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Ana Blazeva, MA

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Creating Gender Effective Policies:

A model for increasing the dialogue and inclusion of the citizens in the process of creating Gender Responsive policies

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Creating Gender Effective Policies:

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INTRODUCTION

The analysis at hand is the result of the project “Strengthening of the Capacities of the Local Self-governance and the Local Activists in Creating Effective Policies for Gender Equality in Republic of Macedonia,” implemented by the Institute of Social Sciences and Humanities – Skopje, partnering with the Akcija Združenska, with support of UN WOMEN.

The project was realised in three municipalities in the Republic of Macedonia: Gjorce Petrov, Bogovinje and Strumica in cooperation with the municipalities and the NGOs Association of Local Rural Development, Association of Women of City of Skopje and Association of Women – Strumica.

The good practices of realisation of the project allow creating of a model for strengthening of the dialogue with inclusion of the citizens from the community in the process of creating gender sensitive policies which can serve as a guide in the effort for establishing gender equality and gender mainstreaming in the units of the local self-governance.

1. Institutional Context of Macedonia and the European Union

The creating of gender effective policies is the essential and the most important part in the process of establishing of gender equality and policy gender mainstreaming. In 2010, the Parliament of the European Union, the Council of Europe and the rest of the bodies of the European Union adopted a Strategy for Equality of Men and Women 2010-2015¹ in which they strengthen the efforts to guarantee the gender rights as fundamental, eliminating the inequalities and promoting equality between men and women. In this document the achievement of gender equality is treated as vital for the development of the Union and the strengthening of social cohesion. Also, the European Strategy 2020², which is a key document for smart, sustainable and inclusive development, sets a goal in increasing the employment of women and man for 75% until 2020 which also means improvement of quantitative and qualitative parameters of employment.

The European Strategy for Equality of Men and Women 2010-2015 as areas with priority extricates -the equal economic independence, equally paid job, equality in decision making and cutting off the gender based violence.

We are broadening the international context in order to mention the two platforms of the United Nations, also creating the context in which new policies for gender equality are adopted. The Beijing Platform for Action with the revisions and the annual sessions and conclusions of the Commission³ and the Convention for Elimination of the Discrimination against Women⁴ continue to be benchmarks in the direction adopted in the national context. In 2006 the recommendations⁵ by the Commission for Elimination of the Discrimination were directed towards strengthening of the national machinery, enabling and accelerating the processes in the Local Self-Governance.

In the latest recommendations⁶ by the Committee for Elimination of Discrimination Against Woman from 2013, further strengthening of the national machinery and coordination on different levels of the state institutions, improvement of the implementation of the law and strengthening of the processes of establishing polices in the field of gender equality is expected.

Seen from this perspective, it is necessary for Republic of Macedonia to continue with the commitments which in the past years were started for establishing the legal framework and basic institutional mechanisms for achieving bigger gender equality. These pleads are most apparent in creating the national legal and institutional mechanisms for establishing gender equality.

The creation of effective policies for gender equality is the next most important step in extension of these commitments and the targeting of the priorities. In compliance with the concept of gender mainstreaming, creating gender effec-

tive policies implies knowledge and skills for gender analysis, gender responsive budgeting and conceptualisation of the needs and the priorities of the citizens.

1.2. What does creating of gender responsive policies represent?

Gender mainstreaming, as postulated in the Strategy of Gender Equality 2013-2020⁷, “represents integration of the gender perspective in each phase of the process of building, making, conducting, monitoring and evaluation of policies; having in mind the promotion and the enhancement of the equality between women and men. That means: (a) evaluation of how the policies affect the life and the position of woman and man; and (b) taking responsibility for the implication of such policies on different levels in the society, from family to wider community and finally, (c) to translate those policies in reality. In order for this to be achieved, a high level of political will is necessary, as well as devotion, knowledge and skills throughout all the structures and spheres of the society”.

The process of achievement of gender equality in the society is particularly complex, especially in terms of establishing sustainable system of gender mainstreaming. This is even greater challenge when there is resistance in the society, based on low gender sensitivity that results in lack of recognition that there is no equality between men and women in the social reality of our society. The nominal value (in the legislation and certain institutional policies) does not mean and guarantee the equality in the reality. Moreover, different research that reflects the social reality and processes in Macedonia, which results are shown below in the analysis, point to the fact that gender inequality exists in all the spheres of public and private life. Therefore, creation of gender sensitive policies is a huge challenge for which it is not enough just to pose a certain normative framework, but invest efforts and resources in broadening of the awareness of wider population.

The rising of the awareness, on its own, does not guarantee change in the norms and the society towards adopting values of gender equality. The good will for the application of these values should be translated into institutional policies and built capacities which imply series of proactive measures for gender equality, assembled in each sphere of the society.

In addition, when focusing on local level, the creation of gender sensitive policies is essential because it enables direct participation of the citizens, thus alleviates the process of identification of the specific needs of the citizens (women and men) and at the same time enables addressing those needs through providing specific mechanisms and services. The first step in this direction is to raise awareness for the need of gender sensitive policies, since the general belief of the representatives of the Municipality is in favour of the gender neutral poli-

cies. This was the result from the discussions with Municipality's representatives, in the process of establishing the collaboration with the municipalities, aimed to evaluate their needs. Their belief is based on a supposition that the aims and the instruments of the given policies (gender neutral policies) apply equally to all, which confirms the lack of gender sensitivity in terms of understanding of the different (possible) effects which that policy could have upon women and men, apropos their specific needs and positions. The assumption is that the initial positions of the men and women in the society, the context and the specific possibilities are in consent with some ideal image of equality as sketched in the laws.

Also, the saying "There are good laws, but there is no implementation" was often used in these discussions, without recognition and understanding of the necessity of policies as necessary step that will enable implementation of the laws. In other words there is absence of awareness that for the laws to be transferred in reality, institutions should create policies and mechanisms for their implementation. This refers to the lack of awareness and knowledge of the local administration about the concept of gender mainstreaming in general, as well as, lack of the practice of creating gender sensitive policies. Moreover, it suggests the need of developing an educational programme with its own model of trainings which will offer capacity building of the local administration and a model for sustainability and continuous investment in the strengthening of the capacities in the units of the local self-governance. In the process of creating policies, the norm demands the principle of equal opportunities of women and men to be integrated. Because of this and with aim for the norm to be transferred in reality (to be respected) the local creators of policies and programmes should be capacitated. From here, as part of the processes of creating policies, the trainings for adopting knowledge about gender mainstreaming in general and skills for creating gender sensitive policies should be delivered. These trainings should capacitate the representatives of the local administration to recognise the necessity for changing the overall process in creating local policies from gender neutral to gender sensitive, as well as to raise their accountability towards the implementation of the Law for equal opportunities, meaning continuous concern for the different needs and positions of the men and women related to the specific policy. The process of creation of gender policies presupposes:

- a) Gender analysis or research of the needs and the priorities of women and men, as well as analysis of the effects of the existing or the planned policies on women and men,
- b) Inclusion of the gender perspective in the process of planning and budgeting as an integral part of the process of creating and adopting policies which determines the un/equal distribution of resources and

directly affects the effectiveness of the policies.

c) Continuous dialogue between the institutions and the citizens, through their representatives and advocates, or individual participation of the citizens will guarantee the implementation of democratic principles in the process of creating policies and easier and deeper contact with the needs, priorities and the different positions of men and women in the community.

The decentralisation of the self-governance through the units of local self-governance enables the process of democratic creation of policies which in their essence should reflect the different needs and priorities of the women and men from the community and therefore implement the legally set norms for gender equality.

2. Context – The Existing Legal and Institutional Framework

The description of the context includes the legislation and the institutional practices referring to the improvement of the gender equality, as well as, the insights for improvement of the gender equality processes from various research conducted in the past years.

The widest legal framework sets the basis of gender equality – in the Constitution of Republic of Macedonia⁸. In the Act 9, the freedoms and the rights of the citizens are guaranteed without a difference in gender, race, colour of skin, national and social background, political and religious beliefs, financial and social status.

The practical implementation of the concept of establishing equal opportunities was started in 1999 when the first National Plan for Action for Gender Equality was adopted.

In 2006, Republic of Macedonia passes the Law of Equal Opportunities of Women and Men, although in many other laws, norms related to prevention of gender discrimination⁹ are determined. The law determines the need for the measures for establishing equal opportunities for women and men, the jurisdiction and the tasks and the obligations of all subjects and agents responsible for implementing the law. In 2008, the law was changed as a result of the alignment of the Macedonian judicial system with the legislative of the European Union which regulates the unequal treatment of women and men as well as the changes in the penalties part as a result of the changes in the Penalty Law. The latest changes in the Law¹⁰ for Equal Opportunities (Articles 11, 12, 13) passed in 2012; refer to the obligations and the roles of the subjects in direction of specifying and strengthening the responsibility of all the actors in the processes of gender mainstreaming.

According to the Articles (14, 15) from the Law of Equal Opportunities for Men and Women, the units of local self-governance, among the other relevant factors, are responsible for implementing and promoting equal opportunities of men and women via adopting policies, mechanisms and activities which contribute to the promotion of gender equality. The units of the local self-governance should report within their annual reports and take part in creating a strategy for gender equality. The law also gives directions for establishing the “machinery” or the structure and the roles of the local self-governance organs, forming a Commission for Equal Opportunities of Men and Women within the Council of the municipality and determining a coordinator for equal opportunities of men and women (Article 14, 15).

The question of the gender equality, promotion and prevention of equal opportunities, additionally is enabled by the passing of the Law for Preventing and Protection of Discrimination¹¹ which represents a legal framework for protection of discrimination on different basis.

In the Law of Labour Relations¹² a principle for prohibition of discrimination and employment (Article 6) is introduced, prohibition of direct and indirect discrimination on the work post (Article 7) and sexual harassment (Article 9). With this law the same conditions for professional specialisation and promotion are guaranteed, as well as equal salary for the same job (Article 108). In the Election Code¹³ a principle for adequate and gender representation in the elective organs is introduced (Article 21) by legislated at least 30% of each of the sexes. The Election Code does not anticipate quotas for mayors or special measures for enabling equal participation of women and men in the executive authorities. In 2013 the Parliament of Republic of Macedonia adopted the Strategy for Gender Equality 2013-2020¹⁴ as the latest strategic document of Republic of Macedonia brought in order to promote equal opportunities of women and men in the overall civic life in Republic of Macedonia. This strategy represents a document “which provides a framework for complete cross-sectorial equality of women and men, a horizontal, universal, social and political priority.” This document also sets the basic steps and the specific directions for complete achievement of gender equality in Republic of Macedonia.

All this points to existence of normative conditions for postulating a gender equality, but different research shows that the implementation of the law and the de-facto condition is one of gender inequality in which women are limited and less involved in the civic processes. This, although often repeated ascertainment in the previous researches or analysis of the context, as well as in the strategic documents such as the Strategy for Gender Equality 2013-2020, is necessary to be concluded once again, being a starting point to proposing certain models which can contribute towards improvement of the stated condition. The inequalities pointed in the researches could be a starting point for defining

the problems and the priorities which can help in marking the fields in which creating gender effective policies is needed. On national level certain steps of identification of the entrance points for integration of the gender perspective in the processes of creating policies and budgeting are done (through regulatory and non-regulatory measures), as well as development of manuals and modules for the state administration for gender mainstreaming.

2.2. Economic Context and employment/unemployment

In the Report of the European Commission for the Progress towards the Equality of Men and Woman 2010¹⁵ is stated that there is a gap in the employment between men and women and that the gap in the non EU member countries is bigger, especially among the most marginalised women, the Roma women for an example. According to the same report for Republic of Macedonia there is a low rate of activity between the women of 44.7% and employment of 30.9% in 2012. The same is confirmed in the data from the Institute of Statistics of Republic of Macedonia¹⁶ for 2013. The percentages for the active population show that 59.7% men are active in the labour market with 40.3% of the women. From the total number of employed, 39% are women and 60.5% are men. According to the revision of the central activities in the field of employment, the number of women targeted with active programmes and measures for employment is symbolic in relation to the total number of unemployed women¹⁷. The cause for the low rate of employment of women can be traced back to the difficulties in balancing and handling the challenges of work, family and personal life. Therefore, higher numbers of quality services for child care, care for elderly and special need persons, that will also be available to different social categories of citizens, are essential for providing women with equal position in the process of entering the labour market and further in the career.

Gender-budget analysis of the social care and active policies for employment in Republic of Macedonia¹⁸ conducted by the Ministry of Labour and Social Policy in 2010, also shows that the "Specific inequalities are mirrored in the measuring of the labour of women especially in the domain of unpaid labour which often steps in the grey economy. Supported members of the family are mostly women, majority of women also are not estate or business holders and therefore represent only the potential and thenon-used work force. The causes lay in the strong traditionalism of the society where the role of the women is portrayed within the family and in the domestic sphere. Just as an illustration, in the part of unemployment according to economic status, the participation of women as employers is 21%, out of which 17% are self-employed, but 60% are unpaid family workers in 2006."

2.3. Decision Making

Establishing gender equality of women and men in the decision making processes is another field which is also one of the most important for the overall gender equality. The Report from the Monitoring of the Gender Equality Policies in Republic of Macedonia shows that in the upper strata of the hierarchy, on high political and managerial positions, always and everywhere there are fewer women rather than men. Only in 3% of the biggest companies the women are represented in the bodies with highest level of decision making¹⁹. Regarding the women being part of the decision making processes in the sphere of the politics, indicative are the percentages for total number of deputies in the Parliament of Republic of Macedonia, the women are represented with 30,8%, and in the Government from the total number of ministers, two are women and only one woman is sub-minister. In the units of the local self-governance there are four women mayors from the total number of 80 mayors²⁰.

In some of the municipalities, women do not participate in the work of the steering committees or are scarcely represented. Shown in numbers, from 68 municipalities, 158 women are members of the steering committees while 483 men. The analysis shows also that there is very low participation of women in the local communities as representatives of the small urban/rural communities. From the total number of 68 municipalities, only in 13 the women are found as presidents in the urban/rural communities.²¹ *

According to the Analysis for the Level of Implementation of the Law for Equal Opportunities of Women and Men regarding the domain of the jurisdictions of the ombudsman and the analysis of the conditions with the gender equality in the state institutions, there is a gender inequality in the distribution of the management positions between women and men. The ombudsman during the analysis of the data concludes that besides the efforts of the state to provide normative and practical conditions and opportunities for equality among women and men, the inequality still exists.²²

2.4. The Gender Equality in Macedonia Measured in International Context, Special Emphasis on the Application of the Principles of Gender Equality by the Units of the Local Self-Governance

In the Report for the Global Gap between the Genders in 2012²³, which calculates the index in four areas– economic participation and opportunities, education, health and survival and politics – Macedonia in 2012 has an index of 0.6968 and it is on the 135th place of the ranged countries. This means that a fall of eight positions happened compared to last year. The report states that

* The data are from the last analysis on the participation of women in the public life and politics made by the Ministry of labor and social policy in 2011, in lack of more contemporary data and analysis after the latest local elections in 2013.

Macedonia is making progress in the number of women on ministry positions, but that is balanced with the fall of the equality in salaries and the reductions of the earnings. Also, Macedonia is one of the four countries in the region which has sub-average values on the sub-index for health and survival.

The research Index of Social Inclusion (2010)²⁴ directs to low efficiency and responsibility of the units of local self-governance related to the promotion and implementation of the equal opportunities of women and men. The results from the research show that there are still municipalities which yet haven't formed commissions for equal opportunities of men and women, majority of the municipalities do not have programmes for equal opportunities of men and women or their existence is brought down to formality, and less than half of them do not even have any strategic document. On the other hand, it is important to be noted that the municipalities where certain exceptions are made and where bodies are formed are active while adopting strategic documents.

For example, City of Skopje creates its own Strategy for Gender Equality in which the effort for introducing the gender in the current policies and mechanisms of the municipality is reflected, while the Municipality of Bitola creates its own Action Plan. The pilot municipalities participants in the project described in this analysis (Municipality of Strumica, Bogovinje, Džorce Petrov) have also created programmes and action plans for gender equality.

The situation was pretty much the same, as another research from 2009 released by the organisation "Akcija Združenska", Monitoring of the Implementation of the Law for Equal Opportunities of Women and Men in the Units of Local Self-Governance²⁵, can show. Their qualitative analysis shows that mayors themselves evaluate low rate of implementation of the Law. Some of the mayors do not recognise the gender inequality as a priority issue and the effort aiming to establish gender equality is reduced to showing the statistics of men and women employed in the municipality. The Report of "Akcija Združenska" for the Monitoring of the Policies for Gender Equality in Republic of Macedonia confirms that the municipalities show little or no initiative for gender mainstreaming. For example 70% of the municipalities don't have any document or plan regarding gender equality and only 37% of the mayors prepared a description of the work tasks for the coordinators for equal opportunities of women and men.²⁶ In addition there is an insufficient cooperation between the municipalities' administration and the Commission for Equal Opportunities (KEO).

The report concludes that the implementation of the National Plan for Action for Gender Equality 2007-2012 through the implementation of operative plans is inefficient. The inconsistency and the remark is reflected as well in the lack of gender perspective in the policies. For example there is lack of gender perspective in the domains of the social care and the employment programmes which are also noted as curial areas in the Strategy for Reducing of the Poverty and the Social Exclusion.²⁷

In the domain of protection from violence there is an improvement in a sense that there is greater visibility of the problem of domestic violence. Attempts for establishing mechanisms for its reduction and protection of the victims are noted, but there is still a big part of these mechanisms which do not function and do not reach the most vulnerable strata of the society. In the Analysis of the Degree of Implementation²⁸ of the Law of Equal Opportunities of Women and Men of the Ministry of Labour and Social Policy, it is stated that “according to Article 15 of the Law, the ombudsman is authorised within its legally established jurisdiction, to observe if the principle for equal opportunities of women and men is accomplished and to provide protection when somebody’s right is limited by an organ or organisation. Until now, petitions related to braking of the Law are not submitted to the ombudsman.” This refers to exceptionally weak use of the mechanisms available for the citizens and which could be a result of the poor awareness of the citizens for the opportunities which they have in realisation of their rights as well as a result of the low democratic consciousness and experience.

3. Description of One of the Possible Models in Creating and Promoting of Gender Responsive Policies in the Units of Local Self-governance

The conclusion from all previous researches and data is that although there is a normative framework for implementing gender equality, the implementation of the laws is not satisfactory. Also it is noted that there is a need of strengthening of the mechanisms for law appliance which prerequisite is the strengthening of the capacities for creating policies which will enable that. On national level certain first steps are done through the Target No.1 from the Strategy for Gender Equality.

In this analysis we will focus on the data which refer to the jurisdictions and the appliance of the law in the units for local self-governance and we will suggest a model for conducting creation of gender effective policies which will allow de facto improvement of the gender equality in the society.

Taking in consideration the context, a model for establishing a dialogue and inclusion of the citizens from the community in creating gender aware policies is developed.

The research shows that there is a lack of awareness and understanding of the gender related concepts which leads to weak efficiency in conveying the law by the units of local self-governance. Furthermore, the weak capacities of the municipality administration for creating strategic documents and planning, along with the lack of awareness for the gender issues, makes the processes of gender mainstreaming of the society more difficult. As a result, the first step towards creating gender sensitive policies is strengthening of the capacities of the ad-

ministration representatives of the commissions for equal opportunities, activists and advocates from the non-governmental organisations. In the process of strengthening of the capacities, we can single out few aspects which we think should be the key areas for education:

- Raising of the awareness for the importance of the principles and values embedded in the concepts for introducing gender equality;
- Obligations that stem out from the law of equal opportunities;
- Development of skills for gender analysis, as well as knowledge and skills for integration of gender perspective in the planning and budgeting;
- Gender divided statistics – importance and ways for collecting gender divided data and tools for analysis of the data;
- Creation of policies and strategic documents;
- Advocacy and negotiation skills.

The process of raising the awareness for the principles and the values which are the basis of the struggle for equality implies elaboration of the issues enabling acceptance of the condition of the gender inequality and the structural mechanisms which sustain it. Because of the need for recognition of the structural invisibility as an opposite of the nominal value, this process of raising awareness should describe it as an ideology, the view of the world according to which gender (sex) is subordinate to the other as well as the condition which today is dominant even in societies where nominally the genders are equal. Namely, In the high developed democracies and economies as well as in the undeveloped, the female gender is disproportionately poorer than the male: data for Great Britain, India, Balkans from more sources among which the studies of UN Woman on subject feminization of the poverty.²⁹ For the feminist plea to be adopted as a value of the society, it should be explained that the gender equality is not the essence guaranteed by itself, but it is a gained right and right which constantly has to be improved and strengthened.

3.1. Special Areas in which It Is Necessary to Work on Strengthening of the Capacities in Creating and Implementing of Mechanisms for Promoting Gender Equality

3.1.1. Gender Analysis in the Process of Creating Policies

Gender analysis as a central part in the process of including the gender mainstreaming policies and practices implies investigation of the current condition of gender relations, analysis of the basic statistical indicators, and evaluation of the results from the activities/projects/programmes/policies upon the gender equality.

The gender analysis also needs to be part of the process of strategic planning and budgeting, as well as, a part of the evaluation and reporting to the citizens. Respectively there should be a continuous review of the plans, effects and the process in relation to certain needs and priorities of women and men, how the resources are used and whether the gender aspect is integrated in the program targets etc. The gender analysis enables clear picture for the needs of women and men and the influences of the existing politics and programmes on its citizens. That implies that the process of creation of policies and documents should incorporate the process of gender analysis starting from the analysis of different needs of men and women from the local community that later will reflect in the implementation of the programmes, budget, services and the activities of the municipality. In this direction the creators of the policies should include the following steps of gender analysis in the process:

- Analysis of the conditions concerning men and women (ex. Community Score Card)
- Analysis of the policies/programmes and their influence on the gender issues
- Analysis of the budget allocations
- Review of the expenses and services

3.1.2. Community Score Card or CSC

The model of creating gender effective policies which we propose proposes gender analysis with a process of evaluation of the needs of the citizen through a participative approach of needs assessment with specific tool - Community Score Card³⁰ or CSC. CSC represents a hybrid technique of social revision, monitoring of the community and cards for citizens' report. The entire CSC approach

represents an instrument which measures the social and public responsibility and in the same time holds accountable the service providers, the local self-governance respectively. The people from the community assess the services as well as the service provides using a simple system of gradation with points.

Infrastructure – Access of women in the basic infrastructure – communal services (water supply, illumination, public transport, sewerage system)		
Indicator	Aggregate score	Description of condition
1. Most of the women do not have access to the basic infrastructure		
2. Just a part of the women (city, centre) have access to the basic infrastructure		
3. Most of the women have access but are unaware of the services		
4. Most of the women have access to the basic infrastructure, except for the women with handicap or other marginalised groups of women		
5. All women have access to the basic infrastructure		

During the meetings of the service providers and the community, CSC serves as a tool which strengthens the communication and enables immediate feedback.³¹ CSC is significantly important because it incorporates few basic values: participation, social responsibility, transparency and equality. CSC is often used in for collecting data on how the users perceive the services - the quality of the services, transparency, and efficiency as well as the week points that should improve. Benefits from the use of the CSC are double for the members of the community and the local self-governance.

The use of the Community Score Card – CSC strengthens the vox populi, promotes the participation of the citizens in the decision on local level, and in the same time creates real opportunities for broader participation of the marginalised groups, especially women, providing equal gender representation in the quality of the public services. In the same time the CSC enables the community to:

- Be informed of the services which the local authority should convey, serving as a stimulus for discussion about the possibilities for change and improvement;
- Express an opinion and stand points for the quality and the effect of the public services;

- Monitors the fulfilment of the tasks of the local self-governance regarding the determination of the service quality;
- Focus to the relevant authorities regarding the delivered services as well as the possibility to address them for necessary improvements;
- Interaction with the authorities for achieving quality and sustainable services.

On the other hand the use of the CSC will allow the local authorities to:

- Better understand the needs and the priorities of the community's majority as well as of the marginalized groups;
- To focus the available resources observing the needs and the priorities of the citizens from the community;
- Improvement of their capacities, transparent management and improvement of the quality and the efficiency of the services aimed to the community.

The main characteristic of the Community Score Card is that it takes the community as a unit for analysis providing a dialogue between the members of the community and the representatives of the local self-governance. The information is acquired through discussions in focus groups which enables monitoring on a local level.

The global benefit from the CSC use is the possibility for discovering the insufficient knowledge of the users/citizens and the opportunities that the municipality offers, as well as creating strategies with aim to overcome these omissions. Obtained data is used in the development of the dialogue between the citizens and the local community. Furthermore possibilities of improvement in the efficient creating and conducting of the policies are perceived.

Before the use of the Community Score Card it is necessary to:

- Perceive the socio-political context;
- Understand the structure of the public financing on decentralised level;
- Assess the technical competency;
- Encourage the participation of the citizens;
- Take steps towards institutionalising of the practices for interactive civic actions;

The process of the Community Score Card contains:

- Creating a list of services and opportunities offered to the citizens by the different sectors in the municipality;
- Development of main topics/priorities and indicators;
- Focus groups with representatives of the community for election of topics/priorities and indicators;
- Preparing an instrument for evaluation with scores;
- Focus groups for evaluation with representatives from the community;
- Elaboration of the results;
- Use of the results in creating policies and planning.

The use of the Community Score Card as a part of the gender analysis in the process of creating Gender Responsive policies is important in different levels. It enables evaluation of the conditions, needs, efficiency and the approach to the services and the opportunities which are offered by the municipality for women and men in the community; it can be used as a tool for analysis of the programmes and their influence on the citizens. The other level allows direct participation of the women from the community, especially the women of the marginalised social groups in the processes of creating policies.

3.1.3. Gender Responsive Planning and Budgeting

One of the most important aspects in creating gender effective policies is the gender responsive budgeting. Gender responsive budgeting represents editing of the public policies on all levels of the budgetary process and restructuring of the income and outcome taking in consideration the needs and the priorities of the different groups of women and men, having in mind their different roles in the family, economy and the society.³² The resources are divided in a manner which takes in to consideration the improvement of the equality in gender representation in all levels of the budgetary process and in all segments (infrastructure, environmental protection, economy, education, social care, sport, culture etc.). From financial stand point gender responsive budgeting does not mean providing additional resources, but more fair distribution of the existing resources. From programme aspect, it does not mean favouring one gender to another, but endeavour for equal treatment of the specific needs of the genders. From methodological aspect, gender budgeting implies sensitivity for the specific needs of the genders (taking in consideration their social, ethnical and other contexts); departing from the insight that so-called gender neutrality represents gender “blindness”. From aspect of the target group, gender budgeting takes care for the needs of the social groups and does not represent rewarding

of individuals according to their gender. Also the gender balance or imbalance in the budgeting represents the clear indicator of presence or absence of gender sensitivity in the creation of the policies.

The concept of gender responsive budgeting in Republic of Macedonia was promoted in 2008, supported by the Regional Programme for Gender Responsive Budgeting by UN WOMEN by the initiative of the Department for Equal Opportunities at the Ministry of Labour and Social Policy. The Government in July 2012 passed the Strategy for Gender Sensitive Budgeting which focuses on three areas:

1. Introducing gender perspectives in the programme and the budget on central and local level.
2. Promoting of the legal framework for inclusion of gender responsive budgeting.
3. Strengthening the intuitional mechanisms and capacities for incorporation of the gender perspective in creating policies and programmes of budget.

In 2012 the Law of Equal Opportunities of Women and Men is supplemented with a reform in the gender budgeting making it compulsory and by defining the concrete obligations of the state and the local institutions. Also, according to Article 11 of the Law for Equal Opportunities of Woman and Men: “The organs of the state management are obliged within their strategic plans and budgets to incorporate the principle of equal opportunities of women and men; to monitor the effects and the influence of their programmes upon women and men and to report within the framework of their annual reports.”³³

On national level the application of this obligation from the Law is already started, with analysis of the budgetary process from gender perspective and respecting the obligation of the circular. Gender responsive budgeting on local level is conveyed through the municipalities which budget covers income plan (current and capital) and outcome (referring to what will be financed – investments, transfers, interests). The municipality budget reflects its priorities and policies, while the programme budget refers more to the programme rather than the outcome. It allows knowing the target, the results, the indicators of success and responsibility, and according to that how many of the programmes will be sensitive to the different needs of the citizens. Responsibilities to convey gender responsive budgeting on local level have:

- The mayors,
- The state clerks;
- The counsellors in the Council of Local Self-governance;
- The coordinators for equal opportunities;

- The concerned non-governmental organisations, political parties or other non-formal groups (included in the process of gender responsive budgeting);

The appliance of the gender responsive budgeting on local level complements gender responsive policies development process because it enables distribution of the resources toward achievement of gender equality in the community. This process also complements the process of gender analysis in the part of following of the effects from the implementation of the policies, the activities and the services as well as how much they reflect the needs, the priorities and the interests of men and women in the community.

At the end, it is important to take in consideration the methodology which is used in the process of strengthening of the capacities. Namely, it is necessary that interactive methods and exercises are used for learning the techniques and using the tools in order to enforce better practical application. Furthermore it is important to monitor the trainings and to give continuous support during the processes in crating policies in all the phases – preparation, analysis, writing and passing of the policies. The trainings can be based on the methods of simulation of the real needs of the municipality in order to learn trough real identification of the needs, formulation of targets and mechanisms of policies.

3.2. Establishing of Cooperation and Dialogue with Representatives of Relevant Groups, and Forming of Work Groups

The establishment of cooperation and dialogue with representatives from stakeholder groups is the essential aspect in establishing and deepening of the democratic processes which are the essence of the decentralisation process as well as the process of creating a functional framework for the local self-governance. In the process of creating gender responsive policies the participation of women and men from the community, the advocates of the gender equality, are crucial. In the implemented pilot project, the cooperation and the dialogue between the municipality, the advocates and the citizens was realised in few levels: in the process of strengthening of the capacities, in the evaluation of the citizens' needs and in the process of creating policies. In the process of strengthening of the capacities the representatives of the municipality administration, the Municipality Council with its Commission for Equal Opportunities of Men and Women took place together with representatives of the local non-governmental organisations and activists. They could discuss and work on mastering and adopting the basic concepts of gender equality and to share stand points and experience on the way of how these concepts are important for their work. This process also enables the cooperation and the dialogue to start in atmosphere of building mutual conceptual basis which later on will support their dialogue and which will enable stronger positions in the processes of advocacy and negotiation on gender responsive policies in the institutional and political processes on level of local community. The cooperation between the same parties continues in the process of evaluation of the needs and the priorities when the working groups were formed composed by representatives of all relevant parties on local level (administration, council, citizens, organisations). The working groups have shown to be exceptional carriers of the process. They have been deciding, preparing and implementing the tool "Community Score Card". The working groups singled out the main areas of priority for which the women from different social strata from the community discussed the issues that directly concern their everyday life. Then the working groups defined the indicators for the Community Score Cards and together processed and discussed the results from the conveyed evaluation through focus groups. The work groups functioned as small community in which additional members of special interest joined , for example in the work group from Municipality of "Djorce Petrov" mobile services for social care joined since they have best insight and constant contact with the women of the most vulnerable social strata. Considering the fact that exactly those women from the most vulnerable groups hardly ever take part in public processes and consultation, this project and model addressed exactly this lack enabling their inclusion and bringing additional quality of the model.

At the end, the working groups discussed the results from the “Community Score Card” and decided which policy/programme would develop/revise, and then actually created the policies/programmes. Throughout these discussions of interpreting the results, the priorities which later were incorporated in the programmes steamed out. For example, as a result of the evaluation of the “Community Score Card” it was noted that there is insufficient data in order for the information for the quantitative indicators to be completed. Namely, the work groups accessed the lack of gender division of the data in the municipalities and as a result the working group from Strumica made this issue as one of the priorities in their Programme for Equal Opportunities.

The working groups were the core of the whole process of creating policies which activity at the end resulted in creating new programmes for gender equality in which the needs and the priorities of the women from the community were reflected and got budget projection in the budget of the municipality. Additional benefit from establishing the dialogue of the representatives of the local authority with the citizens and the civic organisations and as the result of the capacity strengthening process in the domain of advocacy and negotiation, the strengthening of the democratic conditions in the local community for the citizens and accountability of local self-governance was accomplished.

4. Results from the Application of the Model

4.1. Implementation and Results of the Project “Strengthening of the Capacities of the Local Self-governance and the Local Activists in Creating Effective Policies for Gender Equality in Republic of Macedonia”

The project was implemented in three phases: Strengthening of the capacities; establishment of the dialogue and evaluation of the needs; and creating gender effective policies.

In the first phase of strengthening of the capacities, three trainings for the basic concepts of gender equality, the ways of applying these principles in the process of creating gender relevant policies, than practical training for gender aware planning, training for gender responsive budgeting and advocacy were realised. Representatives of the municipality administration, representatives of the Council of the Municipality from the Commission for Equal Opportunities of Men and Women and the representatives of the NGOs participated in the trainings.

The second phase commenced with forming of the working groups in the municipalities with cooperation and dialogue between the representatives of the local authorities and institutions with representatives of the citizens. The working

groups implemented all steps of the “Community Score Card” process conveying the participative research for determining the needs and the priorities of the women from different social strata. The people from the community assessed the services and the service providers using a simple system of gradation with scores/points. Two series of focus groups with women from different profiles were realised (for singling out priorities and for assessing) and one focus group in each municipality with the representatives of the administration on which issues related to the services and the needs of the citizens in the domain of the social care and other areas of jurisdiction of the municipality were discussed.

In the third phase of the project the working groups created documents and policies for improving the gender equality. The groups analysed the results from the research and the appliance of the Community Score Card and focused on the priorities which could be incorporated in the programme documents of the municipality. The work group from the Municipality “Djorce Petrov” created the Programme for Equal Opportunities of Men and Woman of the Municipality, which was supported by the Commission for Equal Opportunities and was adopted by the Council of the Municipality. The working group of Municipality of Strumica created the Programme for Social Care Aiming to Integrate the Gender Perspective and Harmonisation with the Existing Action Plan for Gender Equality.

Indicators in the Community Score Card

- Infrastructure – Access of women in the basic infrastructure – communal services (water supply, illumination, public transport, sewerage system);
- Social care – Access of women to social care services;
- Economy – Access of women to economic strengthening programmes;
- Inclusion in decision making – inclusion of women in the local self-governance (rural/urban communities):
 - a) Informing the women about the election of representatives of the local/urban self-governance;
 - b) Inclusion of women in the election of representatives of the local/urban self-governance;
- Uniting the women – support of the women for uniting;

Quantitative indicators

- Overall budget of the Municipality for 2013;
- Budget of the Municipality for 2013 on infrastructure, education and social care;

- Number of markets;
- Number and kind of educational institutions (private and public);
- Number of social care institutions (private and public);
- Number of health care institutions (private and public);
- Percentage of women without primary, secondary educational formation (from the total number);
- Percentage of women from the minority communities (ex. Turks) with higher education (from the total number of women with higher education);
- Percentage of girls with special needs who are not included in the educational process;
- Percentage of women receiving social care (all types);
- Number of employment programmes/projects of women which realises the municipality;
- Percentage of women of the total number of participants in the forums in the communities;
- Percentage of women in the council of the municipality;
- Percentage of women on managing positions in the municipality.

4.2. Results from the Community Score Card (CSC)

The results are shown graphically, similar as the Community Score Card used in focus groups with the women from the administration. Having in mind that it is about qualitative data, additional information from the context is accompanying the charts. In some of the charts the marks from the focus group of women and the representatives of the administration are shown separately, in order for the differences to be shown in the assessing of the real state between both target groups of participants in the process of evaluation. It is important to note that the minor number of quantitative indicators data that the municipalities provided is not included in this analysis due to lack of gender divided statistical data, but it is also important that this lack was a stimulus of finding a way for introducing practices in the municipality for conducting a gender divided data and the municipality also has to suggest activities for the new policy that was crated.

Infrastructure –Access of women to the basic infrastructure

- Communal services (water supply, illumination, public transport, sewerage system)



In some parts the municipalities and some women (often from the social vulnerable groups) have restricted access of haven't got access to some of the services. For example the women from Bogovinje do not have infrastructure to access the sewerage system and in some parts of the municipality there is a problem with the water supply.

Social care – Access of women to social services
 (Kindergartens, nursing home for elderly, care for invalids, services for children with special needs, domestic violence protection...)

Levels/Scores	1	2	3	4	5
In the municipality there are no services and the women do not have access to the social care services (...)	●				
In the municipality there is a certain number of social care services, but they are not sustainable or just a small part of women have access to them		●			
There is a certain number of services provided by the municipality which satisfy part of the needs and not all the women have access to them			●		
The municipality provides different services but they are not a part of the programme/policy and do not have enough resources in the municipality's budget					
In the municipality there is policy for social care and enough programmes and services and all the women have access to them					

- Bogovinje
- Djorce Petrov
- Strumica
- Women
- Administration

- In Bogovinje the lowest mark was 1 because the women do not have access to services as: kindergarten, care for children with special needs and care for the elderly, domestic violence protection etc.

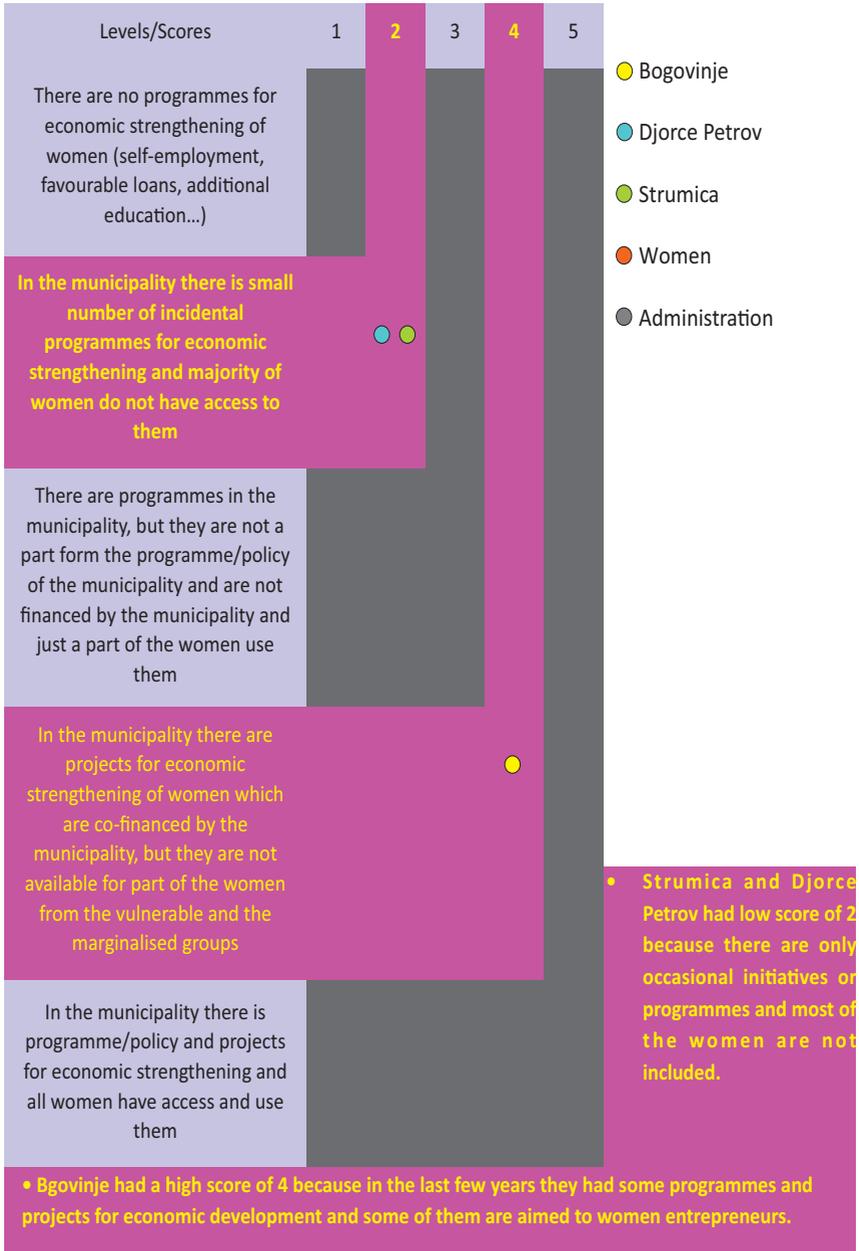
- In Strumica and Djorce Petrov the women gave 2 marks and the administration gave 3, nevertheless both of the groups agreed that there is a lack of some of the very important social services, especially for women from the vulnerable groups.

Education - Programs for inclusion of girls from minority and marginalized communities in the process of education

Levels/ Scores	1	2	3	4	5	
In the municipality there are no programmes for inclusion of girls from the vulnerable groups and they are not included in the educational process.	●					● Bogovinje
In the municipality just in some of the schools there are programmes that enable inclusion of the majority of the girls from the vulnerable groups in the educational process.		●				● Djorce Petrov
The municipality/schools have some programmes for inclusion of girls from the minorities, marginalised communities in the process of education and the majority are included except for...			●			● Strumica
In the municipality most of the girls from the minorities, marginalised communities are included in the education process, but that is not sustainable and not enough money from the municipality budget is allocated.				●		● Women
In the municipality there are programmes/policies for inclusion of the girls from the marginalised communities and they are included in the educational process.					●	● Administration

- Bogovinje – the results are with lowest score 1 in both of the groups because there are no programmes for inclusion of girls from the vulnerable groups in the educational process.
- In Strumica women FG scored 2 and administration FG 3, because there are some initiatives and projects for inclusion of some/most of the girls do not have access to them.
- In Gjorce Petrov only the administration gave mark for this indicator, because the women form the focus group couldn't make the assessment. The administration gave a high mark 4 meaning that the most of the girls form the vulnerable groups are included in the educational process.

Economy – Access of women to the programmes for economic strengthening



Inclusion in decision making - informing the women for representative election for local/urban community/self-governance



Inclusion in decision making – Inclusion of women in the election of representatives for local/urban community/self-governance

Levels/Scores	1	2	3	4	5
The municipality does not encourage the women to participate in the representative election of the local community – there are no special mechanisms, measures for encouraging the women. The women are not included in the decision making (election of representatives from the local community)	●				
The municipality just incidentally includes women – only when there is an acute problem by which they are directly affected		●			
The municipality includes only the women who are active in the political parties, NGOs, business			●		
The municipality in cooperation with NGOs conducts projects for encouraging the women for inclusion in the decision making processes					
Systematic inclusion – there are regulations for inclusion of women in the statute of the municipality					

- Bogovinje
- Djorce Petrov
- Strumica
- Women
- Administration

• Lower mark in Bogovinje 2 despite the efforts for inclusion of women in the decision making processes, they still had low participation.

• In Strumica and Gjorce Petrov lowest mark of 1 in the FG of women and average mark of 3 in the administration FG as I have stated before, women had different stand points and information than the administration respectively, which is directly linked with the decision making.

Association of women in the municipality* – Support of women for uniting

Levels/Scores	1	2	3	4	5
<p>The municipality does not support women to unite on different basis (support, socialisation, economic strengthening, mutual acting, promotion etc.</p> <p>The municipality incidentally supports women to unite as a part of some short time initiative.</p> <p>The municipality supports the initiatives of women to unite but they do not participate in the realisation</p> <p>The municipality in cooperation with NGOs conducts projects for uniting the women.</p>					
<p>The municipality has a programme for support of initiatives for uniting of the women.</p>					●

- Bogovinje
- Djorce Petrov
- Strumica
- Women
- Administration

* Specific indicator for Municipality of Bogovinje

Summarised results from the Community Score Card:

- Women from the local communities, especially those from the lower social strata are in need for better services in the social care domain;
- Women from marginalized communities are not informed about the opportunities and the services of the municipalities, for the economic strengthening opportunities for women and for their inclusion in the decision making processes on level of local self-governance – in the urban and rural communities;
- There is need for improvement of the conditions in the local community for inclusion of girls from the vulnerable groups (minorities and ethnical groups and children with special needs) in the education process;
- There is need for support and strategies for inclusion of women in the decision making processes on local level and in projects which relate to economic strengthening of the citizens;
- Further strengthening of the capacities of the administration is needed in order for the implementation of the legal obligations for gender mainstreaming in LSGs to be possible;
- Gender divided tracking and statistic in the municipality is needed.

Recommendations that came out as a result of the discussions in the focus groups with the representatives of the administration:

- Inclusion of women in the decision making processes on local level;
- Improving of the information procedures for supporting of the inclusion of women in the processes of decision making on local level and of social benefits and services in jurisdiction of the municipality;
- Promotion of gender equality

5. Conclusions and Recommendations

The appliance of the laws which refer to gender equality as well as other normative documents on local level, as regulations, strategies etc. depends on: a) recognition of the necessity of formulating institutional policies from its procedural and programme aspect, of b) capacities of the administration to formulate effective policies, as well as of c) precise needs of assessment in the field.

The research and the experience in conducting of the project brought the following conclusions:

- The administration of the local self-governance possesses modest knowledge of the policy building concept and scarce capacities and skills in their creation;
- The administration on local level needs rising of the awareness for integrating of the gender perspective in the programme and budget policies because insufficiently understands its meaning;
- The administration on local level experiences the obligation for creating gender sensitive policies and budgeting as a burden if they can't perceive the relevancy of this issue and unless there is a lack of real interaction with the civic sector which advocates the specific needs;
- There is a low level of demand or articulation of the needs and the priorities of the citizens related to the gender issues and there is the need of establishing a dialogue between the civic organisations and the administration of the local self-governance;
- From the conducted evaluation with the Community Score Cards we learned that the women from the lower social strata need better services in the social care domain, more information about the opportunities and the services available in the municipalities, about the economic strengthening opportunities for women and need for additional support for their inclusion in the decision making processes on local self-governance level – in the urban and rural communities.

Consequently we recommend:

1. Adopting of educational programme with its own model of trainings which will offer rising of the capacities and a model for sustainable transference of the knowledge and strengthening of the capacities in the units of local self-governance for creating policies as a portable

skill and gender responsive policies as epitome skill.

2. Trainings for raising the awareness in sense of gender equality and creation of gender responsive policies as a mechanism for establishing inclusive society.

3. Appliance of discussions, simulations and practical work on the trainings, based on the real processes and activities in the local administration which will enable: a) raising and strengthening of the capacities and the skills, b) appliance of the newly gained knowledge in creating feasible policy documents.

4. Implementation of the gender analysis CSC: Community Score Card tool in the process of creating local gender sensitive policies which reflect the needs and the priorities of women and men form the local community.

5. Inclusion of gender responsive budgeting in the strengthening of the capacity processes and in creating gender sensitive policies in order for substantial influence to be enabled upon the services and the activities of the local self-governance contributing towards the decreasing the gender gap and the gender inequality.

6. Capacitating of the dialogue and negotiation among the non-governmental sector and LSGs as a proxy for the needs of the specific civic groups (in this case, women) which will enable: a) participative democracy in decision making, and b) evaluation of the evidence based needs steaming out from the direct exchange with informed and representative public.

7. Strengthening of the civic sector capacities with advocacy and negotiation skills for articulation of the needs and priorities of the concerned groups of citizens and in the same time to encourage the efficiency and accountability of the LSG units in enforcing the implementation of the Law for Equal Opportunities of Women and Men.

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DIALOGUE

PROCESS

INCREASING

CREATING
GENDER
EFFECTIVE
POLICIES

CITIZENS

COMMUNITY

MODEL

COMMUNITY

CREATING