

# **UNCT Performance Indicators for Gender Equality and Women's Empowerment**

## **Narrative Report The former Yugoslav Republic of Macedonia**

**Final Narrative Report**

**Skopje, 23 June 2009**

Submitted to: The Office of the UN Resident Coordinator

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## Summary

This Narrative Report of the UNCT Performance Indicators for Gender Equality and Women's Empowerment briefly elaborates on the methodology used in assessing gender equality and women's empowerment related work of the UNCT in the fYR Macedonia and presents the summary of findings, with reference to the main strengths and weaknesses<sup>1</sup>. It indicates some best practice examples of gender-related work by the UNCT. The report also includes a follow up table, containing key issues and recommendations<sup>2</sup> for future action. Finally, enclosed is the list of documents reviewed, and the list of key informants interviewed. This narrative report complements the Gender Scorecard, therefore the Narrative Report and the Scorecard should be viewed as two parts of an integral document.

## I Methodology

As recommended by the Users' Guide, a desk review of key documents and interviews with key informants were conducted. The list of documents was obtained through the RC Office. The interviews were conducted with the Resident Coordinator, Heads of Agencies and members of the Human Rights Gender Theme Group (hereafter HR GTG), donors, gender equality mechanisms and representatives of CSOs (women's organizations). One focus group discussion was organised at the beginning of the field visit, which took place from 27-30 April. A draft version of the Scorecard was submitted to the Technical Advisor for comments. At the beginning of June, HR GTG held a meeting where it agreed on recommended follow up actions, which have been discussed and for the most part, approved at the UNCT meeting held on 23 June, 2009.

## II Findings

### Explanatory note

The Gender Scorecard exercise assessed gender equality related work of the UNCT during the past UNDAF period (2005-2009) and the level of inclusion of gender equality and women's empowerment issues in the new UNDAF, covering the period 2010-2015. The new UNDAF was officially endorsed by the Government of fYR Macedonia on 7 April, 2009.

The fYR Macedonia is an EU candidate country. Therefore the achievements of the UNCT should be viewed in a specific context, highlighting the need of the UNCT in the country to prioritise / harmonise its activities based on its comparative advantages, and in close observation of the EU accession process.<sup>3</sup>

**a) Strengths:** Decision making, Programming and Budgeting are the areas in which the UNCT demonstrated the best results, with the average scores of 4, 4 and 3,5, respectively (on a 0-5 scale). Dimensions related to planning and policies and capacities also scored well, with mean scores of 3,4 and 3,3, respectively.

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<sup>1</sup> The content and the length of the Narrative Report has been suggested in the UNCT Performance Indicators for Gender Equality – Users' Guide, prepared by UNDG Task Team in June, 2008 (p.22).

<sup>2</sup> Follow up activities were discussed and recommendations made as per methodology suggested in the Users' Guide.

<sup>3</sup> This means that UNCT prioritised its activities having in mind the context and activities of other actors, primarily the European Commission. Domestic violence was prioritised given the fact that it is on the "edge" of the EC attention, being a part of the Soft Acquis.

When all dimensions with high mean-scores are analysed together, it is evident that the UNCT recognises the central role of gender equality and women's empowerment related to programming. Consistent action during the period of the UNDAF 2005 – 2009 prepared the ground to take activities to the next level with the new UNDAF 2010 – 2015. Decision-making and strong support for gender equality programming coming from the RC and fully endorsed by all Heads of Agencies translated itself into a robust programme, tackling the main areas of concern in the country. The UNCT's gender related work is structured and strongly supported through the work of HR GTG, which is chaired by UNIFEM since 2008. There is a clear recognition that structures alone cannot guarantee the achievement and quality of results:

*“The emphasis should be on gender-related issues and results, not on structures”.*

In addition to joint activities, attention is given to the complementarity of actions (for example activities focusing at the municipal level where the work with the Equal Opportunities Commissions (UNDP) is closely coordinated with sister-agencies (i.e. UNIFEM work on gender budgeting)). Gender disaggregated data are not available for all areas / sectors, and there is a strong recognition that capacity needs to be developed in this area. UNICEF supports the government with the development of MakInfo<sup>4</sup>, while the recently established UN Working Group on Statistics (UNFPA, UNICEF, UNIFEM, UNDP, UNHCR) represents a channel for the UNCT to speak “as a system” on statistics related issues. Specialised agencies such as UNIFEM and UNFPA have strong focus on gender programming and women's empowerment stemming from their mandates. Gender equality issues feature prominently in the programmes of all agencies with a field presence. Special attention to the issues related to vulnerable women is given by UNHCR and IOM (Roma women, women refugees and victims of trafficking), while the Joint UN team on AIDS also maintains a focus on gender-related issues. UNDP, apart from a strong gender related programme component, administers the Domestic Violence Joint Project, implemented by five UN agencies (UNDP, UNFPA, UNIFEM, UNICEF, WHO) thus providing significant background support for the UN joint activities. UNESCO, a non-Resident Agency, is a participating agency in the joint programme focusing on inter-ethnic community dialogue and collaboration<sup>5</sup> as a non-resident agency.

**b) Weaknesses:** The lowest performance was identified in the area of partnerships, with a mean score of 2,6 on a 0-5 scale.

While the overall performance of the UNCT is very good, with three dimensions meeting the minimum standard<sup>6</sup> and two dimensions very close to meeting the minimum standard, the partnership dimension is the only one identified as requiring special attention<sup>7</sup>. The interviews with donors confirmed the twofold challenge that the UNCT is faced with: i) a weak position of the national Gender Equality Mechanism (Department for Equal Opportunities)<sup>8</sup> within the government and sometimes overlapping mandates (in the case of domestic violence); ii) weak networking of women's organisation and.

The Gender Scorecard exercise found that the parliamentary Commission for Gender Equality, the Department for Equal Opportunities (as the main coordination hub within the government) – while being invited through the Ministry – were not included in the UNDAF planning process. Women's NGOs were also not included. The Scorecard exercise itself served as a familiarisation process, soliciting a message from both GEMs and women's organisations on the need for their greater inclusion and clarity of roles in relation to the achievement of the UNDAF outcomes. Some women's organisation voiced their concern

<sup>4</sup> A version of DevInfo adapted for FYR Macedonia.

<sup>5</sup> This programme has a gender equality related component.

<sup>6</sup> One sub-dimension (2b) exceeds minimum standard.

<sup>7</sup> One sub-dimension ((3b) is rated as inadequate.

<sup>8</sup> National GEM is institutionally situated in the Ministry of Labour and Social Policy.

about the UN Joint Project “Strengthening National Capacities to Prevent Domestic Violence”. They emphasised that the UNCT became a major actor in the area of domestic violence with this project and called for strong coordination through the National Coordination Body for the implementation of the National Strategy on Domestic Violence.<sup>9</sup>

Given the need for the further strengthening of partnerships with GEMs and CSOs / women’s organisations, it would be important also to strengthen donor coordination in the area of gender equality and women’s empowerment. Gender Focal Points in all international organisations that participated in the scorecard exercise voiced their preparedness to actively coordinate and saw the potential benefit from peer support. Occasional meetings with the HRGTG members were mentioned as a viable channel for information exchange.

### III Best practice examples – highlights<sup>10</sup>

A number of examples stand out in the UNCT performance:

- Public hearings on the issue of domestic violence and the Ombudsman’s role in addressing domestic violence, which were organised in the Parliament in partnership with the parliamentary Committee for Gender Equality.
- Presentation of annual operational plan of the Department for Equal Opportunities to the UN Human Rights Gender Theme Group and follow-up discussions on future joint activities.
- Key support provided by the UNCT in preparing the Universal Periodic Review (UPR)<sup>11</sup>, considered on 12 May, 2009. National actors were supported in the UPR preparation phase, including the Ministry of Foreign Affairs and CSOs. Technical briefings included the Ombudsman’s office as well.
- Support for the follow up of the CEDAW Committee recommendations provided by HRGTG since mid-2006 (dissemination of the Committee recommendations supported, alongside the formal and informal discussions on the implementation of recommendations).

### IV Average Scores per Scorecard Dimension

Dimension	Mean score
1 Planning	3,4
2 Programming	4
3 Partnerships	2,6
4 Policies and capacities	3,3
5 Decision-making	4
6 Budgeting	3,5
7 Monitoring and evaluation	3
8 Quality control and accountability	3

<sup>9</sup> This National coordination body was formed by the Government of FYR Macedonia in September 2008. It is institutionally situated in the Ministry of Labour and Social Policy and is comprised of government and CSO representatives. It seems that there is no mechanism for coordination of activities and exchange of information between the National Coordination Body and the Department for Equal Opportunities, although they are both situated in the same ministry.

<sup>10</sup> Specific UN agencies are not singled out, but there were additional good practice examples identified, whereby specific agencies would take the lead and provide extra support for the gender related work of the UNCT.

<sup>11</sup> UPR includes the overview of the status of CEDAW implementation.

## V Follow-up Recommendations

Dimension	Average numerical rating	Main follow-up issues	Steps to be taken, including technical assistance needed, time-frame, allocation of responsibility and resources required
1. Planning	3,4	- Indicators are not fully gender mainstreamed. There is a scope for further fine-tuning of both baseline and output indicators.	Until the end of 2010: Take the opportunity to re-appraise indicators in the process of early evaluation of UNDAF, scheduled for 2010. Include additional indicators (where information is available) and fine-tune current indicators by sex-disaggregating them where possible. (TA may be required)
2. Programming	4	- UNDAF budget allocations include gender related / women's empowerment related funding under the budget allocations against the three overall UNDAF outcomes and against each agency. This information is not easily accessible in the UNDAF 2010-2015 document. - There is no unified system in place for gender mainstreaming of joint-programmes.	No recommendations regarding budgeting based on the fact that for the joint project focusing on domestic violence the financial information is available. The same goes for the activities funded from the RCO budget. <sup>12</sup>  RCO and HR GTG to share responsibility for ensuring gender mainstreaming of joint-projects. RCO should have a "gate-keeping" function – flag when gender mainstreaming is needed and agree with HR GTG on the best approach (depending on the theme, different kinds of expertise may be required).
3. Partnerships	2,6	- Limited participation of the key counterparts in the UNDAF planning process. The inclusion of gender equality mechanisms or the lead women's NGOs was not ensured.	Organise a meeting with women's NGOs and government gender machinery towards the end of 2009 and present 2010 operational plan for the new UNDAF implementation. Provide space for a discussion and solicit feedback from participants. Such practice is recommended to take place every year. HR GTG to take the lead.

<sup>12</sup> As for the other activities – they are mainstreamed into the programme – both HR GTG and UNCT were of the opinion that there was no viable way to track each and every gender related activity at this point (the most significant activities can be traced without problems).

4. Policies and capacities	3,3	<ul style="list-style-type: none"> <li>- There is no standardised training for the UNCT members focusing on the key gender equality and women's empowerment aspects.</li> <li>- There is no UNCT roster in place, however there is a system of consultations related to the gender experts via HR GTG.</li> </ul>	<ul style="list-style-type: none"> <li>- Ensure that all staff (including HoAs) have access to the appropriate training (use the existing capacities and follow up on the UNDG initiative re guidance on training)</li> <li>- Organise gender training for UNCT in the second half of 2009 (UNFPA gender training, as planned)</li> <li>- UNIFEM to compile a list of gender experts (with an emphasis on local experts) to ensure that UNCT has a central data-base on gender experts.</li> </ul>
5. Decision-making	4	Gender equality and women's empowerment issues prominent on the HoA meeting agenda, however more systematic inclusion of the relevant issues should be considered	Ensure regular inclusion of gender related themes in HoA meetings.
6. Budgeting	3,5	While gender related expenditures in the RCO budget are easy to track, a system needs to be put into place to track the overall UNCT expenditures related to gender equality and women's empowerment (DVP, HRGTG plus other activities that contribute to the UNCT gender related work)	No specific recommendations Please see comments related to the second dimension (Programming) and the footnote No.13
7. Monitoring and evaluation	3	There is scope for improving the monitoring of indicators in the new UNDAF covering the period 2010-2015	Recommendations given in relation to the first dimension (Planning)
8. Quality control and accountability	3		

## Annexes

### 1. Desk Review Documents

- UNDG. Common Country Assessment and United Nations Development Assistance Framework. Guidelines for UN Country Teams on Preparing a CCA and UNDAF. February 2007.
- ECOSOC 2006. Resolution 2006/36 Mainstreaming a gender perspective into all policies and programmes in the United Nations system
- UNCT FYR Macedonia. United Nations Development Assistance Framework 2010-2015.
- UNCT FYR Macedonia. United Nations Development Assistance Framework 2005-2009.
- UNDAF Annual Review 2005 and 2007
- UNDAF Evaluation Summary 2008
- UNCT FYR Macedonia. RC annual reports 2005, 2006, 2007 and 2008
- Government of FYR Macedonia. National Development Plan 2008-2013 (draft)
- Government of FYR Macedonia. Report on the Progress towards the Millennium Development Goals, Macedonia. November 2008
- UNCT FYR Macedonia. Strategic Assessment on Roma Inclusion
- Dr Rosenberg, D. Social Inclusion Analytical Report UNDAF. October 2008
- Government of FYR Macedonia. National Action Plan for Gender Equality 2007-2012
- Government of FYR Macedonia. Law on Equal Opportunities between Women and Men
- CEDAW Concluding Comments for Macedonia
- Government of FYR Macedonia. National Strategy for Protection against Domestic Violence
- UNCT Joint Programme. Strengthening National Capacities to Prevent Domestic Violence
- UNCT FYR Macedonia. Terms of Reference for the UN Human Rights Gender Theme Group (HRGTG) and Work-plans for 2007, 2008 and 2009.
- Minutes from HRGTG meetings (2006-2009)
- HRGTG Strategy planning. Presentation, October 2007
- UNCT FYR Macedonia. UN Working Group on Statistics. Meeting minutes. December 2008
- Frazer, H, Uzunov, V. Strategic Review of the UNCT Activities in the FYR Macedonia in Light of the Country's EU Accession. November 2006
- UNDP QSA Team. Consolidated Comments by the Peer Support Group. February 2009
- UNDP Macedonia. Gender Mainstreaming Initiative. Report on Training Activities. July 2007

## 2. Key Informants

### LIST OF KEY INFORMANTS FOR THE CARRYING OUT OF THE GENDER SCORECARD

No.	INSTITUTION	KEY INFORMANT	CONTACTS	COMMENTS
1.	Department for Equal Opportunities, MLSP	Elena Grozdanova State Councillor  Jovana Trenevaska Councillor for GE  Merdita Saliu Head of DEO  Zaklina Atanasovska, Head of the Unit for GE	<a href="mailto:egrozdanova@mtsp.gov.mk">egrozdanova@mtsp.gov.mk</a> tel: 3106468  <a href="mailto:jtrencevska@mtsp.gov.mk">jtrencevska@mtsp.gov.mk</a> 3106-468  <a href="mailto:msaliu@mtsp.gov.mk">msaliu@mtsp.gov.mk</a> 3106-665  <a href="mailto:zatanasovska@mtsp.gov.mk">zatanasovska@mtsp.gov.mk</a> 3106-665	Interview conducted face-to-face at the MLSP (28 Apr 2009)
2.	Parliamentary Committee for Equal Opportunities	Liljana Popovska, Chair	<a href="mailto:l.popovska@sobranie.mk">l.popovska@sobranie.mk</a> 389 2 3224 150 070 38 45 37	Interview conducted face-to-face at the Parliament of FYR Macedonia (29 Apr)
3.	Ministry of Foreign Affairs	Svetlana Geleva, Head of Sector for Multilateral Affairs	<a href="mailto:Svetlana.geleva@mfa.gov.mk">Svetlana.geleva@mfa.gov.mk</a> 3124077; 3115-266 etx. 360	Interview face-to-face with Ms Geleva's Deputy Sanja Zografska Krstevska (29 Apr)
4.	Ombudsmans Office	Ixhet Memeti	<a href="mailto:contact@ombudsman.mk">contact@ombudsman.mk</a> / <a href="mailto:UranijaPirovska@ombudsmn.gov.mk">UranijaPirovska@ombudsmn.gov.mk</a> 3129651	Interview face-to-face with Ms Nevenka Krusharovska, Deputy Ombudsperson
5.	RC Office	Maria Luisa Silva Mejijas UN Resident Coordinator	<a href="mailto:maria.luisa.silva@undp.org">maria.luisa.silva@undp.org</a> 3249 502	Interview face-to-face held on 30 Apr
6.		Sheldon Yett, RC a.i. UNICEF HoA	<a href="mailto:syett@unicef.org">syett@unicef.org</a> 32 31 157 (ext. 140)	Interview face-to-face, 22 June 2009
7.	UNIFEM	Asya Varbanova, Project Manager, HoA UNIFEM	<a href="mailto:Asya.varbanova@unifem.org">Asya.varbanova@unifem.org</a>	Note: Ms Varbanova is the Chair of UN Human Rights and Gender Theme Group Interview face-to-face on 27 Apr, debriefing on 30 Apr
8.	UNDP	Ann-Marie Ali DRR	<a href="mailto:ann-marie.ali@undp.org">ann-marie.ali@undp.org</a> 3249 502	Brief interview face-to-face (28 Apr)

9.	UNDP	Aferdita Haxhijaha Imeri	<a href="mailto:aferdita.haxhijaha@undp.org">aferdita.haxhijaha@undp.org</a> 3249 540	In depth interview face-to-face (28 Apr)
10.	UNFPA	Tatjana Sikoska, HoA	<a href="mailto:tatjana.sikoska@undp.org">tatjana.sikoska@undp.org</a> 3249 578	Interview face-to-face (28 Apr), also Ms Sikoska participated at the HRGTG focus group discussion organised on 27 Apr
11.	RC OFFICE	Mark McGinty	<a href="mailto:mark.mcginty@undp.org">mark.mcginty@undp.org</a> 3249 574	Interview face-to-face 27 Apr, HRGTG focus group discussion (27 Apr) and debriefing on 30 Apr. In addition to that, exchange of documents and info prior to the field visit.
12.	RC Office / HR Adviser	Silva Pesic	<a href="mailto:silva.pesic@undp.org">silva.pesic@undp.org</a> 3249 573	Interview face-to-face (30 Apr)
13.	RC Office / UNAIDS Focal Point	Sandra Kuzmanovska	<a href="mailto:sandra.kuzmanovska@undp.org">sandra.kuzmanovska@undp.org</a> 3249 575	Interview face-to-face (28 Apr)
14.	UNICEF	Faroogh Foyuzat, Programme Coordinator, Deputy HoA	<a href="mailto:ffoyuzat@unicef.org">ffoyuzat@unicef.org</a> 32 31 157	Interview face-to-face (28 Apr)
15.	IOM	Anna Eva Radicetti, HoA	<a href="mailto:aeradicetti@iomskopje.org.mk">aeradicetti@iomskopje.org.mk</a> 02 3088 100 (ext. 130)	Interview face-to-face (30 Apr)
16.	WHO	Marija Kisman, HoA	<a href="mailto:mki@who.org.mk">mki@who.org.mk</a> 30 64 299 (ext. 76216)	E-mail communication followed by the telephone interview on 22 May
17.	The World Bank	Bojana Naceva Education Specialist and gender FP	Tel. +389 23 117 159 <a href="mailto:bnaceva@worldbank.org">bnaceva@worldbank.org</a>	Interview face-to-face (29 Apr)
18.	OSCE	Lia Magnaguagno Confidence Building Officer Isabella Torta, OSCE GFP	<a href="mailto:Lia.Magnaguagno@osce.org">Lia.Magnaguagno@osce.org</a> 3234 586 <a href="mailto:Isabella.Torta@osce.org">Isabella.Torta@osce.org</a>	Interview face-to-face with Ms Magnaguagno and with OSCE GFP Ms Isabella Torta (29 Apr)
19.	Dutch Embassy	Beti Bakovska	<a href="mailto:beti.bakovska@minbuza.nl">beti.bakovska@minbuza.nl</a> +389 2 3109-250 ext. 215	Interview face-to-face (28 Apr)
20.	Delegation of the European Commission	Fabien Schaeffer, Task Manager for Social Policy, Gender FP	<a href="mailto:Fabien.SCHAEFFER@ec.europa.eu">Fabien.SCHAEFFER@ec.europa.eu</a> Tel: (+389 2) 32 48 578	Interview face-to-face (28 Apr)
21.	ESE	Jasminka	<a href="mailto:jasminkafriscik@esem.org.m">jasminkafriscik@esem.org.m</a>	Interview face-to-face

	(NGO)	Friksic, President	<a href="#">k</a>	(30 Apr)
22.	Akcija Zdrujenska (NGO)	Maria Savovska, President	<a href="mailto:zdruzenska@t-home.mk">zdruzenska@t-home.mk</a> Ul. Vasko Karajanov, 2-1/4 1000 Skopje, Macedonia tel. ++389 2 3 215 660	Interview face-to-face (30 Apr) Note: Ms Friksic and Ms Savovska were interviewed together
23.	Union of Women's Organizations in R. Macedonia (NGO)	Savka Todorovska, President	Phone: ++ 389 2 3134 390 Phone/fax: ++ 389 2 3238 184; ++ 389 2 3126 185 E-mail: <a href="mailto:sozm@mt.net.mk">sozm@mt.net.mk</a>	Interview face-to-face (29 Apr)
24.	Roma Center of Skopje (NGO)	Azbija Memedova, Coordinator	<a href="mailto:centar@mt.net.mk">centar@mt.net.mk</a> , tel./fax: ++ 389 2 2618 575	Interview face-to-face (30 Apr)
25.	Ministry of Health	Snezana Cicevalieva		e-mail contact followed up by the telephone interview (12 June)

**Other meetings:**

Human Rights Gender Theme Group – focus group discussion organised on 27 April, 16.00 – 17.00, UNIFEM premises. The list of participants included: Asya Varbanovska, Chair of the HRGTG (UNIFEM), Aferdita Haxhijaha Imeri (UNDP), Tatjana Sikoska (HoA, UNFPA), Mark McGinty (RCO), Sandra Kuzmanovska (UNAIDS), Biljana Lubarovska (UNICEF), Svetlana Petrusavska (WHO).

UNCT meeting organised on 23 June, 2009 - the final agreement of follow up activities.