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# GENDER ASSESSMENT USAID/MACEDONIA

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# 2010 GENDER ASSESSMENT USAID/MACEDONIA

**SUBMITTED BY**

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# EXECUTIVE SUMMARY

## I. Purpose and Methodology of the Assessment

The over-arching purpose of the Gender Assessment was to identify key gender issues and gender constraints that need to be addressed in the USAID/Macedonia Strategic Plan as part of the strategy development process and to make recommendations as to how the Mission can achieve greater gender integration in its programs. More specifically, the Scope of Work describes the following inter-related tasks (see [Annex A](#)):

- Produce a gender analysis report for the final USAID/Macedonia Strategic Plan that includes observations and recommendations for each AO and IR that can be integrated into concept papers, activity approval documents, SOWs, evaluation criteria for solicitations, etc.,
- Assist design teams in conducting a gender analysis of upcoming entrepreneurship and workforce development projects, and
- Provide a short workshop on the ADS requirements, gender integration, and gender analysis for Mission staff.

The methodology of the assessment relied primarily on review and analysis of pertinent documents and literature and key informant interviews. The reviewed materials included the draft USAID/Macedonia Strategic Plan for 2011-2015; the draft results framework; concept papers and assessments related to the Strategy; project reports; Government of Macedonia laws, Action Plans and other documents; general background documents on gender in Macedonia; and studies and assessments that were written by other donors, think tanks, or NGOs.

### The Draft Mission Strategy

The draft Strategy includes three AOs and nine IRs as follows:

#### **Assistance Objective #1: “IMPROVED DEMOCRATIC PROCESSES”**

**IR 1.1** *Strengthened Role of the Judiciary in the Separation of Powers*

**IR 1.2** *Local Governance Strengthened*

**IR 1.3** *Parliamentary Functions Enhanced*

**IR 1.4** *Civil Society Supports Democratic Reform*

#### **Assistance Objective #2: “IMPROVED BASIC EDUCATION<sup>1</sup> FOR CAREER DEVELOPMENT IN YOUTH”**

**IR 2.1** *Improved Quality of Instruction*

**IR 2.2** *Expanded Workforce Skills in Youth*

**IR 2.3** *Enhanced Inclusiveness of the Education Sector*

#### **Assistance Objective #3: “INCREASED JOB-CREATING PRIVATE SECTOR GROWTH IN TARGETED SECTORS”**

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<sup>1</sup> Basic Education, for purposes of this Strategy, comprises programs aimed at early childhood development (pre-school), primary and secondary education, teacher training and basic skills for adults and out of school youth.

### **IR 3.1** *Improved Business Environment in Critical Areas for Investment*

### **IR 3.2** *Key Private Sector Capacities Strengthened*

## **II. Identification of Key Gender Issues**

The full paper includes numerous findings related to gender in Macedonia. A snapshot of some of these is listed below:

- Most people in Macedonia equate “gender” with an exclusive focus on women,
- Women’s NGOs in the country are very demoralized about the current status of work on gender equality and believe that progress has largely stalled, due mostly to the actions of and pressures brought by the ruling party in the GoM,
- Ethnic minority women are particularly disadvantaged in Macedonian society,
- Many people believe that Macedonian society is relatively egalitarian but at the same time, admit that gender stereotypes and values are quite patriarchal, especially in rural areas and among ethnic minority groups,
- Most of the structures and bodies that are responsible for gender equality at the central and local levels are considered to be underfunded, and in many cases, are thought to be barely performing their assigned tasks,
- The Women’s Parliamentary Club is struggling to have an impact; many of the new female MPs are not interested in gender issues and wait for “approval” from the party leadership before they are willing to act,
- The majority of the key pieces of legislation that are needed to ensure gender equality are in place, with the exception of a national gender strategy,
- There are a fair number of women’s NGOs in Macedonia; they most commonly address issues related to basic gender rights, domestic violence, and political participation,
- Donors feel that the women’s NGOs do not speak loudly enough, stray from their mission in search of donor funding, and need to act as a coalition,
- Due to the successful enactment of a gender quota law, more than 30% of MPs are female, however, the number of women in the executive branch and at local levels of government are much smaller,
- The media is seen as promoting traditional gender stereotypes and as being uninterested in women’s issues,
- There is rough parity between the sexes in access to education but minorities remain disadvantaged and the school curricula promotes traditional gender stereotypes,
- Women are very disadvantaged in the labor market, and are economically active at much lower levels than men,
- Macedonia has the third highest gender pay gap in the region, few women who are managers or owners of businesses, and low levels of female entrepreneurs,
- Violence against women is a serious problem in the country, especially for women from minority groups, and
- Many donors (particularly UNDP, UNIFEM, OSCE, and the government of The Netherlands) are active in promoting gender equality but no donor coordinating group on gender exists.

### III. Key Recommendations Related to Gender Integration at USAID

- Ensure that all USAID staff obtain at least some gender training and actively seek out such training opportunities for Mission staff,
- Mandate that gender issues be explicitly addressed in all assessments conducted or funded by the Mission,
- Enhance the role of Mission Gender Advisor by expanding the amount of time that he or she spends on gender-related duties and arrange her/his other responsibilities to accommodate this,
- Consider establishing a Mission Gender Working Group (GWG),
- Integrate the results of this Assessment in the AO statements in the strategy and use the information to inform gender analysis at the activity level as well,
- Increase efforts to “tell the story” of how the Mission supports gender equality by tracking and publicizing project results in this area,
- Strengthen the language related to gender in activity approval documents (AADs) by adding information about the results of gender analysis,
- Include clear expectations regarding gender integration in all scopes of work in RFPs, RFAs, etc.,
- Establish clear and multiple evaluation/selection criteria related to gender for solicitations as required by the ADS,
- Results frameworks and PMPs need to include gender-sensitive indicators and sex-disaggregated data, and
- Review unsolicited proposals for attention to gender.

### IV. Key Recommendations Related to AOs/IRs

#### A. Over-arching Recommendations

- As part of the project design phase, consult with men and women to ensure that they will have equal access to the project and that they do not foresee any unanticipated consequences of the project for gender equality,
- Collect sex-disaggregated data and support research on gender issues whenever possible,
- Build in activities that address the priorities outlined in the Government of Macedonia’s Action Plan on Gender Equality and consult with civil society organizations in the process,
- Across the board (and especially in programming seeking to involve women from more traditional backgrounds), build features into projects that will address constraints on women’s ability to participate due to their family role and responsibilities,
- Increase male involvement in programming related to gender equality across the portfolio,
- Seek funding for work on gender issues from available sources in USAID/DC or State, and
- Keep the Department for Equal Opportunities informed of any work USAID is doing related to gender so that they are able to accurately track and report on all efforts to increase gender equality in the country.

#### B. Recommendations for the Democracy AO and IRs

##### Working with Parliament

- Work with the Women’s Parliamentary Club to identify issues that MPs of the ruling and opposition parties can agree on,
- Work to raise awareness and capacity related to gender issues of female MPs from the ruling party,

- Invite male MPs to workshops or trainings on gender issues offered as part of USAID’s program,
- If possible, work with and strengthen the Parliamentary Commission on Gender Equality,
- Organize Parliamentary hearings on gender issues to increase awareness of and attention to gender issues and mechanisms for gender equality, and
- Foster alliances between MPs and civil society in the area of gender equality.

### **Civil society/media**

- Engage in coalition building of civil society organizations working on gender equality issues,
- Explicitly support some women’s NGOs and those that focus on especially disadvantaged groups in the new civil society program,
- Advocacy and civic education campaigns conducted by the media and NGOs,
- Include a focus on gender in watch-dog activities supported under the civil society and media programs, and
- Ensure that any programming related to investigative journalism includes a focus on some issues that more often impact women than men.

### **Local governance**

- Conduct a baseline survey on what social services (and other issues) are seen as most important by men and women in the locations where the USAID local governance program will operate,
- Baseline data gathering methods should be equitable,
- Work with local governments to provide services that reflect the priorities of both men and women, and of different ethnic groups, and
- Citizen outreach efforts at the local level may need to be tailored somewhat differently for women and men.

### **Rule of Law**

- Assess the efficiency of the courts with respect to domestic violence,
- Insure that efforts to improve the transparency of the court system involve methods that work for both men and women,
- If applicable under the new RoL design, provide female citizens with information about their rights under the law, and with increased understanding of how the system works, and
- If applicable under the new RoL design, include training of judges on gender equality issues.

## **C. Recommendations for the Education AO and IRs**

### **Education**

- Continue to focus on Increasing the likelihood that girls will choose to pursue studies in non-traditionally “female” fields of study, including math, science and technology,
- Continue to work with parents of ethnic minority students to raise awareness of the value of education as a fundamental underpinning of social inclusion and of their rights and responsibilities vis a vis their children’s education,
- Develop as systemic an approach as possible to the education of Roma and other ethnic minority girls, who face multiple barriers to their education,
- Foster an inclusive orientation and mentality in schools overall, and

- Collect and track sex-disaggregated outcome data related to all phases and activities of the next Roma education (or inclusive education) project so that USAID successes in promoting gender equality are well-documented.

### **Workforce development**

- Conduct an initial gender analysis to reveal gender-based patterns in vocational training among the populations to be targeted by the new workforce development program,
- Develop programs that remove explicit and implicit barriers to the participation of both women and men in non-traditional sectors,
- Work with employers, VET School staff and Employment Services Agency staff to counter gender and ethnic stereotypes so that ethnic minority and female trainees do not experience discrimination in hiring or on the job,
- Design specific measures to engage female youth who are currently inactive in the labor market,
- During mapping of potential partners at the local level, be sure to identify those who have experience working with female youth and with minority group members,
- Locate and engage female-owned and female managed businesses to participate in public-private partnerships, mentorships, internship sites, etc., so that female and male trainees are exposed to strong female role models as they think about and plan their own careers, and
- Create contingency plans for remedial training in basic, crucial skills for participants with the lowest skill levels.

## **D. Recommendations for the Economic Growth AO and IRs**

### **Support to the private sector**

- Design entrepreneurship programs specifically to address barriers faced by women who wish to start up or expand their businesses,
- Build in ways to monitor and evaluate whether targeting women in EG programs is successful at each step of the way,
- Assist the Employment Service Agency to better target women in active labor market programs if this Agency is a partner in future USAID programming,
- Tailor sources of credit to women's needs,
- Avoid unintended consequences of economic empowerment programs for women such as increases in domestic violence and increased time demands,
- Actively support the development of more women managers, and
- Support women in the agribusiness sector.

### **Business-enabling environment**

- Conduct analysis to ensure that business enabling practices or regulations do not inadvertently disadvantage women,
- Ensure that energy efficiency is increased in systems and infrastructure that are important to both women and men,
- Train women as well as men to retro-fit structures so as to make them more energy efficient,
- If energy reform increases prices, conduct outreach efforts to make sure that women are aware of and access any social assistance that is available as a result, and
- Make sure that both male and female GoM officials and staff are trained in any capacity development programming carried out under this IR.

# I. INTRODUCTION

## A. Purpose of the Assessment

As specified in the ADS, among the technical analyses and assessments that USAID Missions are required to conduct during the strategic planning process is a gender analysis. One of the foundations of a good gender analysis is a country gender assessment that examines the main gender issues in a country as well as the extent to which gender is integrated into USAID activities. The last gender assessment for USAID/Macedonia was conducted in 2004.

The over-arching purpose of the Gender Assessment was to identify key gender issues and gender constraints that need to be addressed in the USAID/Macedonia Strategic Plan as part of the strategy development process and to make recommendations as to how the Mission can achieve greater gender integration in its programs. More specifically, the Scope of Work describes the following inter-related tasks (see Annex A):

- Produce a gender analysis report for the final USAID/Macedonia Strategic Plan that includes observations and recommendations for each AO and IR that can be integrated into concept papers, activity approval documents, SOWs, evaluation criteria for solicitations, etc.,
- Assist design teams in conducting a gender analysis of upcoming entrepreneurship and workforce development projects, and
- Provide a short workshop on the ADS requirements, gender integration, and gender analysis for Mission staff.

## Methodology

The consultant who conducted this assessment was Cathy Cozzarelli, the Gender Advisor for the E&E Bureau in USAID/Washington. She was in Macedonia for two weeks, from May 22 through June 5, 2010. She was assisted in scheduling/logistics and was accompanied to meetings by Yasmeeen Thomason, a new DLI in the Program Office at the Mission.

The methodology of the assessment relied primarily on review and analysis of pertinent documents and literature and key informant interviews. The reviewed materials included the draft USAID/Macedonia Strategic Plan for 2011-2015; the draft results framework; concept papers and assessments related to the Strategy; project reports; Government of Macedonia laws, Action Plans and other documents; general background documents on gender in Macedonia; and studies and assessments that were written by other donors, think tanks, or NGOs.

Meetings were held with key donors (e.g., UNDP, OSCE, Development Cooperation of the Netherlands), Government of Macedonia officials from the central government and Parliament, NGOs active on women's and Roma issues, and USAID/Macedonia staff from the Program Office and the various AO Teams (see Annex B for a complete list of meetings). There were no meetings scheduled with USAID implementers. All meetings were held in Skopje with the exception of one meeting in Kumanovo, so as to reduce travel time. However, this resulted in a lack of exposure to groups and individuals working in other parts of the country. Because time was limited, the consultant focused the interviews on gender issues that were the most relevant to the Mission's planned strategic and AO priorities rather than conducting a comprehensive gender assessment of key issues across all possible sectors.

While in Skopje, the consultant also conducted an hour and a half long training focused on the recent revisions to the ADS and gender analysis at the activity or project level. This session was attended by 11 people from across the Offices at the Mission.

## **B. USAID Mission Context and Strategy Development Process**

The draft Strategy includes three AOs and nine IRs as follows:

### **Assistance Objective #1: “IMPROVED DEMOCRATIC PROCESSES”**

*IR 1.1 Strengthened Role of the Judiciary in the Separation of Powers*

*IR 1.2 Local Governance Strengthened*

*IR 1.3 Parliamentary Functions Enhanced*

*IR 1.4 Civil Society Supports Democratic Reform*

### **Assistance Objective #2: “IMPROVED BASIC EDUCATION<sup>2</sup> FOR CAREER DEVELOPMENT IN YOUTH”**

*IR 2.1 Improved Quality of Instruction*

*IR 2.2 Expanded Workforce Skills in Youth*

*IR 2.3 Enhanced Inclusiveness of the Education Sector*

### **Assistance Objective #3: “INCREASED JOB-CREATING PRIVATE SECTOR GROWTH IN TARGETED SECTORS”**

*IR 3.1 Improved Business Environment in Critical Areas for Investment*

*IR 3.2 Key Private Sector Capacities Strengthened*

The Mission currently funds many programs that fit under these AOs/IRs although in the near future, several new designs are in process or will be completed.

Generally speaking, current Mission programs do not include specific gender components, although most seek to ensure that both men and women benefit from program-related activities such as trainings and most report basic sex-disaggregated statistics. Where USAID projects did include gender dimensions, they will be described in the sections below related to individual sectors.

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<sup>2</sup> Basic Education, for purposes of this Strategy, comprises programs aimed at early childhood development (pre-school), primary and secondary education, teacher training and basic skills for adults and out of school youth.

## C. ADS requirements

USAID revised its ADS requirements related to gender analysis in the fall of 2009 and made them more stringent. In particular, the requirement to conduct gender analysis in the context of strategy and AO development was reinstated and more emphasis was placed on gender analysis being conducted by USAID staff at each stage of the activity design and procurement process. The current USAID requirements pertaining to gender analysis are briefly summarized by relevant ADS section in [Annex C](#).

## II. BASIC BACKGROUND INFORMATION AND FINDINGS ON GENDER IN MACEDONIA

The sections below present basic findings and statistics related to gender equality and the status of women in Macedonia across numerous sectors, although the material is more detailed in the areas in which USAID/Macedonia plans to work. The relative brevity of the discussion in areas where USAID does not plan to work is not meant in any way to denigrate the importance of attending to both women and men's needs in these areas. Also, the information that is presented for each sector is not meant to provide an overview of the status of the sector in general (for this, the reader is referred to the many excellent sector assessments that have recently been conducted by the Mission) but focuses exclusively on what has been learned about gender.

Although the focus of the assessment was on gender and not exclusively on women, the consultant could not locate much information on "men's issues", nor were they addressed by the individuals she met with. In addition, when asked if there were civil society groups that focused on men from the perspective of gender equality, none of those who were interviewed for the assessment could think of any. Thus, the assessment focuses more on women than on men by necessity.

Before describing the findings related to individual sectors below, it bears mentioning that the overall tone of almost everyone who was interviewed and who works on gender issues in Macedonia was strikingly pessimistic. This was true more or less across the board. The general perception was that at one point, Macedonia could be described as and was seen as a leader in women's issues in the region (especially after the successful enactment of the gender quota for elections) and that during the early and middle 2000s, great strides had been made. Many people felt that this was a time when numerous players were energized around gender issues in the country and were working together to achieve palpable gains in gender equality. The pervasive feeling now is that this momentum has completely stalled and that the country is in danger of losing some of the ground that had been gained. In some cases (e.g., access to abortion), rights that women have taken for granted for decades are seen as threatened. Many feel that the current government is largely responsible. The ruling party is seen as socially conservative, antagonistic toward gender equality, promoting a patriarchal view of women's roles, and was described as suppressing independent actions by both Parliament and civil society. Although nearly all blamed the government for the current state of affairs, numerous interlocutors also mentioned that civil society should share some of the blame for not pushing the government harder. Regardless of whether the speaker was from government or the civil sector, however, there was a sense of hopelessness about the immediate prospects for re-energizing attention on gender equality issues and many expressed frustration at their inability to see a "way forward" in the current climate.

## A. Demographic and Attitudinal Factors

### Population of Macedonia<sup>3</sup>

According to the State Statistical Office, in 2006, there were 1,017,159 women and 1,023,069 men in Macedonia. Life expectancy for both women and men has increased slightly since 1994, with the life expectancy for women rising to roughly 76 and for men to roughly 71 in 2005. As is the case elsewhere in the region, the population has been aging with women getting married and giving birth at increasingly older ages. In 2006, the average age at first marriage for women was 25 and for men, 28. Total fertility rates have also been declining and by 2006, had reached about 1.5 children per woman.

### Minorities and Especially Vulnerable Groups of Women

According to the 2002 census, 64% of the population is ethnic Macedonian, 25% are ethnic Albanians, 4% are Turks, 3% are Roma, 2% are Serbs, and the remainder belong to other ethnic categories. Some NGOs dispute the census data on the percentage of Roma in the country and argue that the true number may be anywhere from 150% to 250% of the official number.<sup>4</sup> Many Romani individuals don't disclose their true ethnicity because of the stigma and discrimination they experience.

Although women as a whole have not achieved gender equality in Macedonia, the ethnic minority subgroups and especially Romani women are seen as highly vulnerable. Discrimination in access to health care, education, employment, adequate housing, and exposure to domestic and other forms of violence are among the main challenges facing Romani women. Research described in the 2005 *Shadow Report on the Situation of Romani Women in Macedonia* revealed that among the sample of Romani women who were interviewed, 60% said they had experienced discrimination in the educational system, 25% in access to employment, 48% in access to health care, and 70% said that they had been victims of domestic violence. The results of a survey on attitudes toward Roma in the late 1990s revealed that a majority of ethnic Macedonians hold negative stereotypes about the Roma and among ethnic Albanians and Serbs, such negative attitudes were even more prevalent. Although Romani women and men both experience discrimination and marginalization, Romani women are considered to be in an especially vulnerable position because of the double discrimination they experience based both on their ethnicity and their sex.

The GoM is currently working on the next CEDAW Report submission (expected in 2011 or 2012) and in this context, Roma NGOs are engaged in new research on the situation currently facing Romani women, although they do not expect to find that much has changed since 2005. The GoM also adopted a National Action Plan on Romani Women in 2008, but copies of this Plan were not readily available nor could it be located on the government website. The Roma NGOs that were interviewed as part of this assessment stated that as far as they could discern, little or nothing had been done to implement this

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<sup>3</sup> All statistics taken from *Women and Men in the Republic of Macedonia*, produced by the Statistical Office of the Republic of Macedonia, 2008.

<sup>4</sup> Roma Center of Skopje, European Roma Rights Centre and Network Women's Program. (2005). Joint Submission: *Shadow Report on the Situation of Romani Women in the Republic of Macedonia*.

Plan. Because the Plan ends in 2010, the GoM is currently working on a follow-on plan and to some extent, is consulting with Roma civil society groups in this process.

A large percentage of Macedonians live below the poverty line and the following groups are at increased risk for poverty: single mothers, children outside of parental care, the elderly, people with disabilities, and Roma.<sup>5</sup> Impoverished citizens of Macedonia are entitled to some forms of social assistance, but a gender budget analysis conducted by the MoLSP revealed that women are much less likely than men to be on the social assistance rolls.<sup>6</sup> They reported being perplexed by this finding and speculated that women may not be accessing this assistance because of insensitivities on the part of staff at the Centers for Social work, bureaucratic and time burdens associated with applying for assistance, or women's reluctance to come forward to claim the assistance to which they are entitled. Regardless of the reasons, women's lack of equal access to social assistance benefits is troubling.

### **Attitudes and Stereotypes about Gender Roles**

Although the consultant could not locate any data on the content of gender stereotypes or gender roles, most people who were interviewed for this assessment held the opinion that gender issues are not seen as important by the majority of Macedonians and that most do not recognize many inequalities in Macedonian society. To some extent this may be because in the former Yugoslavia, the state ideology was explicitly one of gender equality (although, even at that time, minority women did not receive equal treatment). In addition, most Macedonians are said to assume that the term "gender" refers exclusively to women and concern about "women's issues".

Most interviewees said that Macedonian society is quite patriarchal, with most citizens still believing that women are primarily responsible for maintaining the home and raising the children and men are expected to be the breadwinners of the household.<sup>7</sup> Many people feel that Macedonian women are by and large comfortable with the status quo and that many do not want to take on the double burden of work and home. The minority ethnic groups in the country hold more traditional stereotypes than ethnic Macedonians and gender roles are reported to be more traditional in rural areas, among older Macedonians and those with a lower level of education. The Macedonian Orthodox Church and Muslim religious officials are seen as promoters of traditional gender roles and increasingly, the GoM is seen this way as well. Although no one could point to data that confirmed this trend, many people believe that beliefs about gender roles have become more conservative in recent years and some see the rise of a "new fundamentalism" in the country. The civil society groups that work on gender issues believe that patriarchal attitudes and beliefs underlie women's inequality in the many sectors in which they are disadvantaged and that true gender equality cannot and will not be achieved without consciousness raising and a change in views about the "proper" roles for men and women in society.

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<sup>5</sup> National Action Plan for Gender Inequality 2007-2012.

<sup>6</sup> Government of Macedonia, Ministry for Labor and Social Policy. (2009). Gender-budget Analysis of Social Protection and Active Employment Activities in the Republic of Macedonia. Authored by Amalija Jovanovikj, Vesna Jovanova, Neda Maleska, and Slobodanka Markovska. Funded by UNIFEM.

<sup>7</sup> One interviewee told us that a time use survey of men and women that was conducted some years ago revealed that the average Macedonian woman spent 5 hours a day in the kitchen.

## B. Government Bodies and Laws Related to Gender in Macedonia

### Responsibility for Gender Issues in the GoM

**Central government.** At the level of the central government, the responsibility for addressing gender issues is primarily located in the Department for Equal Opportunities<sup>8</sup>, which is located in the Ministry of Labor and Social Policy (MoLSP). The mandate of the Department (which many people refer to as the “Sector”) is to facilitate and advance gender equality at the national, local and international levels; to promote coordination across GoM Ministries and other entities to further this goal; to liaise and cooperate with civil society; to prepare the CEDAW Report, and to oversee implementation of the laws related to gender equality. Coordinators for Equal opportunities for Men and Women are also appointed in each of the Ministries. These civil servants are tasked with overseeing and coordinating the activities related to gender equality at the Ministry and integrating these with the work of the Sector.

The perception of the donor community is that the Department has the political will to work on gender equality issues and has strong leadership, but that it is under-funded and has become somewhat marginalized since the passage of the landmark pieces of legislation (like the law mandating quotas). Most of the activities carried out by the Department are funded by donors (e.g., UNDP, UNIFEM, OSCE). The perception of the NGO community is somewhat more negative. Although the earliest iterations of the office that became the Department when the Law on Equal Opportunities for Women and Men (LoEO) was enacted coordinated closely with civil society, the current Department is not seen as being interested in such collaboration except with a handful of favored NGOs. The scope of work and portfolio of activities of the Gender Coordinators were described as insufficiently defined, and the Coordinators themselves were depicted as often lacking in knowledge about gender and insufficiently aware of the contents of the National Action Plan on Gender Equality (NAPGE) and their responsibility for implementing it.

**Parliament.** Within Parliament, the Committee on Equal Opportunities for Women has been operational since 2006 and is tasked with monitoring the legal regulations on gender equality that are proposed by the GoM. All female members of Parliament are also eligible for membership in the Women’s Parliamentary Club, which can propose laws or amendments related to gender equality and women’s issues.

The majority of those who were interviewed for the assessment held the opinion that the Committee on Equal Opportunities for Women barely fulfills its mandated functions, meets infrequently, and focuses more on promoting GoM “success stories” related to gender equality rather than engaging in critical examination and oversight of government regulations. There was a notable absence of any discussion of the Law on Equal Opportunities of Women and Men (LoEO) or the NAPGE, nor did the Committee react to government campaigns promoting traditional and

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<sup>8</sup> Primary responsibility for issues related to domestic violence is located in another office of the MoLSP. The consultant was told that there is little coordination and collaboration between this office and the Sector. Thus, under the auspices of this office, a separate strategy for combating DV was developed, even though the National Action Plan on Gender Equality includes provisions on DV.

patriarchal values in Macedonian society.<sup>9</sup> The Women's Parliamentary Club had been quite active in the years 2002-2006 but the consensus was that progress had stalled considerably. Women MPs of the current ruling party were described as being unwilling to take a stand on gender issues without the support of the party (which is conservative in this area) and therefore, the only issues that the Club can address are those on which there is a consensus view across political parties, which is rare. Numerous issues were described as "non-starters" including abortion, social and economic issues influences in women's lives, gender-stereotypical content in school curricula, etc.). In general, Parliament proposes little in the way of legislation and the area of gender equality is no exception to this rule. The current President of the Club is a member of the opposition party and is a fervent advocate for gender equality. The incoming President will be from the ruling party and it remains to be seen whether any momentum for the Club's activities can be sustained under her leadership. USAID has worked with the Club under the program implemented by NDI and in general, the individuals we spoke with in Parliament viewed this program and their relationship with NDI quite favorably.

**Local government.** The LoEO described responsibilities of local governments with respect to gender equality and the development of policies for achieving this objective at the local level. In particular, the Law mandated the creation of Commissions for Equal Opportunities for Women and Men, which are responsible for reviewing local laws in order to determine if they are consistent with the goal of promoting gender equality, developing local gender action plans, and responding to the needs of local women. The LoEO also mandated that municipalities appoint Coordinators for Equal Opportunities for Women and Men who are tasked with the promotion of gender equality and the establishment of equal opportunities for both sexes at the local level.

At this point, most municipalities have created the required Commissions and appointed a Coordinator. However, the consensus view is that many if not most of these entities function poorly if at all. Problems include a lack of funding, poorly defined job responsibilities, lack of communication with the Sector at the Central level, low status, lack of gender expertise, frequent turnover of members of the Commissions, and lack of accountability to citizens. Although some Commissions have successfully drafted local gender action plans, most have not initiated any concrete activities to promote gender equality nor do they systematically review local legislation and proposals for gender sensitivity. Some NGOs feel that the action plans that are developed reflect the priorities of the donors assisting the Commissions, rather than being a reflection of grass-roots concerns. Local initiative on gender was described as nearly completely absent. Although the Commissions are intended to advise the Mayor and local Councils who are also legally responsible for gender equality, the tendency in most municipalities is to assume that anything related to gender should be handled by the Commissions and the Coordinator only. A number of donors and civil society groups have engaged in (mostly short-term) training and awareness raising

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<sup>9</sup> Association of Citizens Akcija Združenska and Association for Emancipation, Solidarity, and Equality of Women in RM. (May 2009). Macedonia 2009 Progress Report on Gender Equality. Contribution to the preparation of the EC 2009 Progress Report for the Republic of Macedonia.

efforts with the local Commissions (e.g., OSCE, Helsinki Commission of Macedonia, Antiko) but the fact that the Commissioners are political appointees complicates efforts to enhance capacity.<sup>10</sup>

## **Key Legislation Related to Gender**

At this point, the majority of the key legislative elements necessary to insure attention to gender equality are in place in Macedonia although many believe that there are serious flaws in their implementation. A final piece of the puzzle that remains missing is a National Strategy on Gender Equality, which the Department for Equal Opportunities is interested in developing. The legislative framework relative to gender equality includes:

- The Constitution guarantees equality of all citizens regardless of gender, race, political or religious beliefs, or other socio-demographic characteristics.
- The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) was adopted in 1979 and took effect in 1981.
- Macedonia ratified the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR-1950).
- The Law on Equal Opportunities for Women and Men was adopted in 2006. This law established basic and special measures for insuring equal opportunities for women and men, lays out the responsibilities of various central and local government entities for insuring equal opportunities, and describes the procedures for determining when unequal treatment has occurred and how the government should process these cases.

A first National Action Plan for Gender Equality was drafted by the GoM in 1999. A new, updated Plan was drafted in 2007 after the Law on Equal Opportunities was passed. This Action Plan describes the commitment of the GoM to the advancement of gender equality and identifies priorities in ten key areas: promotion of universal human rights, enhancing the political participation of women, gathering more sex-disaggregated data, improving the gender sensitivity of education, supporting economic empowerment of women, eliminating all forms of violence against women, improving the health of women and men, decreasing poverty, reducing gender stereotypes in the media, increasing women's participation in peace-keeping processes, and including a gender aspect in work on the environment. Each of these priority areas are accompanied by strategic objectives and related indicators. Each year, the GoM is required to draft an Operational Plan that outlines in concrete terms what the government will do to meet the objectives of the Plan. The Government is also required to monitor and report on implementation of the Plan and to make these reports public.

The criminal and civil codes have been amended to more adequately address and respond to domestic violence (see the violence section below).

Although the Law on Equal Opportunities is seen as a reasonably good law, it is also viewed as too general and in need of some improvement. Civil society groups also commented that the GoM has not

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<sup>10</sup> For a good overview of the status of these Commissions, see Government of Macedonia, Ministry of Labour and Social Policy. (2009). Capacity and Training Needs Assessment: Support to Women and Men Equal Opportunities Commissions at Local Government Units.

engaged in any analysis of the law's implementation even though they are required to do so. The consensus opinion was that the Action Plan is more concrete but that it is very problematic that there is no funding attached. Also, NGOs voiced numerous other concerns about the Action Plan including that it has barely been implemented, that the Ministries and other responsible central and local government entities are not held accountable for implementing it, that there is little monitoring and reporting on what has been done under the Plan, and that the GoM did not conduct a thorough gender assessment in order to determine the priority issues that are reflected in the Plan but rather, allowed their priorities to be determined by donors.<sup>11</sup> There was a split of opinion as to whether the Action Plan was a strong document with most civil society groups reporting that they thought the plan was good but implementation was the problem, and a minority of the women's NGOs dismissing the Plan as a donor-driven product divorced from Macedonian reality.

## C. Democracy Sector Issues

### Civil Society Groups Focusing on Gender

**Status of “women’s NGOs”.** There are a large number of civil society groups in Macedonia that work on various issues related to women or to gender equality and many of these have been in existence for quite some time. UNIFEM conducted a mapping exercise of women's NGOs in Macedonia in the mid-2000s<sup>12</sup> and concluded that there were more than 200 women's NGOs in the country. However, many appeared not to be operational.<sup>13</sup> Of the 74 that were successfully contacted by the researchers, about half reported working on domestic violence. Among the women's groups who were interviewed by the consultant, most worked on gender equality as a human rights issue, DV, political participation, or Roma issues. Few worked on issues related to women's economic status (and they were not able to name NGOs that did address economic issues).

The women's NGOs that participated in the assessment uniformly expressed frustration with what they saw as the GoM's heavy-handed efforts to control the NGO sector and with their very precarious funding situation. We heard of many women's NGOs that had ceased to operate due to lack of funds, and many of those we spoke with said that their own futures are uncertain. The UNIFEM study mentioned above echoes these concerns and states that nearly all women's NGOs: rely on donor funding, struggle to cover their operating costs because donors prefer to fund programs only, receive no funding or in-kind assistance from the government, compete with each other because funds are scarce, and feel that their mission as an organization is impossible to achieve because their funding is tied to individual projects that may not reflect their priorities.

There are some positive things to report about the status of the more active women's organizations including that they are well-organized, very knowledgeable, and involve many deeply committed and

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<sup>11</sup> Several NGOs also pointed out that although the GoM views the Action Plan as a logical outgrowth of the Law on Equal Opportunities, in fact these documents address somewhat different issues.

<sup>12</sup> UNIFEM. (Date unknown.) Mapping of Women's NGOs and Their Work in Gender Based Violence in Macedonia. This publication was not dated (it was downloaded from the UNIFEM website) but an examination of the contents reveals that it was likely written in 2006 or 2007.

<sup>13</sup> Other interviewees also confirmed that a large number of the registered NGOs are not really active.

passionate people. Some coalitions of women's organizations exist including the National Council of Women of the Republic of Macedonia (which brings together 106 independent women's groups) and the Macedonian Women's Lobby which represents women of all ethnic groups and includes member organizations from the government and political parties, trade organizations, and NGOs. Several of the women's NGOs that were interviewed expressed the opinion said that they try to speak with one voice, if possible and attempt to come across in a manner that is not seen as too "pushy". Some also mentioned that they specifically seek to involve men in their activities but with very rare exceptions, the individuals that the consultant met with were female. Several NGOs expressed the opinion that among civil society organizations in general, women's NGOs are seen by the public in a relatively positive light. In support of this belief, the National Council of Women mentioned that in a public opinion survey last year, their organization was rated as one of the top 5 civil society organizations and that it was rated as the top civil society coalition.

**Impressions of those outside of the civil society sector.** When asked about the strength and capacity of the women's NGOs in the country, interviewees working in government and donor organizations expressed mixed opinions. Several said that in comparison to the women's NGOs in other Balkan countries, those in Macedonia are relatively weak in that they do not lobby the government enough. Several interviewees reiterated that women's NGOs need to speak out more strongly on issues that matter to women and that trying not to be pushy can have a definite down-side. A subset of the women's organizations are seen as strong and capable and were described as playing a role in crafting and passing most of the major pieces of legislation related to women's issues and gender since the transition started. Some of the individuals who were interviewed for this assessment expressed disappointment that women's NGOs were "chasing the money" instead of focusing on the most pressing issues or "staying true to their Mission". Given their precarious financial status, this is indeed regrettable, but perhaps not very surprising<sup>14</sup>. Nevertheless, many held the view that although it is difficult to do so, NGOs do not do enough to locate other sources of funding and that in particular, they need to focus more on building coalitions and applying for funds as a consortium as a "new way of doing business".

USAID's *Civil Society Strengthening Program* has not had a particular focus on supporting women's NGOs or in developing a handful of "leader" NGOs that focus on gender equality (as they have done in other sectors). However, at various points in time, they have provided some support to a few women's NGOs.

## **Political Participation**

**Parliament.** Across the E&E region, the average number of women members of Parliament hovers at just above 15%, which is significantly below the critical mass of 30% that is considered necessary for women to meaningfully influence political discourse.<sup>15</sup> By these standards, Macedonia is doing well. In a regional comparison of women's political participation in the Lower House of Parliament in 2008, Macedonia had the second highest percentage of women elected and was one of only two countries that

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<sup>14</sup> Many of these concerns and issues are not unique to women's NGOs and the groups that were interviewed for this assessment often stated that the problems they are experiencing are part of the systemic issues confronting the civil society sector in general. See the recent DG assessment for more information on the status of civil society groups in Macedonia.

<sup>15</sup> UNDP. (2010). *Enhancing Women's Political Participation: A Policy Note for Europe and CIS (ECIS)*.

surpassed the 30% threshold (Belarus was the other).<sup>16</sup> This situation is due to the fact that regulations and amendments to the Law on the Election of Members of Parliament and changes to the Election Code in 2006 required a 30% quota of the less represented gender on the election lists drawn up by political parties. An early iteration of this law resulted in women making up 30% of those placed on candidate lists but occupying places near the bottom of the list and accordingly, not gaining political positions. The law was subsequently amended to require that the less represented gender (women) be placed in one out of every three positions on the list.

The passage of this law and the presence of slightly more than 30% women MPs in Parliament was a source of great pride to the women's NGOs that participated in this assessment. However, although the number of women in Parliament has increased dramatically as a result of the changes to election law, their status and the likelihood that they will occupy powerful political positions has not changed as significantly. In 2009, only five women were appointed as Chairperson or Deputy Chairperson of the twenty committees in Parliament.<sup>17</sup> In addition, many people pointed out that just because women are elected to Parliament does not necessarily mean that they will work on behalf of women in general or that they will actively advocate for women's issues. Indeed, many of the new female MPs that belong to the ruling party are seen by civil society as weak on gender and in general, as not participating meaningfully in Parliamentary decision-making.

**Executive branch of government.** Women are also notably lacking in the executive branch of the GoM. At present, they occupy only two out of seventeen ministerial positions. Since 2002, the representation of women in the Cabinet of Ministers has only been around 10%.<sup>18</sup> Many women's NGOs believe that a quota should also be established for political positions in the executive branch of government.

**Local government.** According to election law, municipal councils are also required to have 30% women members. However, although many municipalities have increased the number of women on these councils, in most cases the quota is not nearly met. Many reasons are given for this including the parties' inattentiveness to the law and women's traditionally low levels of activity in local governance. In the last electoral cycle, no women mayors were elected across 85 municipalities.<sup>19</sup> In response to the suggestion by some that the quota for MPs is no longer needed, women's NGOs point to the results of these local elections as a clear example of what would likely happen should the quota be removed.

Issues of special interest to women are not featured prominently during elections.<sup>20</sup> Other problems related to elections for women include the phenomenon of family voting in which a man votes for the

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<sup>16</sup> Ibid.

<sup>17</sup> Government of Macedonia. (2009). Report on the Progress Towards the Millenium Development Goals.

<sup>18</sup> Ibid.

<sup>19</sup> In the prior election cycle, three women were elected Mayors of municipalities. When asked what had happened to the three, we were told that their parties had dropped them from the candidate lists. Interviewees mentioned that men occupy the top positions in the political parties and are not sensitive to nominating women unless they are forced by law to do so.

<sup>20</sup> USAID/Macedonia DG assessment (2009).

female members of his household or accompanies them into the voting booth and instructs them on how to vote. This practice is more common in rural areas and among ethnic minority groups, particularly ethnic Albanians.<sup>21</sup>

## **Media<sup>22</sup>**

The media is seen as promoting typical gender stereotypes in Macedonian culture and lacking in gender sensitivity. In some cases, the media may even strengthen traditional stereotypes by portraying women in a sexist or degrading manner even though relevant laws prohibit media from broadcasting programs that could create gender intolerance or that contain pornography or excessive violence.<sup>23</sup> Topics that are of particular interest to women or that address gender issues are seen as rare and more likely to appear around elections or on International Women's Day.<sup>24</sup>

“New” media and especially the internet are increasingly being used by women's groups and others as a form of communication.<sup>25</sup> However, various sources of data converge to reveal that there is a digital divide based on sex. For example, UNDP reports that of those who responded to a household survey, males were more likely than females to say that they used the internet “every day or almost every day”, “several times a week”, or “sometimes”.<sup>26</sup> Similarly, Women and Men in the Republic of Macedonia (2008) reveals that that men in every age group are more likely than women to use computers, use computers regularly, use the internet, and engage in e-trade (the latter is rare among both men and women). Similarly, there is a sex-based digital divide across all levels of education, although the gap becomes smaller as educational level increases.

## **Local governance**

Many of those who were interviewed expressed the opinion that Macedonians do not believe that their local governments are effective or represent their interests (see also the recent DG assessment<sup>27</sup>), and stated that citizens almost never participate or actively engage in civic life or voice their opinions on

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<sup>21</sup> UNDP. (2009). I Have a Right to Vote: Let us Prevent Family and Proxy Voting.

<sup>22</sup> There was little information available to the consultant concerning gender and the media. The Mission has not had a media program for the past five years and was in the process of working with another consultant on the design for a new media program. Unfortunately, his schedule did not allow for a meeting for the purposes of the gender assessment. Accordingly, the information in this section is taken mainly from documents.

<sup>23</sup> 23 Government of Macedonia. (2007). National Action Plan for Gender Equality 2007-2012.

<sup>24</sup> Ibid.

<sup>25</sup> How are Women faring in Macedonia? Interview with Gjuner Nebiu of the NGO Antico by Masum Momaya. Downloaded from the AWID website ([www.awid.org](http://www.awid.org)) on 5/11/2010.

<sup>26</sup> UNDP. (2010). People-Centred analyses: Quality of Social Services.

<sup>27</sup> USAID/Macedonia. (2009). Democracy and Governance Assessment of Macedonia: Final Report. Written by Rhys Payne, Kathy Stermer, Peter Atanasov, and Amber Brooks. Produced for USAID by ARD Inc., under the Analytic Services II IQC Core Task Order (Contract No. DFD-I-13-04-00227-00).

matters concerning their communities. The results of UNDPs recent household survey<sup>28</sup> appear to confirm this. Six percent or less of those who responded to the survey said that they had participated in meetings, made a phone call, signed a petition, participated in an interview or wrote a letter related to affairs in their community in the past 12 months. Among the various ethnic groups, Roma were the least likely to have engaged in these activities. Men were more likely to have given their views on issues affecting their communities or on the available social services than women, and they were more likely to say that they expected to do so again in the future. UNDP hypothesized that this might be because women are used to “not being heard” because of their lower social status and thus, they don’t bother to voice their opinions. A substantial majority of both men and women in the UNDP survey felt that local government institutions are corrupt and that public misuse of funds is widespread.

The Mayors of all 85 municipalities in Macedonia participate in the *Association of the Units of Local Self-governance of the Republic of Macedonia (ZELS)*.<sup>29</sup> The function of ZELS is to bring Mayors together to tackle issues of common concern, to deal with the evolving decentralization process, and to represent the interests of the municipalities to the central government. ZELS includes twelve committees which tackle a variety of topics. However, none of these committees address gender issues or gender equality. In addition, ZELS does not work with the local Commissions for Equal Opportunities. The explanation that was provided was that these Committees receive technical assistance from numerous donors and local NGOs and that the municipalities therefore choose to focus their attention on other issues.

## D. Education<sup>30</sup>

**Enrollment in education.** For the majority of Macedonians, enrollment in education is not currently an area in which there are many gender inequalities. Primary and secondary school are now mandatory in the country and during the 2005/2006 school year, 95% of primary school age children were attending school with little difference between the rates for boys and girls.<sup>31</sup> The numbers of males and females who graduated from primary/lower secondary and upper secondary education were roughly the same in 2005/2006. Although somewhat more males progressed from primary/lower secondary education to upper secondary education, a slightly higher percentage of females progressed from upper secondary to tertiary education. In 2006, 54% of MS degrees were awarded to women as were 57% of PhDs.

Many students in upper secondary education appear to choose typical gender-linked courses of study. For example, significantly more males than females completed upper secondary education

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<sup>28</sup> UNDP. (2010). People Centered Analyses: Quality of Social Services.

<sup>29</sup> USAID/Macedonia has worked with ZELS for nearly ten years and was described by ZELS as their “biggest supporter”. Over time, the USAID program has provided ZELS with technical assistance related to policy development, budgeting processes, the structure of the organization, training of staff, and has participated in efforts to strengthen the communication and cooperation between local and central governments in Macedonia.

<sup>30</sup> Unless otherwise specified, all statistics are from Women and Men in Macedonia (2008).

<sup>31</sup> Information downloaded from the CRIN Network ([www.crin.org/docs/Macedonia](http://www.crin.org/docs/Macedonia)) summarizing the contents of the periodic report of the Republic of Macedonia on the Convention of the Rights of the Child. Information downloaded on 5/28/2010.

with qualifications in agriculture, wood processing, mining, engineering, and transport whereas more females than males completed their education in personal services, secretarial and office work, health, and ballet. Interestingly, more girls than boys graduated with qualifications in economics and law. The NAPGE prioritizes reducing gender imbalances in students' choice of training/professional field.

**Ethnic minorities.** Some ethnic minority groups are less able to access education than the majority of the population. Romani children, and especially girls, are considered to be highly vulnerable in this regard. Although the GoM does not routinely disaggregate statistics by ethnicity, other sources of data are revealing. For example, of the 237 Romani women who were interviewed for the *Shadow Report on the Situation of Romani Women in 2005*, 144 had no (71) or incomplete elementary education, 63 had finished elementary school, 24 finished or were enrolled in secondary school, and only three had enrolled in or finished university.

Although ethnic Albanian children are often able to access education in their own language, this is not true for Romani students, who must struggle to learn in a language that is not the one they use. Added to this are other barriers that conspire against the education of Romani students, including: persistent discrimination at the hands of teachers and other students, inability to pay fees or expenses, lack of pre-school educational opportunities, need to assist the family in bringing in income, and for girls, a patriarchal culture that values education more for boys.

That Roma experience discrimination in schools dominated by children from other ethnic groups is not surprising given the high levels of prejudice against their ethnic group in general and in light of the growing tendency for ethnic groups (particularly Macedonians and Albanians) to be educated in non-integrated institutions. Many citizens appear to feel uncomfortable with the idea of truly inclusive education. In UNDP's most recent *People Centered Analyses* publication<sup>32</sup>, 55% of respondents said that they would not send their children to a school where another ethnic group was in the majority. More ethnic Macedonians than ethnic Albanians, Turks, Roma or Serbs held this view. Such views were also held by a majority of individuals with lower levels of education or income, older people, and women.

The NAPGE prioritizes reducing the school drop-out rate for children from minority ethnic communities, particularly girls. USAID has funded a long and successful program that addresses this issue (see brief description of the Roma Education Program below). In recognition of the success of this approach, for the 2008/2009 school year, the GoM agreed to finance a special program designed to fund scholarships and mentorships for Roma high school students.<sup>33</sup>

**Other issues.** Although there may not be pressing gender inequalities overall in school enrollment, there are concerns about the content of school curricula. The NAPGE and other documents depict

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<sup>32</sup> UNDP. (2010). *People-Centred Analyses: Quality of Social Services*.

<sup>33</sup> One of the Roma NGOs that was interviewed mentioned that the GoM had obtained funding from the Roma Education Fund (264,650 Euros) to finance these scholarships, with an obligation to provide some matching funds (102,970 Euros). Members of the NGO noted that because fewer scholarships were given out than expected, it was possible that the GoM would not, in fact, be spending any of its own money on this program.

school textbooks and curricula as suffused with gender stereotypes and lacking in any content on gender equality. Removing such stereotypes and updating content is one of the strategic objectives of the Action Plan and donors (especially UNICEF) are working with the GoM to address this issue.

Not surprisingly, there are gender imbalances in the field of teaching. Two thirds of primary/lower secondary school teachers were female in 2005/2006, 56% of upper secondary school teachers were female, but a significant majority (70%) of the professors in tertiary education were male.

Finally, illiteracy rates, although low, are significantly higher among women than men, especially in the older age groups.

**USAID.** The Mission has funded a variety of education projects over the years. Of those that are currently ongoing, The Roma Education Project (REP) has included the most focus on girls in the sense that female students are active participants in the program and in the efforts of project implementers to address some of the special barriers facing Roma girls (e.g., parents' attitudes, catch up work for those pulled out of school to engage in seasonal labor, etc.). The REP has been successful in keeping Roma students in school and in encouraging them to continue their education beyond what would have been possible without Project support. The Primary Education Project (PEP) has also included a focus on trying to boost girls' interest in math and science.

## **E. Issues Related to Economic Growth**

### **Employment and Economic Status of Women<sup>34</sup>**

Issues related to employment and economic status were far and away the most frequently cited gender inequality facing Macedonian women. In 2006, the employment rate for women was 27% whereas for men it was 43.5%. Unemployment rates for women and men were quite similar (37.2% and 35.3% respectively). The most dramatic gender gap is in activity rates with only 42.9% of women active in the labor market, versus 67.3% of men. Between the ages of 25 and 54, roughly 80% of women are inactive (the majority of these are housewives, many by choice). Activity rates are also especially low for male and female youth, rural women, people with disabilities, and Roma. While there are dramatic gender differences in employment and activity rates, there are also striking gender differences in type of employment. 79% of those who are classified as "employer" by the GoM are male, as are 83% of those who are classified as self-employed. 60% of those classified as unpaid family workers are female. Women are also more likely than men to work in the informal economy.<sup>35</sup>

An analysis based on the OECD *Gender, Institutions and Development Database* revealed that of 28 countries in the E&E region, Macedonia had the third highest gender pay gap; women earned on average only 49% of what men earned even though Macedonian law requires equal pay for equal work. (Turkey had the highest pay gap with women earning only 28% of what men earned and

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<sup>34</sup> Unless otherwise noted, statistics cited are from *Women and Men in Macedonia* (2008).

<sup>35</sup> Government of Macedonia. (2009). Report on the Progress Towards the Millenium Development Goals.

Lithuania had the lowest gap at 72%).<sup>36</sup> Examination of the data related to average wages in different sectors provided in *Women and Men in Macedonia* reveals that even in sectors where more women than men are employed, men still earn more on average. Out of all the sectors listed in this publication, the average female wage is higher than the average male wage in only one (transport, storage and communication).

Gender distributions in various sectors of employment are markedly skewed with women making up the majority of workers in the health, social affairs, and education sectors and men predominating in construction, mining, transport, and communication.<sup>37</sup> In the agricultural sector, there are more men than women who work both on individual agricultural holdings and in agricultural businesses. Among seasonal agriculture workers, women are more likely to work on individual holdings, whereas men are more likely to work in agricultural businesses.

Although both men and women in Macedonia face grave problems locating suitable employment, there are particular barriers facing women who wish to enter the labor market and obtain jobs. Among those that were mentioned by interviewees or were discussed in documents related to this issue are the following:

- Lack of time due to family obligations (this was the most commonly cited explanation),
- Lack of support services such as affordable childcare that would facilitate balancing work and family responsibilities,
- Lack of training or concrete skills that are needed in the area in which they wish to work, especially for older women,
- Lack of education, especially for Roma or rural women,
- Lack of familiarity with the computer and other modern technologies,
- Discriminatory practices in which employers are less likely to hire married women or those who may become pregnant or insist that women sign a contract agreeing not to become pregnant for a certain number of years as a criterion for employment,
- Discriminatory practices in which women are not selected for employment on the basis of perceived lack of physical attractiveness in some sectors, and
- Employers' unwillingness to hire single mothers due to fear that they will not be reliable workers as a result of their sole responsibility for handling all issues that arise concerning their children.

The GoM's National Employment Strategy (2010) and the National Plans for Employment 2006-2008 and 2009-2010 specifically address issues related to women's employment. One of the goals set in the latter document is to increase the employment rate of women from 30.1% in 2005 to 38% in 2010, with particular emphasis on increasing employment among ethnic minorities. The 2008 Operational Plan put forth by the MoLSP included some active labor market programs that targeted women. However, a gender budget analysis of social protection and active employment programs

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<sup>36</sup> UNDP. (2010). Enhancing Women's Political Participation: A Policy Note for Europe and CIS (ECIS).

<sup>37</sup> Government of Macedonia. (2009). Report on the Progress Towards the Millenium Development Goals.

funded by the GoM that was conducted recently<sup>38</sup> revealed that in many cases, these programs did not achieve their gender equality goals for a variety of reasons including a gap between the stated goal of the program and how it was implemented, program awareness-raising materials that were not tailored to women (especially those who are currently inactive in the labor market), lack of quotas for selecting women as program participants at various stages of each project, and lack of engagement of the private sector. In many cases, a lack of gender-disaggregated data and/or program monitoring made determining the success of targeting programs to women impossible to ascertain.

**Management opportunities.** Although precise statistics are difficult to find, there is agreement on the fact that women are much less likely than men to be managers or high level decision-makers in businesses. One female executive that was interviewed (the Executive Director of MASIT, a Chamber of Commerce for ICT enterprises) estimated that only 2-3% of managerial positions are held by women in Macedonia. She stated that of the 80 companies that belong to MASIT, four to five have women managers and one has a female owner. Barriers that were cited by interviewees that mitigated against women obtaining more management positions include many of those listed above but in addition:

- The unwillingness of women to take on more responsibility in their employment or to take jobs that are perceived as high stress, and
- Discrimination as reflected in employers' unwillingness to promote most women, even to mid-level positions.

## **Entrepreneurship**

As was mentioned above, women are less likely than men to be entrepreneurs. Women who do wish to start or grow their own businesses face many of the barriers that were listed in the section above, but they may also face additional barriers as well, including:

- Lack of funds to start up a business,
- Problems accessing credit, because of poverty or lack of collateral (women own much less property and real estate in Macedonia as compared to men because of traditional cultural practices),
- Fear of stepping “out of the box” and doing something that is not seen as a traditional arena for women (this was often described by interviewees as a “mentality problem”),
- The tendency for women entrepreneurs to focus on traditional “women’s work” which often pays less or is less likely to result in a business with high earning potential, and
- Attitudinal issues related to a lack of confidence in one’s ability to open a business and general hopelessness about personal economic prospects.

In the face of women’s greater difficulty in accessing credit, some organizations have developed methods to allow women to access credit even without having collateral (for example, by having

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<sup>38</sup> Government of Macedonia, Ministry for Labor and Social Policy. (2009). Gender-budget Analysis of Social Protection and Active Employment Activities in the Republic of Macedonia. Authored by Amalija Jovanovikj, Vesna Jovanova, Neda Maleska, and Slobodanka Markovska. Funded by UNIFEM.

two co-signers on their loan). The CEO of FULM (Financial Services for People of Macedonia) mentioned that the “ideal” profile of a borrower is a woman over 40. Even if the “official” applicant is listed as her husband, FULM has found that women are very conscientious about paying back loans and that they always seem to come up with a “Plan B” by which they can make the payments, even if that involves taking in ironing for an hour a day.

There is no available cumulated sex-disaggregated data on who applies for and who gets loans of various sizes in Macedonia.

## F. Violence Against Women

**Domestic or family violence.** That domestic violence (DV) is a serious problem in Macedonia was voiced by nearly all of the civil society groups that were interviewed. Although statistics on DV are hard to gather and are notoriously unreliable, several studies have produced results suggesting startlingly high levels of DV, especially among minority ethnic groups. For example, in research reported in the CEDAW *Shadow Report on the Situation of Romani women (2005)*, 70% of those who were interviewed said they had experienced domestic violence, most frequently at the hands of their husbands or a member of their husband’s family. About 20% of these women said they reported the violence to law enforcement officials but in a majority of cases, women reported experiencing degrading treatment and insults referring to their “Gypsy” origins. A study by UNIFEM reported that Romani women had very low levels of awareness of women’s rights, with only 5% realizing that DV is against the law. Romani women who experienced violence were also by and large unaware of how to obtain social services and in most cases, did not know that such services exist.<sup>39</sup>

According to the National Action Plan, the most commonly experienced form of domestic violence is psychological (61.5%), the second most frequent type is physical violence (23.9%) and 5% of reported violence is described as sexual in nature. Research also suggests that most Macedonians view domestic violence as a private family matter and that few women report domestic violence because of shame and stigma, fear of reprisal from the abuser, the negative attitudes of police and other officials, and the lack of alternative living arrangements. Some research has suggested that significant numbers of rural women agree that no-one should intervene in their private lives, even in cases of violence, and that it is a woman’s duty to make love with her husband even if she doesn’t want to.<sup>40</sup> A recent attempt to estimate the costs of domestic violence in Macedonia conservatively estimated that DV cost the criminal, justice, and social systems and the NGO sector between 26,360,181 MKD and 34,424,994 MKD in 2006. (This does not include costs incurred by the victims themselves or costs to the health system.<sup>41</sup>)

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<sup>39</sup> UNIFEM. (2010). *Partner Violence Among the Roma in the Republic of Macedonia and the Public Sector Response*. Written by Jessica Mangskau.

<sup>40</sup> Friscik, J., & Duarte, M. (2007). *Women’s Rights in the Former Republic of Yugoslavia*. Briefing for the Human Rights Committee, Geneva, July 2007.

<sup>41</sup> Gancheva, Y., Petrova, P., Sekuloska, H., & Stojanovik, K. (2006). *The Costs of Domestic Violence Against Women in FYR Macedonia: A Costing Exercise for 2006*.

Provisions related to DV have been amended and improved in the criminal and family codes in the recent past. Domestic violence is criminalized, the laws establish temporary protective measures for women who are victims of DV, and procedures are established by which victims of DV can obtain services. Recently, some MPs and civil society groups have proposed that Macedonia would be able to more effectively address DV if it enacted a single stand-alone law addressing domestic violence. Whether or not such a law is needed proved to be an extremely controversial question with about half of those who were interviewed for this assessment believing that enacting such a law was important and the other half arguing that there was no need whatsoever for a stand-alone law. Those in favor of the law said that it would better address the need for victim services, whereas those who were opposed argued that it is not necessary to introduce a new law to achieve this outcome. Those who argued that the law was unnecessary also felt that international donors may have been behind the proposal and that it did not reflect a good understanding of the existing legislation on DV, which in their view, covers all the necessary provisions. They also believed that the proposed law would contradict some of the existing provisions in the criminal and civil codes which had been the culmination of hard work by women's NGOs in the early 2000s. One NGO that was interviewed said that it was ironic that the laws regarding DV were an example of an instance in which the necessary work had actually been accomplished, unlike in so many other areas related to gender equality, and yet some donors and NGOs want to spend precious resources and time revisiting this issue.

Whether or not DV cases are handled expeditiously in court was also a matter of contention. A judge that was interviewed stated emphatically that DV cases were handled very efficiently but nearly everyone else who was interviewed about this question disagreed and voiced the opinion that efficiency in the courts is especially crucial when someone's life may be on the line. Interviewees also held the opinion that most victims of domestic violence cannot afford to bring their cases to the court even if they were interested in doing so, and that in general, only the very worst cases of DV make it to the level of a court case. The Academy for Judges sponsors a seminar on DV every year and judges are reportedly interested in this topic. The material that is covered includes not only the legal aspects of handling DV cases but also explores the psychology of family violence and the battered woman syndrome.

By all reports, services for perpetrators of DV are completely absent in Macedonia.

### **Trafficking in Human Beings<sup>42</sup>**

Macedonia received a Tier One ranking in the 2009 Trafficking in Persons Report produced by the US Department of State, signifying that it fully complies with the minimum standards for the elimination of trafficking in persons (TIP). The country is considered to be a source, transit, and destination country for women and children trafficked for the purposes of sexual exploitation and children (typically Roma) are trafficked internally for forced begging. Only 18 TIP victims were officially identified in 2008, 14 of whom were Macedonian<sup>43</sup>. The TIP report notes that traffickers' methods continue to evolve in response to law enforcement efforts and that internal trafficking is being moved to more hidden locations like beauty or massage parlors. In 2008, the GoM decreased processing times for TIP cases and secured increased sentences for convicted trafficking offenders. With the support of donors, the GoM

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<sup>42</sup> Information taken from the 2009 Trafficking in Persons Report issued by the US Department of State.

<sup>43</sup> Most people assume that this number underestimates the actual number of victims of trafficking in the country and that it reflects problems with identifying victims for a variety of reasons.

has continued to conduct trainings and to fine tune the standard operating procedures (SOPs) for the identification and referral of victims. However, the report notes that the government did not make proactive efforts to identify vulnerable groups within its labor sectors. Macedonia has a National Action Plan designed to combat TIP for 2009-2012 and to raise awareness, it has conducted a series of roundtables around the country. The government also included mandatory training on TIP in its primary and secondary school curriculum and organized a national anti-trafficking week.

## **G. Donors Working on Gender in Macedonia**

A variety of donors work on gender issues and gender equality in Macedonia, with UNDP and OSCE currently seen as the most active. UNDP is working with the GoM on the next CEDAW Report and on various aspects of gender legislation and action plans. Recent projects have included efforts to combat family voting,<sup>44</sup> to increase the capacity of the local gender Commissions and Coordinators (the Helsinki Commission has done work in this area as well), to address environmental issues, promote social inclusion and cohesion, and to assist the GoM State Employment Agency in implementing a self-employment grants program which is intended to target women as key beneficiaries. UNDP and the other UN entities have also recently collaborated with the GoM in addressing domestic violence, both by focusing on economic empowerment of victims of DV and by enhancing the services they receive from the Centers for Social Work. OSCE has done work on establishing and developing the local Commissions on Equal Opportunities for Men and Women, has addressed issue of trafficking in persons, has been a promoter of focusing on inclusive education, and has funded various rule of law programs over the years. UNIFEM has a small presence in the country but has published a series of analyses of gender issues in Macedonia (several of them with funding from the Austrian Development Cooperation) and sometimes provides grants to local consultants or others to carry out small projects. UNFPA has worked on various health-related issues in Macedonia, including domestic violence. The EU has worked with the Department for Equal Opportunities in the GoM and has worked on combating family voting and to some extent, trafficking. The Embassy of the Netherlands has invested substantial amounts of funding in Macedonia over the years and has focused on support to culture, combating DV, reproductive rights, and gender budgeting. Other providers of funding for specific projects have included SIDA, the Global Fund for Women, FOSIM, IOM, UNICEF, and others.

There is no formal working group or mechanism by which coordination on gender issues and approaches to gender equality is achieved across donors in Macedonia or between donors and the GoM.

It must be said that not all civil society groups view the efforts of the major donors to address gender equality in a positive light. Concerns centered on the view that they did not adequately work or consult with women's groups in the context of their initiatives and that as a result, their projects did not reflect grassroots priorities but rather, the donor's need to "spend their allocated program funds". In some cases, interviewees were concerned that donor programs were working at cross-purposes with the civil society sector in addressing gender equality and that donor programs did not build on and might even undermine what had been previously accomplished by civil society groups.

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<sup>44</sup> UNDP. (2009). I Have a Right to Vote: Let us Prevent Family and Proxy Voting. Written by Renata Treneska Deskoska.

### III. KEY FINDINGS AND RECOMMENDATIONS RELATED TO GENDER INTEGRATION AT USAID

Staff at the Mission appear to be sensitive to integrating gender across Mission programming, and many appear to be familiar with the basic concepts. Most stated that they have not formally engaged in gender analysis while working on the strategy but have had gender in mind as a cross-cutting issue. On a day to day basis, staff are rarely called upon to address gender in their work. Mission activity approval and other documents do mention gender in most cases, although there are ways to strengthen the language in these documents. Below are some suggestions for ways that gender integration could be strengthened across USAID/Macedonia's portfolio of activities and more effectively mainstreamed at the Mission.

#### A. Ensure that all USAID Staff Obtains at Least Some Gender Training

Most Mission staff has not had any formal gender training, although some received a short gender training session in conjunction with the last Mission gender assessment, which was conducted in 2004. The Mission Gender Advisor has also had little in the way of formal gender training. This is an important gap because a wide variety of Mission staff are involved in project design and management functions. It is especially crucial that at least some members of each Mission Office or Team have basic training in how to conduct gender analysis as this is required by the ADS not only in the context of strategic planning and AO design, but also during the activity design process. Although an outside consultant is often employed to conduct a gender assessment in the context of strategy or AO design (as in the present case), it will typically fall on Mission staff to conduct gender analysis at the activity level.

At the moment, USAID as an Agency does not offer many training opportunities in gender. However, the WID Office is working on developing a gender training that can be conducted in the field for interested Missions. In addition, the E&E Bureau Gender Advisor is currently working with consultants to craft an on-line course on how to do gender analysis. This course is expected to be available sometime in the summer of 2010. Other donors and organizations in the region may also offer other training opportunities.

#### Recommendation

*USAID/Macedonia should seek training opportunities in gender for Mission staff. Key implementers should also be invited to attend, as was the case in the context of the 2004 Mission gender assessment and associated training.<sup>45</sup> In addition, at a minimum, all staff who are engaged in activity design or management at USAID/Macedonia should take the E&E Bureau's on-line gender analysis course when it becomes available. If gender training is available that relates to the specific substantive areas in which USAID staff work, such training should also receive high priority.*

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<sup>45</sup> Somach., S. & Memedova, Azbija. (2004). Gender Assessment for USAID/Macedonia with Training Report and Action Plan Recommendations. Assessment carried out by DevTech Systems, Inc., under the Women in Development (WID) IQC, USAID contract #:I-01-02-00019-00.

## **B. Mandate that Gender Issues be Explicitly Addressed in All Assessments**

USAID/Macedonia has conducted numerous sectoral assessments in advance of beginning to craft the draft strategy, some of which remain ongoing. These assessments typically provide a wealth of useful information and can be an excellent opportunity for the Mission to collect information about gender that is relevant to the strategic planning and program design process. Whether the assessments requested by USAID/Macedonia include a focus on gender issues generally appears to depend on who crafts the SOW and the composition of the assessment team. The consultant reviewed several of the assessments that were carried out in conjunction with the ongoing strategic planning at the Mission. On the whole, these documents did not address gender issues. At best, they included some sex-disaggregated statistics.

### **Recommendation**

*USAID/Macedonia should mandate the inclusion of gender analysis in all assessments that it conducts or funds.* The fact that the most recent assessments did not examine gender issues means that the Mission lost an excellent opportunity to gain an in-depth understanding of gender in these areas, at a time when the new strategy is being developed. Requiring that all assessments examine gender issues would ensure a steady flow of gender-related information in the areas of greatest interest to the Mission and would greatly facilitate the required gender analysis at the activity design level. Ideally, all assessment teams should also be balanced in terms of the sex of the team members. Gender analysis can be included in assessments even if no-one on the assessment team is a gender expert. The Team should simply be reminded to ask questions about gender and to probe for instances in which men and women do not have equal opportunities or benefit equally from programming in the given sector. Typically, those who are interviewed in the course of an assessment will have opinions on and experience with this issue which they will be glad to share if asked.

## **C. Enhance the Role of Mission Gender Advisor**

The current Mission Gender Advisor spends a very small proportion of her time on gender. This is a common scenario at E&E Missions (in a survey last summer, most Gender Advisors said they spent 5% of their time on gender-related duties) but nevertheless, it isn't ideal.

### **Recommendation**

In order to insure that the appropriate amount of time is being dedicated to gender integration at the Mission, *USAID/Macedonia should consider expanding the amount of time that the Gender Advisor spends on gender-related duties and should arrange her/his other responsibilities to accommodate this.* Responsibilities associated with being the Gender Advisor should also be specifically reflected in the position holder's annual work plan (rather than being "extra") and a strong performance in promoting gender integration at the Mission should be rewarded.

## **D. Consider Establishing a Mission Gender Working Group (GWG)**

One popular approach to gender integration is to establish a Mission GWG to serve as a coordinating body for gender across the technical teams in the Mission. A point person from each team can be nominated to serve on the working group (these should be a mix of women and men, and Direct Hires and FSNs). The Chair of the group can either be the Mission Gender Advisor or be a rotating position. Group members can share resources, best practices, and lessons learned in doing gender analysis and

integrating gender. The member of the GWG for each Team should provide technical assistance related to gender analysis and other gender-related issues to the Team and can disseminate information that is learned from the other members of the GWG. An advantage of this approach is that a GWG comprised of US Direct Hires and FSNs can provide some continuity over time in the approach to gender integration as the USDH staff rotate out. In addition, this arrangement can relieve some of the burden from the Mission Gender Advisor, who in many Missions is seen as the only person who is held accountable for handling gender issues. It also insures that some level of gender expertise is spread across Teams. Setting up a cross-cutting WG like this one can be a challenge in smaller Missions.

### **Recommendation**

*USAID/Macedonia should consider the feasibility of establishing a Mission GWG given the benefits that such a group can bring. This option may be particularly useful if it is not possible to expand the responsibilities of the Mission Gender Advisor.*

## **E. Integrate the Results of this Assessment in the AO Statements in the Strategy and use the Information to Inform Gender Analysis at the Activity Level as Well**

The basic findings and results from this assessment should be integrated throughout the discussions of the various AOs in the strategy document. (Some Missions have appended the gender assessment as an Annex to their Strategy document only but this does not demonstrate that the issues that have been raised have been incorporated into the basic thinking about each AO.) The information in the assessment should also prove to be useful when new activities are designed and portions of the text can be used for the gender analyses at that level. Other very useful documents in conducting activity level gender analyses include general assessments that have been conducted by other donors or NGOs. For example, the GoM is currently working on the next CEDAW Report and some of the leading women's NGOs are doing a comprehensive gender assessment of all of the areas covered by CEDAW. These documents are likely to be extremely helpful for the Mission.

### **Recommendation**

*Integrate the information in this assessment throughout the AO statements in the Mission's strategy document and use the information when conducting activity level gender analysis as well.*

## **F. Increase Efforts to “Tell the Story” of How the Mission Supports Gender Equality**

President Obama's Administration (and especially Secretary Clinton) is very serious about integrating gender into USAID programming and promoting gender equality in other ways as well. Over the past year, there has been a dramatic increase in the number of activities and initiatives that either focus on gender or include a gender component. There has also been an increase in the number of data calls related to gender, as well as continued requests for information about good practices related to gender in programming. Over the next few years, USAID will most likely to continue to see high levels of interest in gender, with an increased focus on being able to demonstrate that funding is being spent in support of increased gender equality (and combating gender-based violence more specifically) and that concrete results are being achieved.

## **Recommendation**

*The Mission should track and publicize program results that contribute to gender equality.* There are numerous ways that this could be done. For example, the Mission Gender Advisor could serve as the focal point for collecting this information and COTRs could be asked to send her good examples of such materials. In terms of dissemination, the new USAID Administrator has established a blog and Missions are encouraged to submit examples of good practices and successful results. The E&E Bureau Gender Advisor also serves as a central point of contact for the Bureau on gender and she would be happy to receive and circulate good examples of gender integration and program results that promote gender equality. She can also ensure that such success stories are captured in publications like the Democracy, Governance and Social Transition (DGST) Office's weekly digest of news and the Bureau's submissions for the Administrator's weekly. The Bureau Gender Advisor is also a member of almost all of the Agency working groups that deal with gender issues and as such, she is well-positioned to pass on success stories and good practices from Missions.

## **G. Strengthen the Language Related to Gender in Activity Approval Documents (AADs)**

In the context of this assessment, the consultant asked all COTRs/AOTRs of Mission activities to complete a brief questionnaire which asked them to describe the AAD gender language for their activity, among other things. Examination of the responses revealed that some gender language was typically included and that the content of this language was fairly consistent across activities. The language appeared to be based on a template, perhaps modeled on suggested language that was included in the prior gender assessment. The AADs that were examined typically included statements that the implementer should address gender issues, assure that men and women are able to participate equally in activities or trainings, and provide sex disaggregated data. Very few provided any gender analysis as part of the AAD language. The revisions to the ADS that were recently completed include the requirement (in Section 201.3.11.6) that AADs must include a description of the conclusions of the (required) gender analyses that were carried during the project design process, unless it has been determined that gender is not a significant issue. Thus, a simple statement saying that gender will be addressed by the implementer in various ways would not be considered sufficient.

## **Recommendation**

*USAID/Macedonia should strengthen the language related to gender and gender analysis in AADs.* Specifically, although the elements that are included in the current template that Mission staff are using are appropriate and should be retained, the AAD must also include the results of the gender analysis that was carried out by the Mission. The amount of information that is included vis a vis gender in these documents need not be burdensome, but the main gender issues that have relevance for the activity that is being approved should be described, as should the general approach that will be undertaken to address these issues. USAID/Macedonia should also build in some form of monitoring of these documents to make sure that this is being done. For example, the Mission Gender Advisor could be asked to examine AADs for adherence to this requirement and to be part of the AAD clearance process, or the Program Office could be explicitly requested to do the same.

## H. Include Clear Expectations Regarding Gender Integration in all Scopes of Work in RFPs, RFAs, Etc. as Required by the ADS

The best way to ensure that grantees and contractors address the gender issues that were identified by the Mission in the course of the activity design process is to include explicit statements about the gender issues that organizations that respond to RFPs, RFAs, RFTOPs, etc. are expected to address in their program. (The ADS also now includes this as a USAID responsibility.) This should not be difficult once the activity-level gender analysis has been done because the design team can use much of the same language in the call for proposals. In practice, many scopes of work include vague language asking organizations that submit proposals to “address gender issues”. Relying on this type of language risks leaving the precise way that programs will address gender undefined at the outset of the program and in the case of grants and cooperative agreements, may leave USAID in the position of having a limited ability to intervene if gender issues are not properly integrated or addressed as the program unfolds.

### Recommendation

*Include explicit language regarding what gender issues are to be addressed in all SOWs that are included in RFAs, RFPs, RFTOPs, APSs, etc. This language should be based on the gender analyses that were done at the activity design stage. Those who are submitting proposals to USAID should be encouraged to identify and address other gender issues as appropriate.*

## I. Establish Clear and Multiple Evaluation/Selection Criteria Related to Gender for Solicitations

In the SOW, the consultant was asked to identify gender issues that could be included in the technical evaluation/selection criteria for future solicitations. To a large extent, the technical information that is evaluated as part of the selection process should depend on the gender analysis that is conducted at the activity level in the context of the activity design. The information that is contained in this assessment can help to inform those analyses and should be relied upon where it is relevant. However, the gender issues to be addressed in the activity itself should not comprise the only evaluation/selection criterion that refers to gender. The intent of the ADS in relation to proposal evaluation is to integrate gender across the various evaluation criteria, rather than relying on one selection factor alone that refers to the issues that were identified during the gender analysis.

### Recommendation

*The Mission should establish clear and multiple evaluation/selection criteria related to gender for solicitations. Proposals should be evaluated for attention to the gender issues that were identified during the process of gender analysis (these will of course vary for each activity). However, gender should also be mainstreamed throughout the evaluation technical criteria. Some things the Mission could look for include the following:*

- In terms of the technical approach to the gender issues that were identified, look for:<sup>46</sup>

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<sup>46</sup> This information was adapted from materials that were prepared for the E&E Bureau’s recent training on gender integration by Susan Somach and is similar to material she has provided in past gender assessments.

- Gender-relevant research, background analysis, or assessments, and consultations with women’s advocates working in the sector and with female and male customers as part of the activity’s concept development process;
- Gender analysis as part of the activity design, and as a routine part of any planned procurement actions (i.e., subcontracts, SOWs for consultants);
- Appropriate level of articulation of planned activities designed to address the gender issues that were identified by the Mission;
- Gender-equitable participation in different aspects of the activity;
- Sex-disaggregated data for indicators and targets;
- Gender criteria in planned evaluations of the project’s progress and impact.

For staff qualifications look for:

- Key personnel who have demonstrated sectoral and gender analysis skills and/or experience;
- Position descriptions, including for leadership positions that explicitly require expertise in gender among US- and field-based staff.

For institutional capacity look for:

- Demonstrated institutional commitment to gender issues in previous contracts, cooperative agreements or grants;
- Gender equitable institutional policies and mission statements, including equal opportunity employment practices, commitment to hiring and retention of both female and male staff, and sexual harassment policies;

Publications on gender issues;

- Experience in participatory methodologies, working with diverse constituencies, and ensuring stakeholder participation;
- Undertaking gender training for staff, collaborating partners and in country associates.

## **J. Results Frameworks and the PMP Should Include Gender-Sensitive Indicators and Sex-Disaggregated Data**

The ADS requires that in cases where gender analysis suggests that gender issues are important, gender-sensitive indicators should be established and data should be disaggregated. Generally, projects that are funded by USAID/Macedonia do collect some sex-disaggregated data, especially OP-type data such as numbers of people trained, or numbers of men and women who attend meetings. However, these data are limited in scope and tend to reflect simple outputs. Although implementers often collect a great deal of data beyond what is required for the OP, they do not always disaggregate these data or collect data on gender sensitive indicators.

### **Recommendation**

*USAID/Macedonia should ensure that gender-sensitive indicators are included in the Results Framework and should request that implementers routinely disaggregate all data including data related to process, outcomes and impact, if possible. Implementers should be asked to develop gender-sensitive indicators on the*

project level where gender analysis suggests they are needed and where such information would be informative about the ways in which men and women are differently impacted by the project.

## **K. Review Unsolicited Proposals for Gender**

The ADS requirements related to gender do not mention unsolicited proposals. Nevertheless, integrating gender into such proposals if they are to be funded is good practice and consistent with the Administration's focus on gender. In some cases, this may not be possible (for example, if the proposal will be funded as a PIO grant and the Mission has no control over content). But, in most cases, unsolicited proposals go through a period of revision before they are finalized.

### **Recommendation**

*In those cases where it is feasible to do so, require that gender be integrated into unsolicited proposals before agreeing to fund them.*

## **IV. KEY RECOMMENDATIONS RELATED TO AOS/IRS**

### **A. Over-arching Recommendations**

- As part of the project design phase, consult with men and women to ensure that they will have equal access to the project and that they do not foresee any unanticipated consequences of the project for gender equality: Prior to initiating any new activities, consult with both men and women of all ethnicities to make sure that the unique perspectives and priorities of both sexes are addressed. Do so in a format that allows both men and women to not only participate but to participate actively. Inquire about unique barriers that may prevent men or women from having equal access to the program or realizing equal outcomes from their participation. Ask participants if they foresee any unexpected outcomes as a result of the project.
- As part of this process, seek to ascertain whether gender balance in participation is likely to be achieved without any proactive intervention. If not, build affirmative actions into the program design. This issue is especially important in relation to women from particularly disadvantaged groups.
- Collect sex-disaggregated data and support research on gender issues whenever possible: Macedonia suffers from a dearth of sex-disaggregated data (which is not uncommon in the region) and it is very difficult to find good (or any) statistics on many key issues. This situation makes it more difficult to conduct adequate gender analysis at either the strategic or the project levels. USAID should build collecting sex-disaggregated information into as many program designs as possible, or fund think tanks or researchers to conduct such analyses. If possible, data should also be disaggregated by ethnicity because not all ethnic groups respond equally to the same interventions and it will be important to be able to track what worked well and what didn't for each sub-group. Such sex and ethnicity disaggregated data would need to go significantly beyond that which is required in the way of standard indicators for the annual OPs. Not only would this information serve as a useful baseline for eventual program evaluations, but it would serve to highlight key areas for future programming or areas that could be addressed under existing sub-granting mechanisms within ongoing programs.

- Where possible, build in activities that address the priorities outlined in the Government of Macedonia's Action Plan on Gender Equality and consult with civil society organizations in the process: Even though USAID does not plan to fund a stand-alone program on gender, it could nevertheless assist the GoM in meeting its obligations to women and reaching the standards outlined by the EU for gender equality by including activities that address some of the key issues outlined in this document. Although some of the major focus areas outlined in the Action Plan are not areas in which USAID plans to work, the Plan does highlight issues in DG, EG and Education, all of which are covered in the Mission's portfolio. Prior to making a decision about which priorities in the Action Plan could be addressed by USAID programming, the Mission should consult with the most active women's NGOs to be sure that civil society agrees that these are key issues. In some cases, opinions appear to diverge between what civil society and the GoM view as important and it would be most useful if USAID could address issues that are seen as priorities by both. Some civil society organizations are resentful of donor activities that they feel ignore or contradict their earlier efforts, or do not reflect what they see as important issues.
- Across the board (and especially in programming seeking to involve women from more traditional backgrounds), build features into projects that will address constraints on women's ability to participate due to their family role and responsibilities. Particular barriers are likely to include the attitude of husbands or other male family members and child care responsibilities. Projects should consider how to address these issues so that women are free to participate (e.g., by providing childcare and encouraging women to bring their children to trainings or meetings, by inviting husbands and wives to participate together even in projects primarily targeted to women, etc.). If husbands are included, however, care will need to be taken to structure the event in such a way that men do not dominate their wives or prevent them from participating. One solution may be to have "plenary" sessions that husbands and wives both attend and "break-out sessions" in which they are separated. A focus on child care issues could also come up in many different ways in USAID's programming. For example, women could be given vouchers for child care so that they can attend workshops and trainings associated with various USAID programs and at the same time, entrepreneurs could be encouraged to start up businesses that focus on providing child care.
- Increase male involvement overall in projects addressing gender inequalities: Many of the activities that the consultant heard about in the course of the assessment that were designed to address gender inequalities or "women's issues" focused exclusively on women as participants. This was the case even in areas where achieving positive outcomes for women is heavily dependent on changing attitudes among men (e.g., programs addressing domestic violence, attempts to combat family voting). It is very important that any such programs also find a way to involve men and in addressing issues where the behavior of men is crucial to outcomes for women, they should be aggressively targeted as participants.
- Seek funding for work on gender issues from available sources in USAID/DC or State: In the recent past, funding to work on gender issues has not been readily available. However, in 2008, The Development Grants Program (DGP) was created. It aims to develop partnerships between USAID Missions, private voluntary organizations (PVOs) in the United States, and indigenous non-governmental organizations (NGOs). Several E&E Missions have successfully obtained funds to address gender issues in the EG and DG sectors through this mechanism. The Secretary of State's Office for Global Women's Issues (G/WI) also has a pool of funding available for activities that address gender equality (the information is available on their website). USAID/Macedonia could actively disseminate calls for proposals for this funding to the NGO

community.

- Keep the Department for Equal Opportunities informed of any work USAID is doing related to gender so that they are able to accurately track and report on all efforts to increase gender equality in the country.

## **B. Recommendations for the Democracy AO and IRs**

### **Working with Parliament**

- Work with the Women's Parliamentary Club to identify issues that MPs of the ruling and opposition parties can agree on: These may be the only issues that the Club can truly gain traction on, but they will be difficult to identify. Efforts to do so can be part of a broader effort to foster engagement and create alliances across party lines in the Club.
- Work to raise awareness and capacity related to gender issues of female MPs from the ruling party: Due to the success of the quota law, more than 30% of MPs are female yet given the nature of the ruling party, many of these women are not well-versed in issues related to gender equality and do not actively seek to advance the status of women in Macedonia. Women MPs may need to be empowered to overcome gender-based barriers in bringing issues forward to political leadership. The next President of the Women's Parliamentary Club will be from the ruling party and if outreach efforts to her are successful, she may be a key ally in the effort to reach other female MPs.
- Invite male MPs to workshops or trainings on gender issues offered as part of USAID's program: The ultimate responsibility for insuring that there is attention focused on gender equality and "women's issues" should not fall solely on women MPs. Male MPs also need to be sensitized to these issues and because they are still the majority in Parliament, the support of men is necessary for the successful pursuit of a gender-responsive agenda. Several individuals who were interviewed were of the opinion that NDI has the "convening power" that would facilitate participation of both women and men of in such events.
- If possible, work with and strengthen the Parliamentary Commission on Gender Equality: If this can be done within the scope of USAID's programming, it would be useful to work with this group. They are responsible for over-seeing implementation of the Law on Equal opportunities and for reviewing all legislation for attention to gender equality but nearly all agree that they are not functioning properly. This may be a matter of political will but it could also reflect a lack of capacity in gender analysis (although the current President of this Commission is familiar with gender issues). In a "watch dog" capacity, media groups could also focus on this Commission and bring some pressure to bear, in conjunction with civil society groups.
- Organize Parliamentary hearings on gender issues to increase awareness of and attention to gender issues and mechanisms for gender equality. This may be difficult in the current environment but should be promoted if possible.
- Foster alliances between MPs and civil society in the area of gender equality. These relationships have weakened considerably in the past few years. Although the political climate makes this a more challenging endeavor, some "outside" intervention might help facilitate the process.

## Civil society/media

- **Engage in coalition building of civil society organizations working on gender equality issues: USAID should support coalition-building activities that enhance the effectiveness and influence of civil society groups that focus on gender issues and minority groups, and create new avenues for cooperation instead of competition.** Acting as a coalition is likely to increasingly be seen as a pre-requisite for accessing certain types of funds and women's NGOs currently do not collaborate well. In addition to coalitions working on gender issues, coalitions of civil society organizations working on behalf of especially disadvantaged groups (e.g., PWDs, Roma) may also achieve greater impact than NGOs working alone.
- **Explicitly support some women's NGOs and those that focus on especially disadvantaged groups in the new civil society program:** There are some strong women's NGOs that should be supported under the new civil society program. The Mission could conduct a brief mapping exercise of these groups to determine which are the strongest and which work in areas that complement the other issues that will be addressed across the USAID portfolio. For example, there are several strong Roma women's groups that work on education. If possible, the Mission should encourage women's NGOs that focus on economic issues or conduct economic analyses, because these seem to be scarce and there is a need for more information of this type.
  - **Advocacy and civic education campaigns conducted by the media and NGOs:** Advocacy and civic education campaigns related to gender issues could be launched to raise public awareness of gender issues and to publicize positive steps that the GoM is taking in this area. A very commonly voiced concern among those interviewed for this report is that many women are unaware of their rights in numerous areas related to gender, and that this is especially so among those who live in rural areas. Some considered this to be among the most pressing gender issues that remain to be addressed. Many also expressed optimism that such campaigns could work, citing shifts in public opinion on women's political participation and DV after intensive media campaigns.
  - **Include a focus on gender in watch-dog activities supported under the civil society and media programs:** To the extent possible given the current political situation in Macedonia, USAID should include gender issues in programming designed to support "watch dog" activities that advance the public interest. Numerous laws and Action Plans related to gender have been passed by the government in the past few years. There is substantial concern about the funding for and successful implementation of these policies. Advancing gender equality in Macedonia would be fostered by supporting civil society and the media in monitoring and reporting on GoM progress in implementing these new laws, especially since the public is unlikely to be aware of these developments. For example, "watch dogs" could monitor whether the Law on Equal Opportunities is enforced and whether women can and do utilize the legislation to protect their rights.
  - **Ensure that any programming related to investigative journalism includes a focus on some issues that more often impact women than men:** If the new USAID media program includes a focus on Investigative reporting, the Mission should insure that this program includes a focus on some issues that more often impact women.

## Local governance

- **Conduct a baseline survey on what social services (and other issues) are seen as most important by men and women in the locations where the USAID local governance program will operate.** Occasionally, in the context of a gender budgeting project, local municipalities collect data on the priorities of men and women in terms of local services, but many communities do not do so. Often, such surveys reveal that men and women (and often, members of different ethnic groups) have different priorities. For example, several years ago, UNIFEM conducted such a survey in Bitola and Tetovo as part of an activity funded by the Embassy of the Netherlands. They discovered that women were more interested in playgrounds, kindergartens, schools, and streetlights for safety but men were more interested in improving the infrastructure and roads. Such differences are not uncommon.
- **Baseline data gathering methods should be equitable:** Methods for gathering citizen input should be equitable and designed to insure that whatever mechanisms are established for soliciting such input work equally well for men and women (e.g., are scheduled at a time of day that is not a barrier for either sex, do not involve technologies that advantage one sex over the other, are not impossible for women to attend because of childcare or other home duties, etc.).
- **Work with local governments to provide services that reflect the priorities of both men and women, and of different ethnic groups.** Focusing only on infrastructure, for example, is likely to be more important to men. Making the construction process easier could be of interest to both men and women, depending on what will be constructed.
- **Citizen outreach efforts at the local level may need to be tailored somewhat different for women and men:** Efforts to reach out to citizens and increase their participation in local governments should be sure to specifically include women. This may require designing methods to reach women (especially of some ethnic groups) that are different from those designed to reach men as women are less used to speaking up, especially in rural areas. Women also have many different claims on their time and participation in issues of local governance may require a mechanism that creates some free time for them.

All of the Mayors in Macedonia are currently men, although there are some women on the local Councils. Accordingly, USAID programming related to citizen outreach or constituency building should take pains to insure that mechanisms are established that allow women not only to participate but to do so at high levels and to ensure that their input is taken seriously in decisions regarding community priorities, projects, budgeting, etc. USAID should investigate working with the local Commissions for Equal Opportunities if these are operational in the communities that will be the focus of the local governance activity.<sup>47</sup>

## Rule of Law

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<sup>47</sup> Numerous donors and NGOs have been working over the past few years to establish these Commissions and to provide various forms of training and technical assistance so USAID would probably not need to focus on providing TA to these groups. However, since these are the local entities that are legally responsible for gender issues in their communities, USAID should assess whether there are any ways to involve them in programming in order to make sure that its local governance program contributes to gender equality.

- **Assess the efficiency of the courts with respect to DV:** As was mentioned above, there was a great divergence of opinion as to whether DV cases are handed efficiently in the courts. DV is a pressing issue for women overall and the speed with which court cases can be initiated and carried out will be of vital importance to individual victims. If it is determined that these cases are processed inefficiently, the Mission could focus some of their RoL work on addressing this issue.
- **Insure that efforts to improve the transparency of the court system involve methods that work for both men and women:** Relying exclusively on computer and internet-based methods is likely to leave out more women than men, especially older and rural women. Auxiliary efforts may be needed to reach these groups.
- **If applicable under the new RoL design, provide female citizens with information about their rights under the law, and with increased understanding of how the system works:** This is especially important with respect to the rights outlined in the Law on Equal Opportunities and other laws that address facets of gender equality. Many women (and men) are unaware of these rights or of how to obtain justice if their rights are violated. Women from ethnic minority groups are especially likely to be unaware of their rights, of the content of laws, and of how to access justice.
- **If applicable under the new RoL design, include training of judges on gender equality issues:** The consultant was told that the majority of judges (in courts other than the Supreme Court) are female. However, being female does not guarantee gender sensitivity. There is some training on domestic violence available to judges via the Academy of Judges, but there is room for more training and we were told that many judges would be interested in this. Potential issues to be covered include general awareness of gender equality issues, sexual or ethnic discrimination cases (although allowable under the Law for Equal Opportunities, these are very uncommon), sexual harassment, etc.

## C. Recommendations for the Education AO and IRs

### Education

The USAID/Macedonia education programs, and in particular, the Roma Education Program, have focused attention specifically on girls in some areas in their past work. Given that the new programs will likely resemble the old in many ways, some of the following suggestions will be aligned with past efforts.

- **Continue to focus on Increasing the likelihood that girls will choose to pursue studies in non-traditionally “female” fields of study, including math, science and technology:** Females are significantly under-represented in these areas. More concerted efforts in this direction could include:
  - Science and technology camps for girls,
  - Support for or initiation of government policies or programs that support technical training for girls,
  - Trainings and classes designed to address psychological rather than technical issues such as girls’ lack of confidence concerning their skills in these areas, gender stereotypes that depict these fields as areas in which females generally do not do well, and testing anxiety related to these subjects,

- Addressing teachers and parents' stereotypes concerning what girls and boys do well as these have a big impact on the choices that students make,
  - Arranging science and technology fairs or other competitions for girls,
  - Promoting ICT as a field to girls and establishing internships or other mechanisms for furthering their skills and interest in this area. (Schools should be well-positioned to do this given past USAID efforts to integrate computer and internet access into classrooms).
- **Continue to work with parents of ethnic minority students to raise awareness of the value of education as a fundamental underpinning of social inclusion and of their rights and responsibilities vis a vis their children's education.**
  - **Develop as systemic an approach as possible to the education of Roma and other ethnic minority girls, who face multiple barriers to their education.** The barriers to girls' education at this point are relatively well-known but form a complex and multi-faceted system. In continuing to work on this issue, USAID should seek to identify and proactively assess as many of these barriers as possible, including group values and traditions that oppose girls' education, parents' fears about safety, lack of available pre-school or kindergarten opportunities, girls' responsibilities in the home, sexual harassment at school, girls' experience of domestic violence in the home, the amount of free time they have, etc. Special initiatives may need to be designed to address some of these issues.
  - **Foster an inclusive orientation and mentality in schools overall:** USAID may orient their upcoming education program along these lines and doing so would should greatly benefit Romani and other ethnic minority students as well as instill increased values of tolerance in all students. Some Roma NGOs feel that programs that target Roma as a group serve to increase, rather than decrease, attention to their status as excluded minorities. An "inclusive education" orientation could diminish this; however, special initiatives focusing on Romani students (as discussed above) may still be necessary to insure that they achieve equal outcomes with other students since they are starting from a point of such extreme disadvantage.
  - **Collect and track sex-disaggregated outcome data related to all phases and activities of the next Roma education (or inclusive education) project so that USAID successes in promoting gender equality are well-documented.** These data should include at a minimum, the number of male and female students who participated in or dropped out of each phase of the project, the types of assistance boys and girls were most likely to need, strategies that were successful in raising parents' awareness of girls' need for education, etc.

## Workforce development

- **Conduct an initial gender analysis to reveal gender-based patterns in vocational training among the populations to be targeted by the new workforce development program:** For example, collect information on how many males and females are enrolled in vocational schools, what fields of study they choose and whether these choices tend to be sex-linked, examine whether the fields males and females choose are higher or lower paid, ascertain whether employers are equally interested in hiring people with the skills that males and females typically gain, collect information related to whether there is an over-supply of potential workers in some sex-linked occupations, etc.

- **Develop programs that remove explicit and implicit barriers to the participation of both women and men in non-traditional sectors**, including by utilizing targeted recruitment, training and support for initiatives to bring women into these fields. Don't train all the girls to be hair-dressers and nurses, and all the boys to be carpenters and construction workers.
- **Work with employers, VET School staff and Employment Services Agency staff to counter gender and ethnic stereotypes so that ethnic minority and female trainees do not experience discrimination in hiring or on the job:** Given a choice of trainees, many employers will choose those from higher status or ethnic majority groups or a person who fits the gender stereotypes about the typical worker in that field. Additionally, if times are hard and employees need to be let go, women and minorities are often the first to be laid off. Employers participating in the workforce development project should also be made aware of the laws regarding equal opportunities and non-discrimination in the work place.
- **Design specific measures to engage female youth who are currently inactive in the labor market:** Large segments of female youth are inactive in the labor market, especially among ethnic minority groups and in rural areas. Many of these women are not used to proactively seeking out job opportunities or vocational trainings. Special provisions will likely be needed to locate and identify these women and bring them into the program. Doing so successfully will entail an understanding of why they are inactive and what measures might work best to encourage them to enter the labor market. Implementing the project in some of the regions where inactive women live will be helpful but not sufficient to insure their participation.
- **During mapping of potential partners at the local level, be sure to identify those who have experience working with female youth and with minority group members:** Such partners could greatly enhance the success of efforts to locate and engage with out of work and out of school youth and those facing especially strong barriers to employment because of traditional cultural beliefs.
- **Locate and engage female-owned and female-managed businesses to participate in public-private partnerships, mentorships, internship sites, etc., so that female and male trainees are exposed to strong female role models as they think about and plan their own careers:** Since the vast majority of upper level decision-makers in Macedonian companies and businesses are men, this will require targeted outreach efforts.
- **Create contingency plans for remedial training in basic, crucial skills for participants with the lowest skill levels:** For example, female youth from ethnic minority groups are especially likely to have very low levels of education, lack computer skills, lack familiarity with the internet, etc. Before individual career plans can be developed, these gaps may need to be addressed.

## D. Recommendations for the Economic Growth AO and IRs

### Support to the private sector

- **Design entrepreneurship programs specifically to address barriers faced by women who wish to start up or expand their businesses:** Any EG program focused on promoting entrepreneurship should explicitly have a gender aspect (although not necessarily a separate "women's entrepreneurship program") and should insure equal outcomes for women and men,

even if this involves developing somewhat disparate activities that are designed to address the unique barriers that each sex faces in addition to the barriers that are common to both sexes. Issues that should be considered include:

- The most common barrier for women in business is the difficulty inherent in juggling work and heavy family responsibilities. Thus, aside from facilitating access to credit or training for women entrepreneurs, programs may need to provide auxiliary services like provision of child care services, flexible hours, ability to work from home, tele-working opportunities, etc.
  - Many entrepreneurs of both sexes tend to plan businesses that align with traditional notions of what is “women’s” versus “men’s work”. Prospective entrepreneurs should be encouraged to think outside of these stereotypes, particularly in terms of starting up businesses that have been identified in sectors which are more likely to be successful and may be more lucrative. Women should be especially encouraged to seek business opportunities in areas where market assessments suggest a high level of need, even if these areas are typically dominated by men.
  - If a husband and wife participate together in any program designed to start up or expand a business, it should be mandatory that both of their names appear on any titles of ownership or other documents and that methods are created to insure that proceeds from the business are shared.
  - Women entrepreneurs are much more likely to succeed if they have the support of their husbands. Efforts may need to be made within any such programs to insure that the businesses that are supported are seen as benefitting the entire family, and/or that program efforts are directing toward assuring husbands’ support. However, care should also be taken to ensure that any women’s businesses that are supported are not owned by women in name only, while actually being managed by their husbands.
  - Any business training packages that are developed should include modules on equal employment opportunities and sexual harassment.
  - In addition to access to credit and assistance with developing a business plan, women may be especially likely to need auxiliary services such as training in business management, marketing, financial management and budgeting, dealing with government offices, etc.). Business support service providers should be trained to look for gender-based needs such as these.
  - Competitions or awards for best business proposals from women or new business start-ups could be an incentive for women trainees and could serve as a confidence-boosting tool for women more generally.
- **Build in ways to monitor and evaluate whether targeting women in EG programs is successful at each step of the way:** It is not uncommon for programs to have a stated goal of targeting women entrepreneurs. In some cases, specific quotas are set for the number of women entrepreneurs to be supported by a program. In many cases, however, these targets are not met and the data that has been collected is insufficient to reveal why this is the case. EG programs that target women as participants in micro-enterprise, SME, or lending programs (among others) should specify how many women they hope to support and should then systematically design procedures and collect data to ensure that this goal is facilitated at each step of the project (e.g., in the initial design, in the way that outreach materials are crafted and disseminated, via proactive efforts to reach women, by tracking the numbers of women who express interest in the program, complete the training process, actually open a business, etc.) Data such as this would provide a rich source of information about where further interventions are needed should the program fail to meet its targets.

- **Assist the Employment Service Agency to better target women in active labor market programs if this Agency is a partner in future USAID programming:** The GoM's active labor market programs over the past few years have had very mixed success in terms of targeting women. The *Gender-budget Analysis of Social Protection and Active Employment Policies in the Republic of Macedonia* provides some excellent suggestions for areas in which improvements could be made.
- **Tailor sources of credit to women's needs:**
  - A majority of property and land in Macedonia is owned by men. Accordingly, programs focusing on entrepreneurship will need to include innovative ways to advance credit to women who do not own property to offer as collateral. There are numerous ways that this could be approached, including by establishing a guarantee fund, working with banks to grant women better terms on loans, allowing other forms of collateral (e.g., using co-signers instead of collateral), lending to collectives, etc.
  - Work on establishing sources of credit through which women can get longer-term loans.
  - In any activities that involve the provision of credit or loans, collect detailed sex disaggregated data. In Macedonia, there is currently a lack of such data related to interest in obtaining credit, applications for loans, loan repayment rates, etc.
- **Avoid unintended consequences of economic empowerment programs for women:** Overall, care must be taken in programs that economically empower women to avoid unintended consequences. For example, there has been evidence that some programs that have led to the economic empowerment of women in various countries have inadvertently also led to an increase in family violence, as men react to perceived threats to their male gender role. Building in activities designed to increase husbands' support for women's economic empowerment may help defuse the possibility of this unintended outcome. Programs that support women in starting a business can also have the unintended effect of significantly increasing women's workload because the additional time required to run a business is not be accompanied by a reduction of time dedicated to home duties.
- **Actively support the development of more women managers:** If possible within the scope of new EG programs, focus on helping to develop a cadre of women business managers. In addition to being provided with soft skills training, women may also need to be empowered to proactively seek promotion to the managerial level. If there are strong women's business associations, these may be useful partners and may be able to identify trainers and mentors for women wishing to enter management.
- **Support women in the agribusiness sector:** Although large numbers of women in Macedonia labor in the agriculture sector, they are unlikely to own the land on which they work, and are less likely to own agribusinesses as compared to men.<sup>48</sup> Rural women in Macedonia are also considered to have low decision-making power in terms of household financing and budget issues.
  - Before initiating new activities in the agribusiness sector, USAID should undertake research to examine gender differences in agribusiness – how many men versus women

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<sup>48</sup> These "facts" were reported by multiple interviewees, but more precise sex-disaggregated data on the agriculture sector could not be located.

- own such businesses, who works in them, unique barriers for women that make it less likely that they will own or manage an agribusiness, etc.
- Programs designed to expand the agribusiness sector or increase its profitability should be designed in a manner that insures that women do not shoulder a disproportionate amount of the labor while reaping little of the financial benefit from such programs.
  - A conscious effort should be made to support agribusinesses (including via marketing campaigns) in sectors that are more likely to be owned/managed by women, if they exist.
  - Any training that is provided in conjunction with the agribusiness program should include both male and female trainers so that women trainees are provided with strong female role models.
  - Implementers should seek to avoid pre-conditions for participating in agri-business programs that would inherently rule out women participants (e.g., the participant must own the land).

### **Business-enabling environment**

- **Conduct analysis to ensure that business enabling practices or regulations do not inadvertently disadvantage women:** When working on regulations or other activities designed to create a more business-enabling environment, USAID should conduct gender and social impact analysis so as to ensure that business regulations or practices do not inadvertently disadvantage women by, for example, requiring additional (or higher) taxes, surcharges or licensing fees in sectors in which they are more likely to work; making it hard for them to get credit; excluding women from regulatory and inspection functions; etc.
- **Ensure that energy efficiency is increased in systems and infrastructure that are important to both women and men:** This may require conducting an initial assessment of the priorities of both women and men before the project is finalized.
- **Train women as well as men to retro-fit structures so as to make them more energy efficient:** Any training in “green technologies” should include women as well as men.
- Since this area may be seen as linked to construction and other occupations that are traditionally “male”, this may require specific outreach to attract female trainees.
- **If energy reform increases prices, conduct outreach efforts to make sure that women are aware of and access any social assistance that is available as a result:** As was noted earlier in this paper, the MoLSP determined that women are under-represented among the recipients of social assistance as compared to men. The exact reasons for this are not known, but it suggests that care must be taken to insure that any new forms of assistance reach women in an equitable manner.
- **Make sure that both male and female GoM officials and staff are trained in any capacity development programming carried out under this IR.**

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## VI. ANNEXES

### Annex A: Scope of Work

**USAID/Macedonia**  
**Scope of Work (SOW)**  
**Gender Assessment for new Strategic Plan 2011 – 2015**  
**Final 5-11-10**

#### **I. Background**

USAID/Macedonia's Strategy Statement (2007 – 2012) and the latest extension strategy (2008) have guided the Mission's program successfully the past four years. However, both strategies were written and implemented under quite different assumptions than currently exist. The strategy statement had as a core assumption that the last year of funding would be in 2010, with a close-out in 2012. The extension strategy expanded upon the previous objectives with an underlying assumption budget levels would be at a very low level (averaging around \$10 million per year) throughout the extension period. However, currently the planned last year of funding for USAID/Macedonia will be at least 2014, with budget levels approaching \$20 million per year.

This new reality, coupled with the economic and political changes over the few last years, has led the Mission to conclude that a new strategy is needed. USAID is developing a new strategic plan for the five-year period (2011 to 2015) that will build on USAID's accomplishments over the past two decades, and will incorporate findings and lessons learned from numerous assessments and evaluations, as well as those captured in annual Portfolio Reviews. The Strategic Plan follows USAID strategic planning guidance as articulated in the Automated Directives System (ADS Series 200), and it will focus on Assistance Objectives that are in line with the E&E Bureau Strategic Framework and guidance provided by USAID/E&E/Washington, including input from State. The Mission also consulted widely and frequently with its partners in the Government of Macedonia (GOM) and with other donors and organizations active in Macedonia's development.

The USAID Macedonia Country Strategic Plan (CSP) proposes a streamlined and integrated sustainable development program that builds on the current Transitional Strategy. The new program will be implemented through three assistance objectives (AOs):

1. Improved Democratic Processes;
2. Improved Basic Education for Career Development in Youth; and
3. Increased Job-Creating Private Sector Growth in Targeted Sectors.

*(For details of the AOs and Intermediate Results, please see the attached draft Strategic Plan 2011 – 2015 and associated results frameworks for each AO.)*

**Status of New Activities Under the Draft Strategy** – There is one new business environment activity under the Economic Growth (EG) AO that is currently in the procurement process. There are currently two projects in the design phase. The first is for entrepreneurship development under the Economic Growth (EG) AO and workforce development under the EG and Education AO. Furthermore, there are two additional projects that are in the early conceptual phase of design. The EG and Program offices will soon prepare draft concept papers for an agro-industry development and institutional capacity building activity that cuts across all AOs.

**Gender Analysis** – According to the newly revised ADS 201.3.9.3, USAID staff must conduct a mandatory gender analysis to inform strategic plans and assistance objectives, built around two key questions:

1. How will the different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision-making and different access to and control over resources and services) affect the work to be undertaken?
2. How will the anticipated results of the work affect women and men differently?

## **II. Objectives**

To produce a Gender Analysis on the draft Macedonia CSP 2011 – 2015 and on two proposed new activities which a) enable the Mission to satisfy Automated Data System (ADS) Chapter 201 requirements; b) provide guidance to future design teams for the new projects anticipated under the new Strategy; c) provide a basis for a future gender action plan should the mission choose to undertake one in the future; and d) build capacity generally among the technical staff in this area.

## **III. Deliverables**

### **Mission AO Level Deliverables:**

1) A Gender Analysis Report for the final Macedonia Strategic Plan 2011- 2015 that will serve as an Annex to the Strategy and a basis for a future gender action plan should the Mission choose to undertake one. The Mission would like the Gender Analysis report to include the following at the AO and IR levels:

- a. General observations and recommendations for each AO and IR that could be integrated into the concept papers, activity approval documents and scope of work/program description for future activities.
- b. Identification of gender issues that could be included in the technical evaluation/selection criteria for future solicitations.
- c. Suggest illustrative outcome and output level gender-sensitive indicators and sex-disaggregated data that should be considered by design teams.

The Mission would like a brief presentation to technical staff on the recommendations of the draft Gender Analysis before departure from Macedonia. The objective of the presentation is for select staff to be more capable of following through with the recommendations in the Gender Analysis.

### **Activity Level Deliverables:**

2) Two Gender Analyses on two draft new activity designs - Entrepreneurship and Workforce Development. (please see draft design documents attached)

Assist design team with analyses reports for each activity to include the following:

- a. General observations and recommendations for each draft design that could be integrated into the activity approval documents and scope of work/program description.
- b. Identification of gender issues that could be integrated into the technical evaluation/selection criteria for each project.
- c. Suggest illustrative outcome and output level gender-sensitive indicators and sex-disaggregated data that should be considered by design teams.
- d. If the gender analyses indicate that gender will likely not be an issue in the two currently planned activities, then the rationale for such a conclusion. stage

3) Mini-Gender Integration Workshop for Technical Staff - 1.5 hour duration addressing definitions, ADS requirements and project level planning. (The workshop will take place at the end of the first week or beginning of the second week depending on the TDY schedule and availability of staff.)

#### **IV. Proposed Approach**

- 1) Identify and review pertinent literature, including, but not limited to:
  - a. USAID Macedonia Strategic Plan 2011-2015 with associated results framework
  - b. Entrepreneurship Activity Concept paper
  - c. Draft Workforce Development activity design
  - d. Other relevant studies and assessments conducted by donors, NGOs, GOM, regional organizations, and the academic community if available.
- 2) Conduct a pre-arrival questionnaire of COTRs
- 3) Interview AO team leaders and select technical staff as necessary
- 4) Identify and interview representatives from GOM, selected key stakeholders, local gender experts, other donors, and implementing partners as necessary.

#### **V. Level of Effort and Timing**

The gender analysis will require approximately two weeks of effort (May 24 –June 4, 2010) in country and approximately 1 week after departure for finalizing the analysis report. It will require a team with one person from USAID/Washington, Cathy Cozzarelli, and two people from the Mission, Yasmeen Thomason, Program Office, and Melita Cokrevska, the Mission Gender Advisor. .

#### **Roles and Responsibilities:**

**Cathy Cozzarelli** will serve as the team leader responsible for reviewing resource documents, conducting the interviews, leading the mini-gender integration workshop and drafting the analysis.

**Yasmeen Thomason** will support Ms. Cozzarelli in all the activities above with the questionnaire; collection and review of resource documents; arranging the meetings and maintaining the schedule before arrival and during the TDY (primarily with office directors and COTRs in the Mission); managing logistics for the mini-workshop; and providing assistance in drafting the analysis.

**Melita Cokrevska** will facilitate introductions with contacts outside of the Mission, particularly with other bilateral and multilateral donors and GOM officials. She will also provide general support for and participation in the workshop, interviews and drafting the analysis.

## **Annex B: Schedule of Meetings**

**Visit of Cathy Cozzarelli – Social Science Analyst  
USAID/E&E/DGST  
May 25 – June 4, 2010**

### **Monday, May 24 is Official Holiday**

### **Tuesday, May 25, 2010**

10:00 – 12:00	Office Briefings, Multipurpose Room, U.S. Embassy
1:00 – 2:00	MASIT, Chamber of Commerce for ICT
14:15 – 15:30	Meeting with Daniela Dimitrievska Executive Director Office of the Macedonian Women’s Lobby Gender Task Force St. 11 Oktomvri 42a House of Humanitarian Activities Dare Dzambaz 2 <sup>nd</sup> floor office no. 60 Ph: 3231 933 3112 128 Email: <a href="mailto:ddimitrievska@mzl.org.mk">ddimitrievska@mzl.org.mk</a>
16:00 – 17:00	Meeting w/ Eleonora Zgonjani, FULM Credit Union 070 343 337

### **Wednesday, May 26, 2010**

09:00 – 10:15	Meeting with Djuner Nebiu NGO Antiko <a href="mailto:antiko@mt.net.mk">antiko@mt.net.mk</a>  Tale Hristov 1/9 000 Skopje, Macedonia Email: <a href="mailto:antiko@mt.net.mk">antiko@mt.net.mk</a> telephone: 389-2 – 2641-641
10:15 – 11:15	Meeting with Marija Savoska-Vasko Karajanov 2 NGO: Akcija Zdruzenska: Marija Savovska Mob. 070 272 942 e-mail: <a href="mailto:msavo@soros.org.mk">msavo@soros.org.mk</a>
14:00 – 15:00	Meeting with Slavica Grkovska (Parliament Building) President of the Women’s Club at the Parliament Cell phone: 070385584

15:00 – 16:00 Meeting with Cvetanka Ivanova (Parliament Building)  
MP and ex President of the Women’s Club at the Parliament;  
Cell phone 070383939

**Thursday, May 27, 2010**

10:00 – 11:00 Meeting with Ms. Snezana Andova  
Možnosti Savings House  
Bul. Jane Sandanski 111  
Tel: 2401 051

12:00 – 13:00 Meeting with Azbija Memedova, very active Roma activist, well aware  
about gender issues in general, and specifically for Roma.  
Tel.: 2638 800 Mob: 070 248 490  
Located at Topansko Pole, across Tinex Market, Building No. 9,  
Apartment No. 9 e-mail: [centar@t-home.mk](mailto:centar@t-home.mk)

14:00 – 15:00 Meeting with Judge Dimovska (basic Court II-floor III, room 10)  
Basic Court Skopje 2 (Civil Court)  
Cell phone: 075 240 664 (official)  
071 388 589 (private)

15:15 – 16:15 Meeting with Savka Todorovska  
President of the Union of Women’s Organizations in Macedonia  
(UWOM)  
“Vasil Gorgov” b.b. 1000 Skopje  
Tel: 3134390, 3220570  
Fax: 3238184  
[sozm@mt.net.mk](mailto:sozm@mt.net.mk)  
[www.sozm.org.mk](http://www.sozm.org.mk)

**Friday, May 28, 2010**

09:00 – 10:00 Meeting with Gordana Nestorovska, Director of the Macedonian  
Helsinki Committee - 070 388 258  
Tel. 3119 073  
St. Dame Gruev 8/5  
P.O. BOX 58, 1000, Skopje

14:00 – 14:45 Donor meeting with Ms. Ann-Marie Ali, UNDP Deputy Resident  
Representative, and, Ms. Aferdita Haxhijaha Imeri, Head of Social  
Inclusion, UNDP  
Location: UNDP Office, 8-ma Udarna Brigada 2, 1000, Skopje  
Tel: 3249 500

15:00 – 1600 Meeting with Jasminka Friscik  
Association for Emancipation, Solidarity and Equality of Women of  
R.Macedonia (ESE)

Maksim Gorki Street No.20, 1/4  
Skopje 1000

Tel: +389 2 3298 295  
Fax: +389 2 3211 453  
Cell: 070 254 256  
E-mail: [esem@unet.com.mk](mailto:esem@unet.com.mk),  
[humanrights@esem.org.mk](mailto:humanrights@esem.org.mk)  
[jasminkafriscik@esem.org.mk](mailto:jasminkafriscik@esem.org.mk)

**Monday, May 31, 2010**

Official Holiday, Memorial Day

**Tuesday, June 01, 2010**

10:00 – 11:00 Meeting with Dusica Perisic, Executive Director  
Association of USAID partner, Association of Local Self Government  
(ZELS)  
Mobile: 070351731  
Tel: 30 99 033  
St. Zenevska bb, 1000, Skopje

15:00 – 16:00 Meeting with Hanna Sands, OSCE  
Location: OSCE Office, 3<sup>rd</sup> floor  
11 Oktomvri str. 25, QBE Building  
Tel: 323 4000

**Wednesday, June 02, 2010**

08:30 – 10:00 Meeting with DAJA, Roma Women Organization  
Dilbera Kamberovska , President of Daja, and Marjan Mladenovski,  
Program Manager – they have their own translator  
St. Ivo Lola Ribar 46  
1300 Kumanovo  
Across restaurant Linka, two store building; you will see the DAJA logo  
on the building  
Tel: 031 413 662

11:00 – 12:00 Meeting with Beti Bakovska, Advisor Development Cooperation  
Embassy of the Kingdom of the Netherlands  
Leninova 69-71  
3109-250 ext. 215

3:00 – 4:00 Melita Cokrevska, USAID/Macedonia Gender Advisor and COTR for  
civil society and media activities

**Thursday, June 03, 2010**

10:00 – 10:30 Lela, USAID/Macedonia Education Advisor

12:00 – 13:00 Mtg. with Elena Grozdanovska, Ministry of Labor and Social Policy  
Location: IVth floor Conference Room of the Ministry

15:00 – 16:30 USAID Gender Workshop  
Location: Multipurpose Room

**Friday, June 04, 2010**

9:30 – 10:00 Natasha, USAID/Macedonia COTR for vocational training program

13:30 – 14:30 Out-Brief with Mission  
Location: Multipurpose Room, U.S. Embassy  
Control Officer: Yasmeen Thomason, JO Program Officer  
USAID Macedonia  
Samoilova 21, 1000 Skopje  
Tel: 389 2 310 2349  
Cell Phone: 389 72 204 637

## Annex C: Summary of ADS Sections Related to Gender Analysis

**Section 201.3.8 (Program Planning: Assistance Objective)** states that at the time of approval, an AO must incorporate the findings of all mandatory technical analyses and incorporate actions that will overcome any identified obstacles to achieving the AO. Proposed results or impact are to be gender-disaggregated as appropriate.

**Section 201.3.9.3 (Gender Analysis)** contains the meat of the requirements related to gender analysis and specifies that gender analysis must be conducted in developing strategic plans, AOs, and IRs. Conclusions of any gender analysis that is performed must be documented at the country strategic plan, AO, project, or activity approval stage. This section of the ADS specifies that if gender is not an issue in the achievement of AO results, this must be noted in the AO approval narrative or the project or activity stage with a brief statement of rationale. The key language is included below:

“In order to ensure that USAID assistance makes possible the optimal contribution to gender equality in developing strategic plans, AOs and IRs, Operating Units (OUs) must consider the following two questions:

- a. How will the different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision making and different access to and control over resources and services) affect the work to be undertaken?
- b. How will the anticipated results of the work affect women and men differently?

The purpose of the first question is to ensure that 1) the differences in the roles and status of women and men are examined, and 2) any inequalities or differences that will impede achieving program or project goals are addressed in the planned work design.

The second question calls for another level of analysis in which the anticipated programming results are: 1) fully examined regarding the possible different effects on women and men; and 2) the design is adjusted as necessary to ensure equitable and sustainable program or project impact (see **ADS 203.6.1**). For example, programming for women’s income generation may have the unintended consequence of domestic violence as access to resources shifts between men and women. This potential negative effect could be mitigated by engaging men to anticipate change and be more supportive of their partners. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship between and among men and women as well as the broader institutional and social structures that support them.”

**Section 201.3.11.6 (Project/Activity Planning Step 2: Conduct Project-Level Analyses, as Needed)** specifies that all projects and activities must address gender issues in a manner consistent with the findings of any analytical work performed during development of the Mission’s long-term plan (see Section 201.3.9.3 above) or for project or activity design. The conclusion of any gender analyses must be documented in the Activity Approval Document (AAD), unless it has been determined that gender is not a significant issue, in which case this must be stated in the AAD. In addition, the findings of any analytical work performed during the development of a project or activity design must be integrated into the Statement of Work/requirements definition or the Program Description when the project activity is to be implemented through an acquisition or assistance award. This ensures that when grantees or contractors carry out the projects or programs, the identified gender issues are not overlooked.

**Section 201.3.11.16 (Project/Activity Planning Step 12: Prepare Activity Approval Document (AAD))** states that AADs must outline the gender issues that need to be considered during activity implementation, and describe what outcomes are expected by considering these issues or, if the Operating Unit determines that there are no gender issues, provide a brief rationale to that effect.

**Section 203.3.4.3 (Reflecting Gender Issues in Performance Indicators)** states that in order to ensure that USAID assistance makes the maximum optimal contribution to gender equality, performance management systems and evaluations must include gender sensitive indicators and sex-disaggregated data when the technical analyses supporting the AO, project, or activity demonstrate that there are gender issues that must be considered. Gender sensitive indicators are described as “information collected from samples of beneficiaries using qualitative or quantitative methodologies or looking at the impact the project had on national, regional, or local policies, programs, and practices that affect men and women”. This section of the ADS also instructs AO Teams to look for unintended consequences that may need to be addressed over the course of the project.

**Section 203.3.6.1 (When is an Evaluation Appropriate?)** states that in the course of implementing an AO, the need for an evaluation could be triggered by performance information that indicates that a positive or negative unexpected result has arisen, such as unanticipated results affecting either men or women.

**Section 203.3.6.2 (Planning Evaluations)** states that the planning process for an evaluation should include a plan for data collection and analysis, including in relation to gender issues.

**Section 302.3.5.15 (Incorporating Gender Issues into Solicitations)** states that for all solicitations including RFPs and RFTOPs, the Contracting Officer must ensure that the office issuing the solicitation integrates gender issues into the procurement request or provided a rationale as to why gender is not an issue. This section of the ADS further elaborates that “When the procurement request integrates gender issues into the different contract performance components, e.g., Statement of Work, project deliverables, key personnel qualifications, and monitoring and evaluation requirements, the contracting officer must work with the technical office to ensure that the technical evaluation criteria (e.g., technical understanding and approach, monitoring and evaluation, personnel, etc.) correspond to these contract performance requirements. Within these major evaluation criteria, however, gender issues should not be separate sub-criteria with maximum possible points assigned to them, since this dilutes their significance”.

**Section 303.3.6.3 (Evaluation Criteria)** reiterates the main provisions of section 302.3.5.15 but with respect to all USAID-funded activities such as RFAs (including LWA awards) and APSs and requires the Agreement Officer to insure that this has been done.

**Glossary:** the following terms were added or revised.

- **Gender:** Gender is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated. Note that “gender” is not interchangeable with “women” or “sex.”

- **Gender equality:** Gender equality is a broad concept and a goal for development. It is achieved when men and women have equal rights, freedoms, conditions, and opportunities for realizing their full potential and for contributing to and benefiting from economic, social, cultural, and political development. It means society values men and women equally for their similarities and differences and the diverse roles they play. It signifies the outcomes that result from gender equity strategies and processes.
- **Gender equity:** Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality.
- **Sex:** Sex is a biological construct that define males and females according to physical characteristics and reproductive capabilities. For monitoring and reporting purposes, USAID disaggregates data by sex, not by gender. Gender and sex are not synonyms. See gender.