Ljupka Dimitrovska   | Coordinator for Equal Opportunities in the Ministry of Education                               |
| Rosica Taseva  | Ministry of Education  |
| Branka Koevska   | Ministry of Information Society and Administration   |
| Neda Pesheva   | Coordinator for Equal Opportunities in the Ministry of Culture                                 |
| Ankica Ivanovska   | Ministry of Labor and Social Policy  |
| Gordana Trenkoska  | Ministry of Labor and Social Policy  |
| Alexandra Slavkoska  | Ministry of Labor and Social Policy  |
| Ankica Vitanova  | Bureau for the Development of Education  |
| Dragana Krkic Trpovska   | Coordinator for Equal Opportunities in the Ministry of Interior - Public Security Bureau       |
| Dragana Karovska Cemerska  | HERA   |
| Kalinka Gaber  | Secretariat for European Affairs   |
| Anna Pavlovska   | Institute for Social Activities - Skopje   |
| Klimentina Spasovska   | Institute for Social Activities - Skopje   |
| Maria Savovska   | Akcija Zdruzenska  |
| Daliborka Zlateva  | Association of persons with cerebral palsy - Veles   |
| Dejan Ristov   | Aktovo - Veles   |

|                             |  |
|-----------------------------|--|
| Makedonka Bubevska          | Center for Vocational Education and Training                                 |
| Marta Markovska             | Institute for Social Activities  |
| Eleonora Stefanovska        | Agency for Real Estate Cadastre  |
| Tatiana Tsenov Mitrevska    | Agency for Real Estate Cadastre  |
| Elena Grabul                | Head of Department for EU Sectoral Policy at the Ministry of Foreign Affairs |
| Voskre Naumoska Ilieva      | Foundation woman for woman   |
| Diana Stojanovik Djordjevic | Kvinna till Kvinna Foundation  |
| Emilija Dimoska             | Kvinna till Kvinna Foundation  |

## ANNEX 3: OVERVIEW OF THE EU ASSISTANCE

| Programme name <sup>27</sup>  | Gender marker | OECD/DAC Minimum criteria            |  |   |  |   | Comment   |
|---|---------------|--------------------------------------|--|---|--|---|---|
|   |               | A gender analysis has been conducted | Findings have informed the design of the programme | At least one explicit gender equality objective | Data and indicators are disaggregated by sex | Justification is provided for G0 programmes |   |
| IPA 2017  |               |                                      |  |   |  |   |   |
| Support to Participation in Union programmes 2017 Action Programme            | G1            | No                                   | No   | No  | No   | n/a   | Gender-blind aid  |
| EU Integration Facility 2017 Action Programme                                 | G1            | No                                   | No   | No  | Yes  | n/a   | There is no specific gender related objectives. One indicator collects data segregated by sex.  |
| EU support to Public Administration Reform & Statistics 2017 Action Programme | G1            | No                                   | No   | No  | No   | n/a   | The program does not address gender equality, although some activities may have positive effect.  |
| EU Support for Education, Employment and Social Policy 2017 Action Programme  | G1            | No                                   | No   | Yes   | Yes  | n/a   | This program is gender sensitive as it specifically addresses women's specific gendered barriers to employment, including specific measures to Fighting gender based discrimination at work and reconciliation of family and professional life. |
| IPA 2016  |               |                                      |  |   |  |   |   |
| Support to Participation in Union programmes 2016 Action Programme            | G0            | No                                   | No   | No  | No   | No  | Gender-blind aid  |

| <b>Programme name<sup>27</sup></b>  | <b>Gender marker</b> | <b>OECD/DAC Minimum criteria</b> |    |    |     |     | <b>Comment</b>  |
|---|----------------------|----------------------------------|----|----|-----|-----|---|
| Migration and asylum, border management and fight against terrorism and organised crime 2016 IPA    | G1                   | No                               | No | No | Yes | n/a | The program does not have an explicit objective to promote gender equality or address gender discrimination and inequalities. However, training activities include capacity building for gender mainstreaming in border and migration management. |
| Support to private sector development 2016 IPA  | G1                   | No                               | No | No | Yes | n/a | The program does not address gender equality, but may have positive effect as it will explore the opportunities to integrate and address gender differences to expand SME growth.   |
| <b>IPA 2015*</b>  |                      |                                  |    |    |     |     |   |
| EU Integration Facility 2015 Action Programme*  | None                 | No                               | No | No | No  | No  | There are no objectives on gender equality. However, the program states that the training of municipal and ministerial staff may include topics relevant for the implementation of the national Gender Equality Strategy.                         |
| Support to Participation in Union programmes 2015 Action Programme*                                 | None                 | No                               | No | No | No  | No  | Gender-blind aid  |
| Agriculture and Rural Development, including Food Safety, Veterinary and Phytosanitary Policy 2015* | None                 | No                               | No | No | No  | No  | Gender blind aid. However, the programme states that some of the statistical data produced could inform more gendered approach in the future.   |

| Programme name <sup>27</sup>   | Gender marker | OECD/DAC Minimum criteria |     |     |     |    | Comment  |
|--|---------------|---------------------------|-----|-----|-----|----|--|
| Sector Environment and Transport*  |               |                           |     |     |     |    |  |
| IPA 2014-2017 Environment and Climate Change and Transport*                  | None          | No                        | No  | No  | No  | No | Gender-blind aid   |
| IPA 2014 Sector Operational Programme Environment and Climate Change*        | None          | No                        | No  | No  | No  | No | Gender-blind aid, with no specific objectives, indicators or activities.   |
| IPA 2014 Sector Operational Programme Transport*                             | None          | No                        | No  | No  | No  | No | Gender-blind aid, with no specific objectives, indicators or activities.   |
| IPA 2014*  |               |                           |     |     |     |    |  |
| EU Integration Facility 2014 Action Programme*                               | None          | No                        | No  | No  | No  | No | Gender-blind aid. However, the program states that the training may include topics relevant for the implementation of the national Gender Equality Strategy.         |
| Support to Participation in Union programmes 2014 Action Programme*          | None          | No                        | No  | No  | No  | no | Gender-blind aid   |
| Support to the Justice Sector 2014 Action Programme*                         | None          | No                        | No  | No  | No  | No | Gender-blind aid   |
| Implementation of business continuity and disaster recovery system IPA 2014* |               | n/a                       | n/a | n/a | n/a | No | While it does not contain a G-marker the programme document explicitly states that the action is not expected to have an additional impact on gender, which is a G0. |





| <b>Programme name<sup>27</sup></b>                       | <b>Gender marker</b> | <b>OECD/DAC Minimum criteria</b> |    |     |     |    |  | <b>Comment</b>   |
|--|----------------------|----------------------------------|----|-----|-----|----|--|--|
| 2016-2020 CBC Programme                                  | None                 | No                               | No | No  | Yes | No |  | There is no objective to reduce gender discrimination or inequalities, and/ or address women's specific gendered needs or constraints, but the 2016-2017 Action programme does explicitly state that employment, labour mobility and social and cultural inclusion will be promoted through gender equality. Women are considered part of the marginalized groups that will be targeted. |
| 2016-2017 CBC Action Programme [2016/039825-2017/039827] | None                 | No                               | No | Yes | No  | No |  |  |

27 Programmes that were adopted before GAP II are marked with asterix (\*)

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