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ВОДИЧ - UDHËZUES - GUIDE

РОДОВО ОДГОВОРНИ ПОЛИТИКИ = СОЦИЈАЛНА ПРАВДА !
POLITIKA TË PËRGJEGJËSHME GJINORE = DREJTËSI SOCIALE !
GENDER RESPONSIVE POLICIES = SOCIAL JUSTICE !

GUIDE
GENDER RESPONSIVE POLICIES = SOCIAL JUSTICE !

Skopje,
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CONTENTS

FOREWORD

The idea for preparing the Guide **“Gender Responsive Polices = Social Justice !”** is a result of the essential need to provide additional support for the local administration, councillors, especially members of Commissions for equal opportunities of men and women, civil society organizations in Kicevo and in Bitola, that at the same time are also the target groups of the Project Economic Empowerment of Women in Two Municipalities, which the Women Civic Initiative ANTIKO implemented in the Municipalities of Kicevo and Bitola in the period from 2015 to 2016, with the support of the UK Embassy in Skopje.

The main goal of the Project is focused on: Preparing a model and piloting participatory evidence -ased approach in designing and implementing effective gender policies and programs for economic empowerment of women in units of local self-government.

Considering the fact that investing in the economic empowerment of women paves the road leading to gender equality, eradicating poverty and prompting and inclusive economic growth, the Guide is primarily intended for actors and stakeholders in the units of local self-government of Kicevo and Bitola. Furthermore, considering its universal nature, the Guide could be easily adapted and incorporated in other types of interventions having an effect on gender issues. The Guide is useful for the civil sector, local institutions, for the business sector, and for all those whose interest, work or mission is the design, implementation, impact assessment, monitoring and evaluation of policies, i.e. for those whose duty and goals cover establishing an environment conducive to raising initiatives for changes based on sustainable results, equal opportunities, advancing human/women’s rights and contributing to attaining gender equality on the labour market and achieving social justice.

Gender responsive design of local policies and programs implies including the gender perspective in all stages of the process, starting with the design of the vision for a change, evidence based analysis, defining scenarios, decision making, risk management, over to impact assessment, monitoring and evaluation.

The “**Gender Responsive Policy = Social Justice !”** Guide is aimed at elaborating the starting point, i.e. the required theoretical framework and practical advice for moving the process of attaining changes forward, as well as the process of monitoring and measuring of policies and their impact on women and men, i.e. providing fundamental knowledge that will help local actors in the process of gender mainstreaming in their strategies, project and action plans.

The elaborated topics and contents are based on knowledge and evidence acquired from field researches, which Antiko implemented under the Project.[1] The information and results produced with the researches have served as the basis for development of a training program, adjusted to requirements to strengthen the capacities of local actors and stakeholders in the Municipalities of Kicevo and Bitola.

The “**Gender Responsive Policy = Social Justice !”** Guide contains three (3) complementary parts. First, the basic concepts of gender and development are explained, as well as the approach to gender responsive local policy design; the second part relates to the Regulatory Impact Assessment; while the third part relates to monitoring and evaluation of public policies. The Guide has been prepared in cooperation with and with the support of the teams of trainers and experts with long-year experience in the three areas. The Guide is a collection of texts taken from several handbooks, with most of the contents taken from handbooks the authors of which are the team members.

The Project Team of the Women Civil Initiative ANTIKO.

1 Report on the Research of Opportunities and Barriers to the Inclusion of Women in the Labour Market in the Municipality of Bitola; Report on the Research of Opportunities and Barriers to the Inclusion of Women in the Labour Market in the Municipality of Kicevo

INTRODUCTION

Why is it important to introduce specific measures and programs for economic empowerment of women and for attaining gender equality in the labour market?

(In) equality and (un)equal opportunities for men and women are global phenomena present even in the most developed modern democratic societies. Equality between women and men is part of the human rights instrumentarium and relates to equal treatment and provision of equal access to possibilities and benefits in society, set forth under the state's legislation and policies.

The rights to equal treatment and possibilities are fundamental human rights, recognized and protected under numerous international instruments and national legislations, which emphasize gender equality as one of the fundamental elements of reform processes. Regretfully, gender discrimination is still a huge challenge from various aspects and areas of everyday social life. Gender as the main feature of the social and economic stratification, which often results in exclusion, is present in most societies, marked most often with better positioning of men in the social, economic and political hierarchy.

Gender Equality in the Labour Market

Gender (in)equality in the labour market is especially strong and present in most societies. Regardless of the fact that in the last several decades significant progress can be noticed in promoting gender equality in the economic sphere, and despite the significant increase of the participation of women in the labour market, women are still too much represented in uncertain and informal jobs, featured with significantly lower incomes and weaker renown compared to men. This is most often due to the fact that women still face difficulties and barriers in the equal access to opportunities for quality employment and serious efforts are required to ensure gender equality in labour market.

There is abundant evidence confirming that the increase of the participation of women in the labour market and of the quality of their employment does have a favourable impact on the economic empowerment of women, and prompts wider scope economic and social benefits. **Dealing with existing inequalities, very often means working differently with men and women**.

The process of attaining gender equality is complex, as is the understanding and assessment of needs in designing policies, as part of various processes in society, which are to ensure gender equality. In this respect, gender equality should not be understood as men and women being identical, but as acceptance of and equality in evaluating the differences between men and women, and their different social roles. This means that gender equality promotes a real partnership between women and men, as well as shared responsibility in eliminating inequalities in the public and private life. Thus, it is necessary to recognize that attaining greater level of gender equality and addressing existing inequalities very often means undertaking different type of activities for men and for women, as well recognizing the different obstacles that men and women face, and their different needs, priorities, goals and aspirations.

The issue of gender equality is an issue of social justice and respect for human rights!

The issue of gender equality is not only an issue of social justice. This is an exceptionally important fundamental human rights issue, having a particular relevance to tackling poverty, unemployment, provision of equal opportunities and quality life for all. Economic empowerment of women is a prerequisite for sustainable development and reducing poverty overall. The starting point for the economic empowerment of women is the development and application of sound public policies, which require long term commitment, a holistic and specific approach to integrating the gender perspective in the design of public policies and programs.

With a view to attaining real progress in this area, women must have equal access to funds and services (land, water, technology, innovations, credits, banking and financial support and other adequate means and services). Such an approach and activities will enhance the rights of women and will furthermore increase their economic productivity, while reducing poverty in families and making a significant contribution to increasing the economic growth of local communities and of society overall.

Woman face various barriers owing to traditional patriarchal roles and relations

Women’s employment opportunities must be improved by acknowledging and recognizing the labour they invest in providing care for the family and in developing the communities with their unpaid labour. They face various barriers in almost every aspect of the work.

Opportunities for access to and participation in the labour market by women must be improved considering the fact that owing to traditionally divided gender roles of women in the family and every day life, they invest great labour in unpaid and long-term work (such as keeping up the household, cleaning, cooking, provision of care for children, old people, to the ill, etc). These are very significant challenges that are to be taken into consideration in the design and implementation of policies, programs and plans for economic empowerment of women, in light of their great impact on attaining results in this area.

Effective investments in the development of innovative approaches and partnerships, enhancing the dialogue and cooperation among actors, coordination among stakeholders and donors

With a view to overcoming centuries old barriers and challenges facing women, especially in areas of economic independence and the existing women’s poverty, it is of great importance to introduce new approaches in the policy design and implementation and in creating equal opportunities for increasing the economic power of women. Aiming at achieving sustainable results it is necessary to design policies based on evidence i.e. gender analyses, effective investments in the development of innovative approaches and partnerships, enhancing the dialogue and cooperation among actors, coordination between stakeholders and donors. This will lead to an integrated approach in organizing and empowering women, while facilitating their active participation in the labour market

Program Team of Women Civic Initiative ANTIKO

BASIC GENDER AND DEVELOPMENT CONCEPTS AND APPROACH TO GENDER RESPONSIVE LOCAL POLICY DESIGN

Vesna Jovanova
Neda Maleska Sacmaroska

1. GENDER

What is gender? The term was first used by Ann Oakley and others in the 70's to explain features of men and women, which are socially determined, as different from their biologically determined features. The difference between gender (socially determined features) and sex (biological features) generates greatly important implications.

Essentially, the difference between the terms gender and sex has been made to underscore that all that men and women do and all that is expected from them, except for their sex determined differences (giving birth and breastfeeding), can be changed and is indeed changing in the course of time, in following with various changing social and cultural factors.

The terms gender and gender differences might give rise to resistance. Language and culture provide each other with a development impetus, which speaks volumes of our deeply rooted presumptions, i.e. this term, which is to designate the possibility for a change and for different roles of men and women is of recent use! Despite the fact that many people might not feel this term that closely familiar, yet it powerfully resonates with the life experiences of men and women.

Working definition of gender: people are born as male or female, but they learn how to be girls or boys who will grow up to be women or men. They learn what conduct, views, roles and activities are appropriate for them and how they are to relate to other people. This acquired conduct is what makes up the gender identity and what determines gender roles.

- Gender is a dynamic concept: gender roles of men and women vary from culture to culture and from one to another social group within a single culture. Race, class, economic circumstances, age are all factors that have an influence on the view as to what is appropriate for women and what is appropriate for men. Even more, considering the dynamic nature of culture and the changing social and economic conditions, the scope of the gender concept changes accordingly. Exceptional situations, such as wars or famine could radically and rapidly change what men and women do, although at times (as considered by women liberation war veterans) after the crisis everybody falls into their former roles. Yet, sometimes changes are irreversible.

- The concept of gender helps us understand other differences: understanding the gender differentiation and gender discrimination helps us understand the differentiation and discrimination in other fields. People are ascribed various roles and characteristics not only based on their gender, but also based on their race, caste, class, ethnic affiliation, and age. Our social analyses are improved, our social interventions become better concerted, when we are aware of all complex manners in which society places people into different categories and roles and of the manners in which such roles could form the foundations either for cooperation or for a conflict, both among women and among men in a homogenous group within a given society. Women may be in a conflict due to their racial differences, but at the same time, women that belong to different ethnic groups or class groups may form alliances based on their gender identity.

1.1. Gender and Development Analysis

Development Approaches

Gender and Development (GAD) and Women in Development (WID) are interchangeable and it is usually considered that designing gender focused programs means providing support for more projects for women. It is very important to remember that if these concepts incorporate only the term "development" they equally apply to providing assistance in exceptional circumstances (emergency situations).

The WID approach most often attempts to integrate women in the development by creating more resources available to women with a view to increasing women's efficiency in their existing roles. Very often, this approach increases the production quota for women, emphasizes inequality and widens the gap between men and women.

The GAD approach attempts to base the interventions on analyses of men's and women's roles and their needs in order the make women capable of improving their position in relation to men in a manner that makes them useful to and in a manner that enables them to transform society overall. Thus, GAD is strongly motivationally driven - to work on equality and respect for human rights of all people.

Gender Awareness

Gender could not be simply "attached" to existing development models, nor could it be just simply added to development and assistance programs, as a supplementary component. Gender awareness is not a separate or additional issue for consideration; it is a matter of views, of perspectives, and it covers an entirety of signs that inform us about other people and about society. As referred to earlier, gender is at the core of human identity and of all customs, beliefs and conduct. We take this for granted. However, if we go into greater details and examine our presumptions we can see a different picture of the world.

Gender awareness implies seeing with new eyes, which are wide open to learn more. Seeing the work done with respect to development and assistance with a new pair of eyes shows what today is very clearly demonstrated by numerous examples worldwide: that needs of women, being different from those of men, have been invisible until recently for most agency planners, which has resulted in the fact that not only many development and assistance programs have not brought improvements for women, but have in fact worsened their situation. This consideration has lead to making a more detailed analysis of the impact of development on women and to the start of GAD analyses.

1.2. GAD Analysis Tools and Analytical Models

Gender Division of Labour

This applies to various types of work done by men and women and the different value attached to that work. Gender division of labour varies from one society and culture to another and it has its differences within the same society; it also varies depending on external circumstances and in the course of time. The analysis of gender division of labour in any group, on one hand, shows the mutual interdependence and cooperation, but on the other hand, it shows inequalities and conflicts that subsist between men and women. Understanding these relations is of primary importance in planning: we have to know how our support will impact the work done by women and by men, then how our interventions influence the relations between men and women and the manner in which female and male tasks are inter-related.

Triple Role of Women

This is a manner of classifying the type of work done by women. As already mentioned, this classification usually applies to the productive, reproductive and social work. Women have a "triple role", since women prevail in performing reproductive work. "Social work" includes all activities in the public sphere, starting from organizing celebrations and care for the sick over to lobbying the authorities for services, establishment of trade unions or work in the political sphere. It can be useful to make a difference between the two types of social work, as it is done by R. Mozer, i.e. social management and role in the design of social policy. The manner in which these types of work are valued refers to the manner in which women and men set their priorities in program and project planning. For example, care for the children. It seems that this not a priority for men when it comes to project planning; however, this could be an obstacle and could reduce the chances of women to be included in development opportunities.

2. KEY TERMS IN GENDER RELATIONS AND DEVELOPMENT

Gender Analysis: This term denotes the systematic manner of examining various influences of development on men and on women. Considering that development programs are actively striving to focus on women as their research target, we have learned that gender is closely connected to the type of work we perform, how much time we have for a given work, and how much money we have available to complete the work. Gender analysis requires that data be segregated according to gender, requiring as well good understanding of how labour is divided and valued. Gender analysis must be made at all levels of the development process; there must be always questions raised as to how certain activity, decision or a plan will impact men and how they will impact women.

The Gender Blind: These are people who fail to identify or acknowledge gender as the basic premise for the choice society has given us.

Women in Development: Focusing by those who plan and contribute to development on issues related to women in development has been encouraged by the understanding that contributions of women are ignored and that this has led to many failures of efforts to make progress. Projects under the women in development approach, which often include women, both as participants and beneficiaries, are the result of this understanding.

Gender and Development: This approach changes the focus from women as a group moving it to the relations between men and women as determined by society. This approach focuses on social, economic, political and cultural forces that determine how men and women may participate in project resources and activities, what their respective benefits would be and who controls the resources and activities.

Gender Segregated Data: This applies to information gathered under questionnaires, observing and other techniques, which help detect various roles and responsibilities of men and women. It is of the outmost importance to have gender-segregated data in order to be able to consider and assess the influence of a certain project on women, regardless of the project's influence on men.

Labour Division: This covers the manner in which labour is divided between men and women and how the labour is valued in a given culture or society. In general terms, men are better paid, they have more opportunities for prosperity and more chances to be included in nation-wide statistics. Contrary to this, labour of women is often temporary, seasonal, lower paid, even unpaid.

Access and Control: This concept underscores the importance of making a difference between access (for example to be able to farm another person's land) and control (for example to own the land and to be able to decide how the land is going to be used). Women perhaps have access to resources, but they do not have control over them. Hence, they do not have the right to make decisions.

3. GENDER MAINSTREAMING

Gender mainstreaming aimed at attaining gender equality is a strategy and not a goal in itself.

This strategic approach to attaining gender equality was for the first time mentioned at the III UN World Conference on Women (held in Nairobi, in 1985). A year later, the Resolution on the work of the United Nations Commission on the Status of Women was adopted, and in 1987, the Commission called upon all UN system bodies to design and implement in the practice a comprehensive policy of equality of women and to include such policies in their midterm plans. However, realistically this strategy gained on its importance and became globally accepted after the IV United Nations World Conference on Women (held in Beijing, in 1995). Under the Platform of Action, Governments and other actors are called upon to "promote an active and visible policy of **mainstreaming a gender perspective into all policies and programmes,** so that, before decisions are taken, an analysis is made of the effects on women and men, respectively."[2]

In this respect, in 1997, the United Nations Economic and Social Council (ECOSOC) defined **gender mainstreaming** as "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels."

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2 In order to understand the essence of this strategy it is necessary to elaborate briefly upon the category of gender, which as an analytical tool in humanities covers social relations between men and women.
Gender is a social construct and as such refers to different roles, responsibilities, and relations between men and women in society, which derive from cultural and traditional beliefs and norms.
Such relations determine to a great extent the various needs, interests and priorities of men and women in the economic, political, and social sphere in society.
Therefore, this model considers that needs and priorities of men and women differ and should be treated differently so that both genders could derive the same benefit.
Therefore, the position according to which special programs for support of women are sufficient to overcome inequalities, which exist in society, is more and more abandoned. Instead, the strategy of **gender mainstreaming** is increasingly applied.

However, the most often used and widely accepted definition is the Council of Europe definition (of 1998), which reads as follows: gender mainstreaming is “the reorganization, improvement, development, and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy making.”

Different from other definitions, this definition emphasizes gender equality as a goal, while gender mainstreaming is defined as a strategy to this end.

Essentially, gender mainstreaming aims at making the needs and experiences of men and women an integral part of the design, implementation, monitoring and evaluation of all policies and programs in all spheres, with a view to providing equal benefit for men and women. Therefore, this strategy works to achieve social justice and democracy, as well as equitable and sustainable development.

Gender mainstreaming requires the undertaking of the following four key importance steps, which are:

- Applicable in all sectors and cultures;
- Applicable at the national and local level in the local self-government, civil society organizations and in the private sector;
- Applicable in the development of general policies, programs and projects.

Step 1: Information

Gender mainstreaming requires gender segregated data, i.e. statistical information about gender roles and relations and gender analytical information, i.e. descriptive information that analyze statistical gender differences. The data and information need to be a regular part of every analysis.

Step 2: Consultations

Women will be able to win equality when they will be able to act independently and decisively. Thus, they will ensure that their views are taken into consideration. This means that consultations are needed with men and women about their priorities, needs and perspectives, as well as including women in the decision-making processes at all levels.

Step 3: Activities to promote the gender equality concept

In the context of any intervention/program or project, it is necessary to detect the causes for gender inequality. What is the basic problem and which are the causes that need to be addressed with a view to further promoting gender equality in this context?

Step 4: Activities for promotion of gender mainstreaming at the level of an organization/ institution

With a view to implementing these activities, i.e. with a view to recognizing and addressing the issue of gender relations at the job, it is necessary to develop the capacity to include these concepts in the policies, projects, and programs. Therefore, it is necessary to develop the views, knowledge, and skills of people who work in organizations and institutions.

4. WHAT IS GENDER ANALYSIS?

Gender Analysis:

- Considers the differences in the life of men and women, including differences leading towards social and economic injustices for women, while applying such understanding in the development of policies and in the provision of services;
- Focuses to the root causes for such injustices;
- Is aimed at attaining positive changes for women.

The term 'gender' covers the social construct of the female and male identity. It can be defined as "something more than mere biological differences between men and women". It includes manners in which differences, regardless whether they are real or perceived, are assessed, used, how they affect the classification of men and women, and how men and women are ascribed their roles and what is expected from them. Its importance derives from the fact that life and experiences of women and men, including their experiencing the legal system, occur within various social and cultural expectations, which are grouped in a complex manner.

Gender analysis enables us to recognize that:

- Lives of men and women, and hence their experiences, needs, problems and priorities are different;
- The life of all women is not the same; women's common interests may be determined with relation to their social position or their ethnic identity and by the fact that they are women;
- Life experiences, needs, problems and priorities of women are different among different ethnic groups;
- Life experiences, needs, problems and priorities are different for different groups of women (depending on the age, ethnic affiliation, disability, income level, employed/unemployed, marital status, sexual orientation and depending on whether there are people that are financially dependent on them);
- There could arise a need for different strategies to reach equitability between men and women, but also between different groups of women.

Gender analysis is aimed at reaching **equitability,** not equality.

Gender equality is founded on the presumption that men and women are to be treated in the same manner. However, not accepting that equal treatment does not result in equitability leads to failure, since men and women have different life experiences.

Why gender analysis?
Today there are several different gender analysis frameworks. These are tools for step-by-step implementation of gender analysis, which helps raise questions, analyze information and develop strategies for enhanced participation of men and women in programs for forestry and in ensuing benefits.

The gender analysis framework comprises:
1. Development of a context or patterns in an area, which answers the questions *What is improved? What is deteriorating?*
2. Activities and roles of men and women in the forestry sector, which answers the question *Who is engaged on what?*
3. Access and control by men and women of resources, which answers the questions: *Who disposes with what? Who needs what?* and
4. Activities necessary for the forestry program, which answers the question *What needs to be done to close the gap between the needs of men and of women?*

For example, gender analysis may be used in the following situations:
- Designing a plan for forest management at the village level, in order to ensure with certainty that the contribution of men and of women is equally recognized when defining the access to and the control over resources;
- Design or review of the forestry policy in order to ensure sustainable forestry through equitable participation of all actors;

- Determining the features of all actors, in addition to gender and other socially determined features, in order to get an understanding about who are the actors in the forestry sector;
- Restructuring the forestry sector in order to ensure equitable participation at all levels and equitable distribution of various functions among men and women;
- Defining criteria for selection for participation in trainings or for recruiting in order to provide for equal opportunities for men and women for career promotion and that men and women have various roles in the sector, while working both with men and women from other groups of actors.

Gender equitability takes into consideration differences in the lives of men and women and accepts that it takes different approaches to attain the outcome of them being equitable.

Gender analysis sets the basis for robust analysis of differences in the lives of men and women, while eliminating the possibility that the analysis be based on incorrect presumptions and stereotypes.

5. GENDER ANALYSIS FRAMEWORK

The gender analysis framework consists of four parts, applied by undertaking two main steps. First, information is gathered about the Activity Profile and about the Access and Control Profile. Afterwards, such information is used in analyzing factors and trends that affect the activities, the access, the control and the analysis of the project cycle.

Activity Profile	What do men, women (adults, children, old people) do, and where and when are such activities undertaken?
Who does what?	

The person that makes the plans needs to be well aware of the tasks of men and women in the subgroups of the population in the area covered by the project in order to be able to focus project activities to those that perform specific tasks. This requires gathering information about the involvement of men and women in each stage of the agriculture cycle, about tasks they share and about tasks they perform individually and about the degree to which gender labour distribution is fixed.

The goal is to ensure that women are actively involved in the project and that they are not disadvantaged.

The Activity Profile usually relates to all categories of activities: production related, reproductive and community based services. In this regard, it is determined how much time is dedicated to each activity, how often a given activity is performed (for example, every day or seasonally), in which periods there is an increased demand for labour, and which additional requirements will arise under the program for men, women and children.

Furthermore, the Activity Profile determines the place where activities are undertaken, whether at the home or at another place (in the village, at the market, in the fields or in urban centres), and the distance of those places from the households. This information provides an insight into the mobility of women and men and enables assessing the impact on the program in terms of mobility, manner of travelling, time required for travelling to the place of activities and which would be potential ways to save some time.
Issues considered under the Activity Profile are the following:

- Production of goods and provision of services;
- Reproductive activities and activities for maintenance of human resources;
- Community work;
- Community organization and activities.

Access and Control Profile Who disposes with what?	Who has access to and control over resources and over the decision making process?

The Access and Control Profile takes into consideration production resources, such as land, equipment, labour force, capital, credits, education and training. In this respect, there is a difference made between access to resources and control over decision making about resource distribution and use. Persons that design the plans need to consider the issue whether the proposed project will disrupt the access to production resources or whether it could upset the balance of power between men and women as regards resource control.

The Profile considers the degree to which women are prevented from equitable participation in projects. For example, if women have limited access to income or land, they might not be able to join other groups that contribute to the production and that have commercial opportunities, or they might be prevented from becoming independent commercial producers. Men could suffer from the same disadvantages within certain subgroups.

Project management mechanisms (for example, establishment of groups or cooperatives of water users) could determine who has access to and control over production resources, which could change the existing relations between genders.

Factors and Trends Analysis What is the social and economic context?	How are activities, access and control designed under the influence of structural factors (demographic, economic, legal and institutional) and factors such as culture, religion and attitudes?

This analysis considers structural, social and cultural factors, which affect gender patterns of activity and access to and control in a given project area:

- Demographic factors, including composition of households and the head of the household;
- General economic conditions, such as level of poverty, inflation rate, income distribution, internal trading conditions and infrastructure;
- Cultural and religious factors;
- Education levels and gender participation degree; and
- Political, institutional and legal factors.

The analysis is to consider the following:

- Which policies and programs, which are to ensure women's participation, could affect the project?
- Which norms and beliefs in the community could affect the participation of women in the project activities?
- Are there laws or regulations, which could affect the participation of women in the project or their access to the project benefits?

Program Cycle Analysis Which gender aspects are required for the project?	Planning, preparation, implementation, monitoring and evaluation of the project from the gender responsive perspective

This analysis will show whether the proposed project aims and methods could be modified in order to improve chances for success of the project and to reduce the probability that women are consequently disadvantaged. Some of the issues that need to be considered under this analysis relate to production processes, training, information, participation, access, institution building, project framework, etc.

The following issues in particular need to be considered under the project framework:

- Do planning assumptions (for example, each level of the planning framework or the logical framework) adequately reflect the obstacles to the participation of women in the program?
- Do project implementation indicators identify the need for collecting information and information gender segregation? Will changes in labour distribution according to gender be monitored? Will be data gathered in the course of the project about women's access to and control over resources?
- Can the project satisfy the practical gender related needs (support and improvement of the efficiency of production roles of women and men) and the gender related strategic needs (improvement of gender equality

through participation of women in the project)?
- Are general goals, purpose and specific goals of the program explicitly related to women and do they reflect women's needs and priorities?
- Does the project identify possibilities for participation of women in the program management, in the provision and management of community goods and services, in any planned institutional changes, in training possibilities, and in the resource and benefit monitoring? Will project resources be relevant and accessible to poor women in terms of staff, location and timeframe?
- Does the project include measurable indicators for fulfilment of the goals of gender and development, to facilitate monitoring and evaluation?

Gender Analysis Matrix

The gender analysis matrix is an analytical tool, which applies a participative methodology to facilitate the definition and analysis of gender issues by affected communities. The use of the gender analysis matrix will ensure unified articulation of all issues, as well as development of the gender analysis capacity using the bottom up approach.

The gender analysis matrix is based on the following principles:

- People whose lives are subject of such an analysis possess all required knowledge about the specific gender analysis;
- Gender analysis does not impose the need for technical expertise by those who are outside the community which is analysed, except for their role as facilitators;
- Gender analysis cannot prompt transformation unless the analysis is made by people who are subject of the analysis itself.

PROJECT GOALS: **Specified goals of gender equality:**					
	CATEGORIES FOR ANALYSIS				
	Category #1	Category #2	Category #3	Category #4	Category #5
LEVEL OF ANALYSIS					
Groups of actors #1					
Group of actors # 2					
Group of actors #3					
Group of actors #4					

Examples of categories:

- **Labour Force**

This applies to changes in the tasks, the level of required skills / qualifications (skilled as opposed to unskilled labour, formal education, training), and to the capacity of the labour force (how many people and how much work they could complete; would it be necessary to engage other people or household members would be able to perform the task?)

- **Time**

This relates to changes within the period (3 hours, 4 days, etc.) necessary to complete a task related to the project or the activity.

- **Resources**

This applies to changes in the access to the capital (income, land, capital) as a result of the project, and to the degree of control over changes in the resources (more or less resources) at each level of analysis.

- **Culture**

Cultural factors relate to changes in the social aspects of the life of participants (changes in the gender roles and status) as a result of the project.

Gender Analysis Principles:

Implementation of gender analysis in organizations

The analysis of gender equality policies in organizations and at other places leads to the conclusion that despite the fact that there is no unified group of defined challenges, the following elements of the conceptual framework are considered to be of the greatest importance:

1. Accountability: In the management context, accountability relates to various processes. In a cultural setting in which equitability is a mature concept, the issue of accountability is not separate from the issue of equitability. However, thus far in other cultures comments such as “this is somebody else’s responsibility” or “this is a task of the gender equality unit” have been tolerated. If responsibilities accompanying accountability are not well integrated only a few committed people will fulfil these responsibilities and this produces only limited results. In order to overcome this difficulty, it is necessary to set up a wider-scope framework of gender equality responsibilities within the organization itself in order to promote more comprehensive forms of accountability. Furthermore, it is important that employees who have managerial and supervisory roles accept the responsibility for polices and practice of gender equality within their organizational units.

2. Comparability: Despite the fact that gender equality cannot be absolute, yet making comparisons is a powerful mechanism that could prompt the attaining gender equality in similar institutions. In this respect, benefits will derive from sharing statistics, policies and practices. The application of this principle involves analysis of policies and best practices of other organizations and comparing data. Setting benchmarks relative to other organizations, especially in terms of staff profile, could be a useful tool in assessing the progress in various areas. Collecting information about policies and practices from other places could be helpful, for example, in identifying successful manners of increasing the number of women in commissions and enhancing the career prospects of women.

3. Networking: The lack of an effective internal gender equality network can bring two undesired consequences. First, inequality may increase owing to lack of knowledge about possibilities, and secondly, the effectiveness of the system is diminished when the organization focuses its attention on such inequalities. Therefore, networking within the organization itself could be enhanced in order to raise the awareness of employees, their understanding, their commitment to gender polices and principles and the practice itself. This could involve disseminating information throughout the organization, establishing communication mechanisms that will ensure that there is awareness spread throughout the organization, while ensuring ways to respond to the needs of employees and to provide advice about complaints.

4. Cultural values: This is perhaps the most important and most comprehensive principle. The organization has the possibility to identify possible improvements if it focuses on cultural values. The basic functions of the organization can be viewed from the equitability perspective only if cultural values are taken into consideration. Policies, procedures, and education programs need to be developed and implemented on integrated basis, while the evaluation is to serve the promotion of attitudes favouring gender equality on the job. Various gender equality related issues need to be considered at joint consultations with all employees and information needs to be disseminated about best practices. One of the possible strategies could be including gender equality in the scope and conditions for the review procedure in the organization.

5. Strategies: The four areas referred to above are the main focal points in considering the maturity of the organization as regards gender issues. A fifth element is added to the strategies. This element refers to the commitment of the organization to developing knowledge and understanding as to how to change the system in order to fully accomplish the goals of gender issues. Thus, by acquiring knowledge about existing strategies members of the organization are empowered. In this context, it is necessary to establish and evaluate new programs that will identify and address injustices, special needs and status of women in terms of employment at all levels.

6. PLANNING AND ORGANIZING CHECKLIST

Activity Development
Gender integration as an activity is an enormous challenge. Therefore, at the beginning the activities need to be featured with limited development, with a clear distribution of responsibilities, tasks and roles. Therefore, it is particularly important to have an action plan defining practical activities.

Such a plan needs to be developed by using the Activity Planning and Organizing Checklist. Afterwards, the plan will determine the level of goals and plans of work.

Expected Results
The application of this model will enable:

- Review of what the organization needs to do in order to organize gender integration activities;
- Shared view about the state of play in the organization and awareness about the issue how activities can further continue;
- Basis for planning the management and the organization of gender integration related activities.

Method:
This covers four strategic gender integration ‘success factors’:

Goals and monitoring;
Training;
Methods and procedures;
Support and coordination.

The systematic change in the work is of essential importance when the organization would like to develop long-term gender integration as part of its basic operations. The goal of such gender integration is that the operations of the organization itself become gender equitable, i.e. to provide services that are equally accessible, which are of the same quality and which are equally adjusted to all citizens, regardless of their gender/sex. To this end, **an analysis of gender equality is made and a plan is prepared how to improve gender equality in the work of the organization.**

Such activity requires appropriately adjusted organizational set-up and clear goals of development activities. Therefore, this specific task has a central position in the success factor checklist.

The checklist is based on our more comprehensive experiences deriving both from the regular work and from experiences in gender integration in entire organizations, including in ministries.

The work of government institutions is based on these success factors and each success factor has additional goals, which are then again supplemented with updated annual action plans.

The questions on the checklist have been formulated in a manner that enables that the questions are used in reviewing gender equality; they are concentrated on how the organization can ensure improvement of development related activities, and that this produces a lasting impact. Furthermore, these questions are to ensure leadership and inspiration in the introductory stage and in stages when the activity itself is planned and starts.

Success Factors

Goals and monitoring

In order to attain success in the work, the leadership needs to clearly inform the entire organization about the adopted decisions and about the expectations. If ensuing activities are undertaken in a consistent manner, such directives will be taken seriously, especially in light of the fact that reports are to be submitted about different parts of the activity.

Gender integration imposes the need for investments, at least in the initial stage. The work needs to be pursued in a systematic manner, if the investment is to produce results such as more effective and more appropriate activities. Theretofore, distributed resources need to show whether the organization considers that the work is important and is definitely to be undertaken or the work is done simply because it is an obligation.

Training

Training is of essential importance for attaining success. Therefore, the management and employees need to be aware of the theory of gender issues and about the goals of the government gender equality policy. This will encourage them to recognize the goal of gender integration and it will facilitate their accepting new gender equality analysis methods. People need knowledge in order to understand and use information and analyses in an adequate manner.

Methods and Procedures

Gender integration requires systematic work approach, which, for example, implies continual use of gender/sex segregated statistics, making gender equality analyses every time a decision is to be made, and making an analysis of important work processes from the gender equality perspective. If they would like to work effectively, employees must have available methods adjusted to the work.

Support and Coordination

This process requires staff whose task will be to coordinate the work in the organization. This also requires support by the organization, which will provide employees with an impetus and advice for work. The exchange of experiences in an organized manner could greatly facilitate the work. In addition, there must be coordination of trainings and in the development of methods within the agency. Everybody needs to be given equal possibilities to understand the ongoing activities, and each individual's experience is valuable for the work.

Strategic development is an issue of key importance. The work must be kept within the framework of the organization also following the completion of the first development stage. Therefore, it is important to establish a platform for on-going development of gender integration strategy of the organization itself. The strategy must be a step ahead of the organization and offer proposals for continual improvement, which could be introduced in the every day work.

Checklist for planning and organization of development activities

General tasks

- How has the management clearly expressed the commitment to development and introducing gender integration?
- Which specific activities does the top management undertake to inform about activities related to gender integration, while ensuring that the employees throughout the organization have a clear understanding of the activities?

- How is the management responsible for the follow-up activities and the work development?
- Who in the top management is responsible for the follow-up activities and for the work development?

Goals, Checks and Control
- Which guidelines / directives has the organization given regarding gender integration?
- How follow-up activities are consistently implemented with a view to gender integration in the agency?
- What does the agency do to evaluate and improve the gender integration work?
- Are the distributed resources (in terms of money and time) adequate to the specific activity?
- How is information about the gender integration action plan disseminated throughout the organization and how is support requested and provided?

Training
- Is there a plan of qualifications that the employees in charge of the task at hand need to possess?
- Is there a plan as to how the organization will ensure that the management and the employees have the knowledge required for the fulfilment of the task?
- How will assistance be provided to employees in order that they are able to apply the new knowledge?
- Is there a long-term plan as to how the organization can provide the knowledge and skills required for further development?

Methods and Procedures
- Which methods and other procedures will the organization adopt in order to attain the expected goals and outputs?
- How are previous experiences in gender equality related activities utilized?
- How are gender segregated statistics used in the work?

Support and Coordination
Coordination Function
- How is the gender integration work coordinated throughout the organization?

Organization of the Support
- How will needs for support, advice and encouragement be satisfied?
- How is the exchange of experiences organized?

Strategic Development
- What is the best way of continuing the work and ensuring that the gender integration strategy of the organizations continues to be developed?

7. METHOD FOR MAKING A SYSTEMATIC GENDER EQUALITY ANALYSIS IN THE WORK

This method is divided into several parts: inventory, setting priorities, research, analysis, measures and evaluation.

This method has been developed in the course of the practical work in government institutions. This version has been adjusted in order to fit government agencies and it has been thoroughly tested.

Expected Results
The application of the *Method for making a systematic gender equality analysis in the work (the JämKAS Bas* model) ensures:
- Analysis of the work using gender equality based arguments;
- Basis to select the most relevant area in which to pursue activities;
- Assistance in designing measures and indicators, which will help measure the enhanced gender equality.

PREPARATION OF A LIST / INVENTORY

Step 1 Which areas of the activity?	Step 2 Review of activities	Step 3 Selection of activity

RESEARCH AND ANALYSIS

Step 4 Identification of a target group	Steps 5 and 6 Research of gender patterns	Step 7 Description of impacts	Step 8 Description of the required activity

FORMULATING THE GOALS

Step 9 List of possible changes	Step 10 Deciding on the measures	Step 11 Measuring results

Preparation of a List / Inventory

Steps 1 to 3 under the *JämKAS* model involve preparation of an inventory / list of the work and discussions about the issue how assistance can be provided in order to reach the goals of the gender equality policy. Then a selection is made of areas of activities, which are of strategic importance for gender equality. Then you can continue with the analysis in the selected area.

The analysis is primarily focused on gender integration in activities, which are specifically aimed at consumers / clients / beneficiaries. This is not a matter related to human resources. nor it is an issue related to the Law on Equal Opportunities ('internal' gender equality).

Step 1. Which activities?

State the activities of the agency / department.

State all activities of the agency / department In order to delineate the work choose part of the activity for purposes of in-depth analysis under Step 3.

Step 2: How can the activity contribute to the gender equality policy?

Consider whether your activities have an influence on gender equality and answer the below stated questions.

The questions stated here are related to the goals of gender equality. They are important since they facilitate the work for purposes of the later analysis and therefore you are advised to take some time and answer these questions. Answer the questions for each part of the activity.

Provisional Goal 1. Equal division of power and influence between men and women.

- Women and men enjoy the same rights and possibilities to be active citizens and shape the conditions for the decision making process.

Discuss the following:

1. Does our work have an impact on the possibilities of women and men for active citizenship? How?
2. Does what we do have an influence on the distribution of power and influence between women and men? How?
3. Does what we do have an influence on the capability of men and women to exercise their power and exert influence? How?

Provisional Goal 2. Economic Equality of Men and Women

- Women and men have the same possibilities and conditions as regards education, training and paid work, which ensures life long economic independence.

Discuss the following:
1. Does what we do have an influence on the financial situation of women and men? How?
2. Does what we do have an influence on the possibilities and conditions for paid work, education and entrepreneurship of men and women? How?

Provisional Goal 3. Equal distribution of unpaid chores and work at the household.

- Men and women have the same responsibilities for the household work and have the same possibilities to provide and receive care under equal conditions.

Discuss the following:
1. Does what we do have an influence on the possibilities of men and women to participate in the unpaid household work? How?
2. Does what we do have an influence on the possibilities of men and women to participate in unpaid work and provision of care? How?

Provisional Goal 4. Violence against men and women must stop.

- Women and men, girls and boys have equal rights and possibilities in terms of physical integrity.

Discuss the following:
1. Does what we do have an impact on the violence against men and women? How?
2. Does the activity have an impact on the right of women and men, girls and boys to physical integrity? How?
3. Does the activity influence or has the potential of influencing in terms of adding a sexist dimension to the public area in favourable and in negative terms? How?

Step 3: What needs to be analyzed?
State the arguments in favour and against the selection of various parts of the activity for purposes of in-depth analysis.

Select an activity (or part of an activity), which is of strategic importance in terms of gender equality. State the reasons for your selection.

Discuss which activity or part of an activity has the greatest strategic importance in terms of gender equality. The reasons could include:

- That you can exert influence and you can control the measures;
- That they affect large number of people;
- That the issue is currently an issue of political debate;
- That the activity currently encourages such inequality.

Make a list of all arguments in favour and against in relation to the selection of various alternative activities. This will make your strategic choice easier.

At this juncture, it is the organization that decides which area is to be thoroughly analyzed and designs the work schedule.

Research
Steps 4 to 6 describe how to make a more comprehensive research of the selected activity and then how to make the analysis of the collected facts. The purpose is to go a step further and think creatively, while attempting to consider the issue from the viewpoint of the situation and needs of women and men.

Step 4: Identifying the target group.
Identify the target group of the activity you have selected.
'Target group' refers to people for whom the activity is intended and for whom resources are intended. The

matter at hand is not who works on that issue. For example, under a youth project, the target group is the young people and their world is to be changed. Many actors work on youth issues, including municipal civil servants, yet those civil servants are the tool that will help you reach the young people, but municipal civil servants *per se* are not a target group. They can be actors, but do not represent a target group.

Step 5: Which gender patterns are present here?
Make a list of questions and statements about the situation of women and men. The answers to these questions could be useful in evaluating the activity. Use the explanations given in the theory of the system of gender issues.

Consider in the widest scope possible the gender patterns that are relevant for the activity to be analyzed. At this stage, do not search through books on your bookshelves to find previous studies or existing statistics.

This for the simple reason that facts you have available about given issues and gender patterns could not be the most relevant in your specific case.

Which are the current gender patterns among girls and women and among boys and men?

Decide which questions you need answered if you want to determine the gender patterns. It might be easier if you base yourself on a presumption about the situation. Use materials referred to under Step 2.

It could also be helpful if you continue with the explanations offered by the theory of gender issues, more specifically explanations about how gender inequality is maintained.

- Does the activity have a feature that creates a division between men and women and owing to which they find themselves in different areas? Ask yourself the question without elaborating whether this good or bad. How is the division demonstrated within the given activity?
- Where are women and men, girls and boys represented, not only as citizens and beneficiaries, but also as decisions makers and implementers?
- Is there a gender difference in the relevant areas in terms of living conditions, maintenance, rights, power, resources, safety, etc?
- Consider how genders are represented and how the resource distribution is made. It could be useful if you consider the issue of formal and informal power. Which are the structures?
- Does the activity have a feature that establishes a hierarchy in terms of what is considered to be “male thing” or “female thing” and owing to which greater value is attached to the “male thing”? Hence, how is this demonstrated in resource distribution, i.e. in the distribution of money and time? Is there any example of men representing the norm, while women are considered the ‘deviant’ ones?

Step 6. What is the state of play?
Describe gender patterns under Step 5. Confirm this with qualitative and quantitative data.

At this stage, you need to consider the facts. What is the state of play? You might have some information already available from previous researches and studies. Other available information could be official statistics and other publications. Perhaps at the moment there is no available information, in which case you can point out this lack of information to those that prepare statistics. You could define the following task: it is necessary to prepare new statistics.

It is especially important to consider the issue of how resources (for example, money, time, information, and training) relative to the activity are divided between men and women and how gender distribution is done in formal and informal decision-making circles and networks.

Analysis
Under steps 7 to 9, analyze the statistics and facts you have collected and consider what can be done regarding the picture of the situation that those statistics and facts make. Does the specific activity provide girls and boys, men and women the same rights, duties and possibilities? If not what are the consequences and what can be

done about it?

Step 7. What are the consequences?
If there is something that points to lack of gender equality under Step 6, describe the possible consequences.

Start with the gender patterns referred to under steps 2 and 6. Describe how those patterns affect girls, women, boys, and men. Describe how the lack of gender equality is demonstrated. Often women and men have the same rights and obligations, but do not have the same possibilities. If this is so, describe the consequences. For example, this could be the possibility to enjoy a certain right.

Step 8. How to contribute to gender equality goals?
Describe how the activity is to be designed in order that it helps accomplish various gender equality goals.

Describe one activity ideal from the perspective of gender equality. Use information under Step 2. Elaborate upon again the provisional goals and ask the question ‘How is the activity to be designed in order that it helps accomplish the specific provisional goal?’

Step 9. What can be done?
State the changes that could enhance gender equality.

Make a list of proposals that could improve the situation. The proposals could be either in areas for which you have mandate to make changes or in areas, which are under the control of others. Make sketch starting with the patterns you have detected. Most probably, different proposals will cover opposing goals. Provide explanation in this respect and describe them. State the arguments in favour and against different proposals.

The organization decides on how you are going to proceed, i.e. what the course of activity will be pursued in the next stage.

Example
The analysis shows that women use public transport more than men do and that they make more stops on their way home than men do. In relation to men, there is a greater probability that they travel by car directly to their jobs or to their homes. If we take into consideration this situation, which measures will enhance or impede gender equality? There are several options in this respect. You might propose to expand public transport to facilitate the situation of women or you might propose redirecting the bus lines and introducing new routes for places and at times when men use their cars.

Other wider scope issues that could be of relevance for this discussion are issues such as enhanced funding for public transport from taxes, road pay tolls and the rate of road use fees. How does this type of measures affect specifically travel gender patterns? How other general gender patterns help maintain different travel habits of men and women?

Measures
Steps 10 to 11 include finding measures, which will change the outcome from the gender equality perspective. Then you need to chose the measures and undertake consequent activities, if you are to evaluate the results. What will you change? How are you going to measure the changes?

Step 10. What measures need to be undertaken?
Decide what measures under Step 8 you intend to implement. Make a plan how and when they are going to be implemented. Distribute the time and resources. Make a training plan.

Make a review of proposals for possible action under Step 9. Choose which measures are to be undertaken in order to enhance gender equality. Make a plan how and when the measures are going to be undertaken.

Are time, knowledge, and skills available in the organization, and do you also need to plan the training?

Step 11. How will results be measured?
Decide which will be the follow-up activities for the measures and impacts.

How can you follow up on measures and their impact? How will you measure results?
How do you utilize the acquired experience and how do you include lessons learned in your regular work?
Gender / sex segregated statistics are one of the ways to measure and follow up on results.

8. GENDER RESPONSIVE BUDGETING

Why gender responsive budgeting is an issue of equal opportunities for women and men?
The issue of equality and gender mainstreaming is exceptionally important issue in ensuring equal opportunities and quality life for all. Therefore, attaining gender equality and dealing with existing inequalities often means working differently with men and with women, in which respect it is necessary to recognize different obstacles that men and women face, but also the different needs and priorities men and women have.

Analyses of policies and budgets from the gender perspective provides policy makers at the national and local level a new tool that can be used as early as the planning stage.
Such analyses help see the effects and consequences and recognize that implications of policies and programs implemented are different for different groups.[3]

In designing and implementing policies, gender responsive budgeting (GRB) enables us to take into consideration the different position of women and men and the different obstacles that prevent women and men to fully participate under equal conditions in all spheres of social life. This enables that policies are aimed at specific beneficiaries and their needs, which on the other hand helps design more efficient programs, and more efficient spending of public funds. Budgets and policies / programs at the national and at the local level should be adjusted to the realistic needs of women and men that will help promote gender equality in society.

Approach to the Issue
The budget is the most important instrument of the Government in responding to the needs of various groups. In this respect, the budget is a political decision, and the key place to get information as to how much government / municipal funds are available for the next year, what the source of the funds is, and how the funds are distributed. In fact, if we consider the budget, for example, of a municipality, we get information not only about the expenditure and income balance, but also information about the process of setting priorities and adopting decisions about issues having an impact on the current and future situation of people and their environment. In this respect, government / municipal budget decisions have an impact on our everyday life and on our future: what type of transport we will use, what education our children will have, what quality of health care we will have, the level of our own personal safety and what the services we receive will be like, etc. Therefore, it is said that public budgets are not only an economic tool, but they sum up the public (government or local self-government) policies in monetary terms and reflect their **priorities.** Therefore, budgets are not gender neutral. Regardless whether it is matter of agriculture, health care, education, or social policy, one cannot ignore the issue of the effect of those policies on men and women, under the disguise of egalite or equal distribution for all.

It should be underlined that gender responsive budgeting does not imply separate budget for women, nor does it require division of the budget into 50% of the budget for women and the rest 50% of the budget for men. On the contrary, gender budgeting is a process using which public budgets are examined and assessed as to whether and to what extent they include and/or they contribute to the equality of men and women, helping as well to propose changes with a view to reaching gender equality.

3 Example 1: Owing to existing differences in the salaries of men and women, the lower percentage of participation of women in the labour market, and the higher percentage of women at lower paid jobs, women in average have a lower monthly income than men do do. Consequently, more men will benefit from the introduction of a flat tax rate and more women will benefit from the increase of the minimum wage.
Example 2: Researches have shown that women use public transport more in fulfilling their family, work, or social duties (lower standard and traditional relationships). Thus, if investments in public transport were to be reduced, this would have a greatly more negative effect on the quality of life of women, as different from men.

Situation in the Republic of Macedonia

The long year efforts to find the most efficient manners in which to pursue the political commitments to gender equality contained in the national legislation and international documents have shown that such commitments can be implemented only if the principle of gender equality is consistently integrated in all public policies and if the entire society assumes the responsibility for attaining gender equality. One of the methods to attain this goal is gender responsive budgeting, which despite the fact of its still being a novelty, is becoming an ever increasing practice in the global setting and in the country.

The Law on Equal Opportunities for Women and Men[4] regulates the establishment of equal opportunities and equal treatment for men and women in the political, economic, social, education, cultural, health care, civil society and any other area of social life. The Law emphasizes that the provision of equal opportunities is a duty of the entire society, i.e. of all actors in the public and private sector, defining provision of equal opportunities as elimination of obstacles and creating conditions for attaining full equality of men and women. By defining the competences of responsible entities, the Law provides the legal basis for introducing gender responsive budgeting.

In June 2012, the Government of the Republic of Macedonia adopted the Gender Responsive Budgeting Strategy[5] (GRBS) as a national document aimed at promoting gender equality and providing equal opportunities for men and women, by adjusting existing processes of planning and budgeting under the policies and programs of budget beneficiaries, while taking into consideration various implications on women and men. The integration of the gender perspective in the budget policies at the national and local level needs to result in correct and gender responsive distribution of funds, and in better transparency and responsibility of the state budget from the gender equality perspective.[6]

GRBS is focused on three strategic areas which equally apply to in-line ministries, units of local self-government and the City of Skopje: 1) integrating the gender perspective in the programs and budgets of budget beneficiaries at the central and local level; 2) advancing the legal framework required for introducing gender responsive budgeting; and 3) strengthening institutional mechanisms and building capacities required for including the gender perspective in designing policies and programs and relevant budgets.[7]

Solutions- your municipality can greatly help

The actors in gender responsive budgeting are the same actors who are directly or indirectly involved in the process of adopting the budget and the strategic plans. This means that the same process covers the adoption of the budget and the gender responsive budgeting, yet by using a different perspective in setting the priorities, programs, and indicators.[8]

This is especially important for units of local self-government, considering that they are the closest to citizens. The application of GRB will enable identification of various problems that women and men face and which result from their different needs. Thus, the local self-government will be able to reflect such priorities in the local programs, accompanied with relevant indicators to measure the success and will be able to identify directions for future actions. Therefore, the primary participants in gender responsive budgeting at the local level are:

- Mayors, who are to endeavour for incorporating the gender concept in designing the budget of the unit of local self-government. This means that they should exert influence and demand that in identifying priorities different needs and priorities of men and women are taken into consideration; they should also propose relevant actions in developing programs of their municipalities and ensure funds for implementation of such programs.
- Councillors at council of local self-government units, who should know how to recognize and incorporate the gender perspective in the budget policies of the local self-government at the stage of preparing the municipal budget and defend this concept at sessions of committees at the municipal council and endeavour that the gender perspective become part of the budget that will be proposed for adoption.
- Coordinators for equal opportunities for men and women, who relying on their expertise in the area of equal opportunities are to give guidelines and help in the process of developing policies, programs and budgets.

4 The Law on Equal Opportunities for Women and Men (Official Gazette of the Republic of Macedonia No. 6/2012).
5 2012-2017 Strategy for introducing gender responsive budgeting in the Republic of Macedonia, Ministry of Labour and Social Policy, June 2012.
6 Ibid.
7 Ibid.
8 Handbook on gender responsive budgeting for the administration in the Republic of Macedonia, Ministry of Labour and Social Policy, 2012.

If we consider the legislative solutions and policies relating to decentralization and competences of units of local self-government it is clear that there is a positive intention that the legislation, policies and local self-government are designed and focused on satisfying the needs of the local population. Local authorities have greater possibilities to respond to the specific needs in the context of the local development and to enable participation of citizens in the local processes. Therefore, municipalities are to make the maximum efforts to determine the priorities of citizens by applying a participatory decision making process in areas in which the local self-government has its competences (researches, polls, fora and other tools), and they are to include the gender concept in designing and implementing the policies. Furthermore, decentralization is founded on the fact that local needs of citizens are different in every municipality owing to demographic, economic and other differences and specific requirements of citizens. With a view to designing programs adjusted to the needs of various groups of citizens, municipalities are to start defining the community profile, by analyzing all relevant information, while the second step should be institutionalization and regular application of accessible citizens' participation, under which women and men could voice their problems and priorities. On the other hand, it is necessary to further strengthen the capacities of units of local self-government so that they are able to incorporate in their strategic plans and budgets the principle of equal opportunities for men and women and to follow the effects and the impact of their programs on men and women, which after all is their legally prescribed obligation under the Law on Equal Opportunities.

Political will is one of the key factors for the introduction of the concept of gender responsive budgeting at the national or at the local level. Even when such activities have been envisaged, they could not be implemented without leadership support. The second key importance factor is the existence of gender-segregated data. Existence of gender segregated statistics and other parameters will enable defining indicators using which the policy activities and efficiency can be measured. This is especially important when the needs of the community are assessed in real terms and the resources are to be directed towards the real needs of citizens, which are of different nature that on its part is reflected on citizens having different priorities.

One of the main tasks of the Commissions for Equal Opportunities is to promote and support activities relating to gender equality at the local level. The Commissions could not successfully complete this task if they work alone; instead they need to cooperate with other commissions and provide their opinions during the stage of designing programs and budgets in various areas.

GENDER RESPONSIVE LOCAL POLICY DESIGN

Gender responsive local policy design underscores the importance of effective planning in the local policy design and in integrating the gender perspective in all stages of the process (in the design of the vision for change, evidence-based analysis, defining scenarios, decision making, risk management and policy assessment).

WHY ARE GENDER ISSUES IMPORTANT?

- Integral part of human rights;
- Of essential importance for poverty reduction;
- Often integral part of policy efficiency and impact;
- They encourage responsibility in the local policy implementation;
- Public interest, access to public services;
- Services adjusted to men and women.

WHAT DOES GENDER EQUALITY MEAN?

Ultimate goal

- Society in which women and men are free of poverty and can live a life of equal quality;

Means/ manner:

- It does not imply only equal number of men and women in all activities;
- It does not necessarily mean that men and women are to be equally treated;
- It implies actions focused on women or men with a view to promoting better equality of the impact, possibilities or benefits of local policies.

GENDER MAINSTREAMING IN THE LOCAL POLICY DESIGN

Gender mainstreaming in the local policy design implies (re)organization, promotion, development and evaluation of political processes with a view to integrating the gender equality perspective in all policies at all levels and in all stages by actors that are usually involved in the policy design.

This approach implies planning development interventions, while taking into consideration implications based on gender differences; it is aimed at closing the gender gap and at enhancing equality.

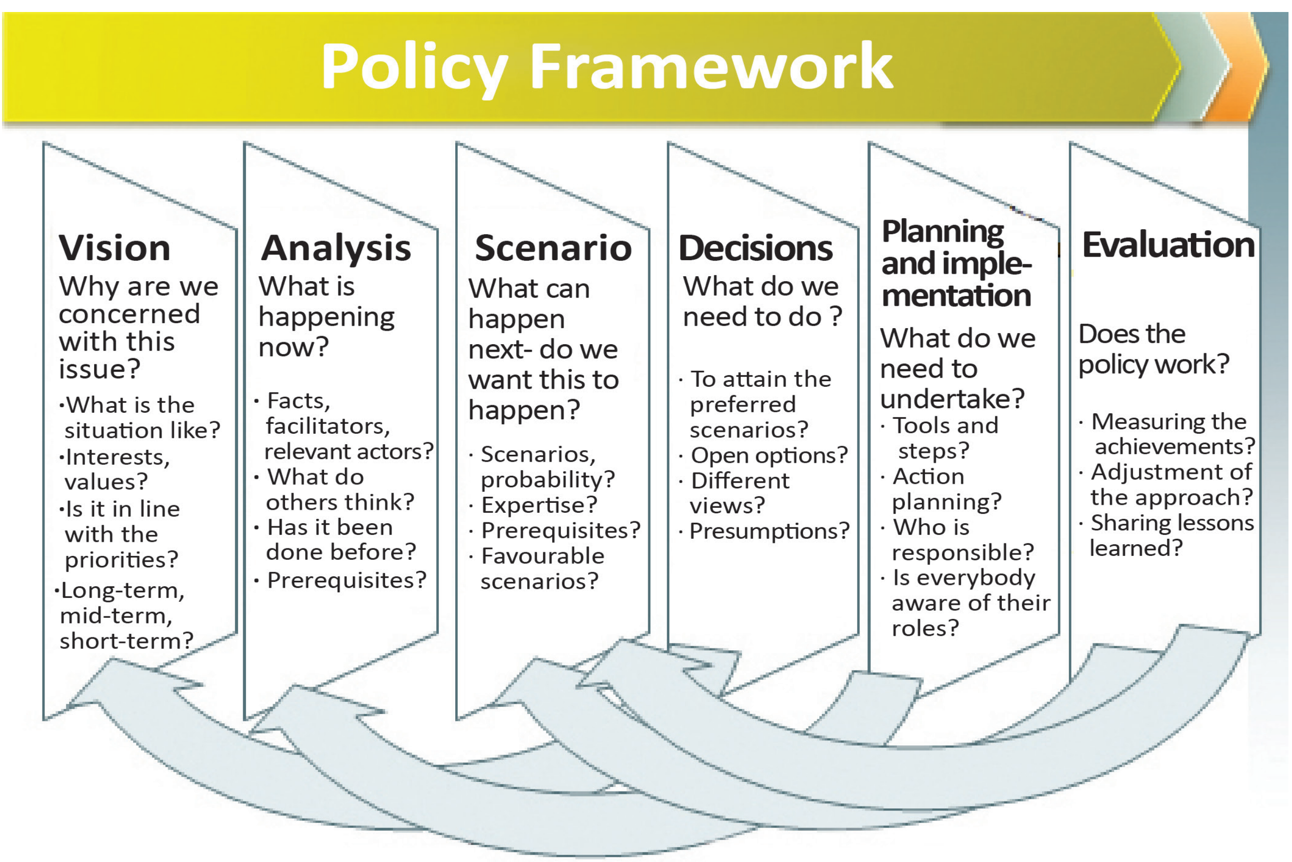
Therefore, gender aspects must be integrated in:

- National policies, plans and programs;
- International development initiatives;
- In all sectors and at all levels (strategies, policies, institutions and projects).

The political skill framework will help us immediately understand all steps that we can undertake with a view to integrating gender perspectives in local policies. It will, *inter alia,* help us:

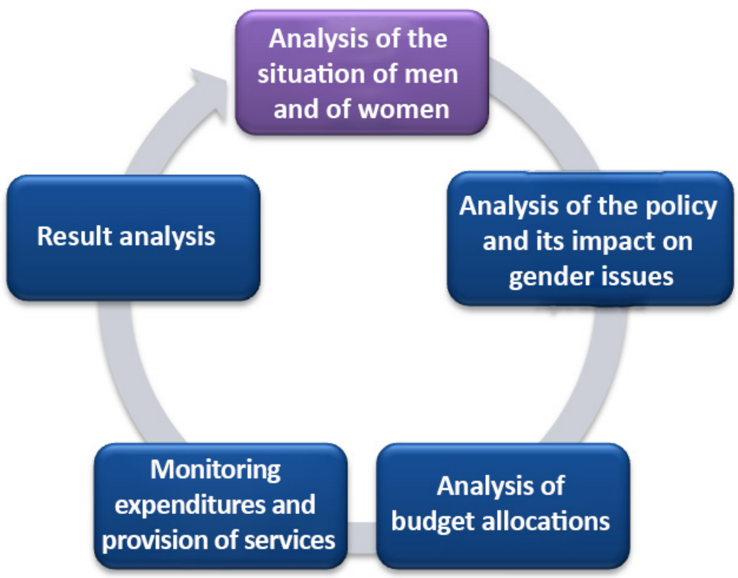
- Be systematic, strategically aware and proactive in planning the entire process- from idea to implementation;
- To examine whether we have missed out something at any stage of the process, especially as regards the situation of men and women in the analysis process;
- To better identify, follow and evaluate which stages proceed well and which proceed not that well in the policy implementation context;
- Explain to all stakeholders, councillors, associations of citizens, and to the media why equality issues should be an integral part of the policy design process;
- To pursue and argument-based debate about our demands.

It is less probable that the design of any policy will be an easy process, especially as regards the integration of gender issues in this context and the transition from one onto another stage, since the policy in real life conditions is almost always dynamic. However, having a framework that serves as an instrument will help us "break down" the complexity of real life, be more aware of the strategic aspects and of the wider-scope setting and prepare better gender responsive policy.



FIVE STEP GENDER RESPONSIVE POLICY AND BUDGET DESIGN

One of the best-known and most often applied approaches in analyzing national and local policies is the five-step approach defined by Diane Elson. Following these steps in preparing national and local policies in the context of processes defined under the Policy framework, facilitates integration of gender issues and designing policies better adjusted to the needs of citizens.



FIVE STEP APPROACH:

1. Analysis of the situation of men and of women in a given sector:
   - Is the gender perspective part of the situation analysis?
   - Does the situation analysis provide a review of statistics on gender issues?
   - What specific problems are there in the sector?
   - Where can gender inequalities be recognized in the given sector?
   - What is the cause for such inequalities?
   - What difficulties and problems are there in attaining gender equality in the sector, which is subject of analysis?
   - What are the implications of gender inequalities in the sector?
2. Policy analysis and its responsiveness to gender issues:
   - Are needs and interests of men and women, including problems that they face, equally addressed under the policy, strategy or programs of the institution?
   - Who will benefit from these policies, strategies and programs and how?
   - What problems men and women face in evaluating the benefits deriving from the programs?
   - What changes to current programs can be proposed in order to improve the situation of specific categories or groups?
   - To what extent the goals of policies and programs in a given sector are appropriate to the defined problems?

2. Policy analysis and its responsiveness to gender issues
- What interventions are made to overcome these problems?
- Do those making the interventions understand gender inequalities and are they sensitized to these issues?
- If the implementation of policies and programs involves a new technology, will this increase or lessen the burden on women?
- Is additional training necessary?

- Are affirmative actions needed that will ensure equal benefits for women as well?

3. Analysis of budget allocations

- Specific expenditures intended for women. These expenditures are specifically focused on a given target group (men, women, etc.);
- Expenditures intended for promotion of gender equality in public services: equal representation of men and women in decision making structures, training and professional advancement, etc;
- General expenditures or expenditures, which integrate, gender issues. This category of expenditures could seem neutral, but essentially, it could have different effect on men and on women.

4. Monitoring expenditures and provision of services

- What is the result of the implementation of previous steps?
- Have funds been spent as planned?
- What has been delivered and to whom?
- Who and how has benefited from what has been done?

5. Result analysis:

- What is the impact of implemented programs and does the impact ensure improved access of men and women to economic and social services?
- What are the effects of undertaken activities in terms of reducing poverty, especially among women and among other marginalized groups?

REGULATORY IMPACT ASSESSMENT

Gordana Gapikj Dimitrovska

REGULATORY IMPACT ASSESSMENT

For purposes of the Project of economic empowerment of women in two municipalities and contribution to designing gender sensitive policies and actions for economic empowerment and for enhancing the participation of women in the local labour market, this part of the Guide offers adjusted parts of the Handbook on Regulatory Impact Assessment and the Handbook for Stakeholders- consultations on the policy design process at the Government of the Republic of Macedonia.[9]

This part of the Guide offers useful information to all interested organizations, groups and individuals who would like to undertake the Regulatory Impact Assessment.

1. Background

In the last several decades, the EU, its Member-States as well as OECD member-states have made efforts to raise the quality of regulations by undertaking regulatory reform measures and activities. The ultimate goal of introducing and implementing this process is to consider the economic and social impacts or impacts on the environment of certain policies or regulations, then to limit the expenditures and administrative burden imposed by regulations on economic operators and citizens and to provide transparency and participation of the public in the policy design process.

As of 2006, the Republic of Macedonia has been continually focused on designing evidence-based regulations, but also regulations based on experiences of citizens and of businesses working in real term regulatory environment. Two processes have an especially important role in this respect: one of the processes is the regulatory guillotine process, as an institutional mechanism of re-examining legislative solutions for purposes of their simplification[10], while the second process consists of adoption of new of amendments to already existing regulations by applying Regulatory Impact Assessment (hereinafter referred to as RIA). RIA is implemented as of 2009, with full commitment to consultations with stakeholders, this being an important part of the procedure of regulation adoption, with stakeholders providing their knowledge and experience, while making the entire process transparent.

2. What is RIA?

RIA is a systemic approach to determining and assessing favourable and negative effects of proposed regulations - policy design based on obligatory analysis, which serves to support the proposed measure. RIA is a tool to improve the quality of the decision making process in relation to regulations, providing a framework for systematic assessment of potential or specific effects of regulatory measures.

*According to the **Rules of Procedure of the Government**, RIA is implemented for all draft laws submitted for consideration and endorsement by the Government. RIA is not implemented for:*

- *Laws that are proposed to be adopted in the summary procedure;*
- *Laws on ratification of international agreements;*
- *Laws on terminological harmonization with other laws;*
- *The Budget of the Republic of Macedonia;*
- *The Law on the Execution of the Budget of the Republic of Macedonia; and*
- *Draft laws on taking credits and guarantees.*

*According to the **Methodology for Regulatory Impact Assessment**, the process is implemented by undertaking the following steps:*

- *planning the process of implemen tation of the RIA;*
- *implementation of the RIA process;*
- *preparing a RIA Report;*
- *Consultations with stakeholders; and*
- *Acquiring the opinion of the Ministry of Information Society and Administration*

9 http://mioa.gov.mk/files/pdf/Priracnik%20za%20PVR2_mk.pdf and http://mioa.gov.mk/files/pdf/Priracnik%20za%20zasegnati%20strani_3.pdf

10 Four stages of regulatory guillotine, as follows: In Stage 1 of the regulatory guillotine, the undertaken measures covered recommendations for amendments, supplements or abolition of regulations (laws and secondary legislation); in the second stage a package of measures was implemented the purpose of which was to significantly contribute to facilitating the operations of companies, increasing their competitiveness and accelerating the cross-border flow of goods; in the third stage, in a transparent manner, the demands of the business community were met in order to improve the business climate and eliminate administrative obstacles, by completing the regulatory framework, especially regulations resulting in complex procedures or setting too burdensome demands on economic operators; in the fourth stage called "advantage for the smaller ones" the focus is on simplification of the conditions for work of small and medium-sized enterprise.

RIA has two-fold role, considering that it is:

A) Continual process which enables analysis of the reasons for the introduction of specific measures, then it enables to determine possible solutions, i.e. options for attaining the goal, to examine and understand the consequences of proposed measures and to involve stakeholders in all stage of the process, and

B) Tool that helps prepare draft regulations by analyzing possible costs and benefits, and risks that could have a long-term impact on citizens, the economy, economic operators, society and the environment.

The RIA implementation facilitates consideration of economic and social impacts or impacts on the environment by policies or regulations, but also consideration of unforeseen and undesired effects of the regulation, reducing costs and administrative burden caused by regulations for citizens and economic operators, while ensuring transparency and participation of the public in the policy design process.

3. Legal Framework

The legal framework that is to ensure a quality process of drafting laws, secondary legislation and strategic documents is composed by the following secondary legislation and documents: Rules of Procedure for the work of the Government, Methodology for strategic planning and preparation of the annual program of work of the Government, Methodology for analysis of policies and coordination, Methodology for regulatory impact assessment, Decision on the form and contents of the Report on the Regulatory Impact Assessment, Instructions on the procedures to be undertaken at ministries in the process of implementing the regulatory impact assessment, Methodology for assessment of the implementation of regulations.

4. RIA Implementation

RIA is a continual process that provides the possibility to analyse an issue by considering the consequences of possible and real government interventions in the regulation, especially in the early stages of identification of challenges/problems, by developing possible options, consultations, final decision making and assessment of the implementation of the recommended option.

The assessment is made with a view to ensuring bases for later amendments to the relevant regulations and with a view to helping identify new challenges before starting a new process of policy design.

The Instructions on the procedures to be undertaken at ministries in the process of implementing the regulatory impact assessment envisage the following:
- RIA planning;
- Preparing Annual RIA Plan;
- Preparation of a Notification about the start of the process of preparing a draft law:
- RIA Implementation;
- Publication at the Single national electronic register of legislation (ENER) and at the website of the in-line ministry;
- Acquiring the opinion of the Ministry of Information Society and Administration;
- Preparation of a draft RIA report;
- Publication of the RIA Report and publication of the draft law at the ENER.

The following stages are of importance for the process of RIA implementation:
- Situation analysis, defining the problem and determining the goals;
- Determining possible solutions (options);
- Analysis of costs, impacts and benefits of determined possible solutions (options) and their comparison;
- Planning the implementation, monitoring and evaluation.

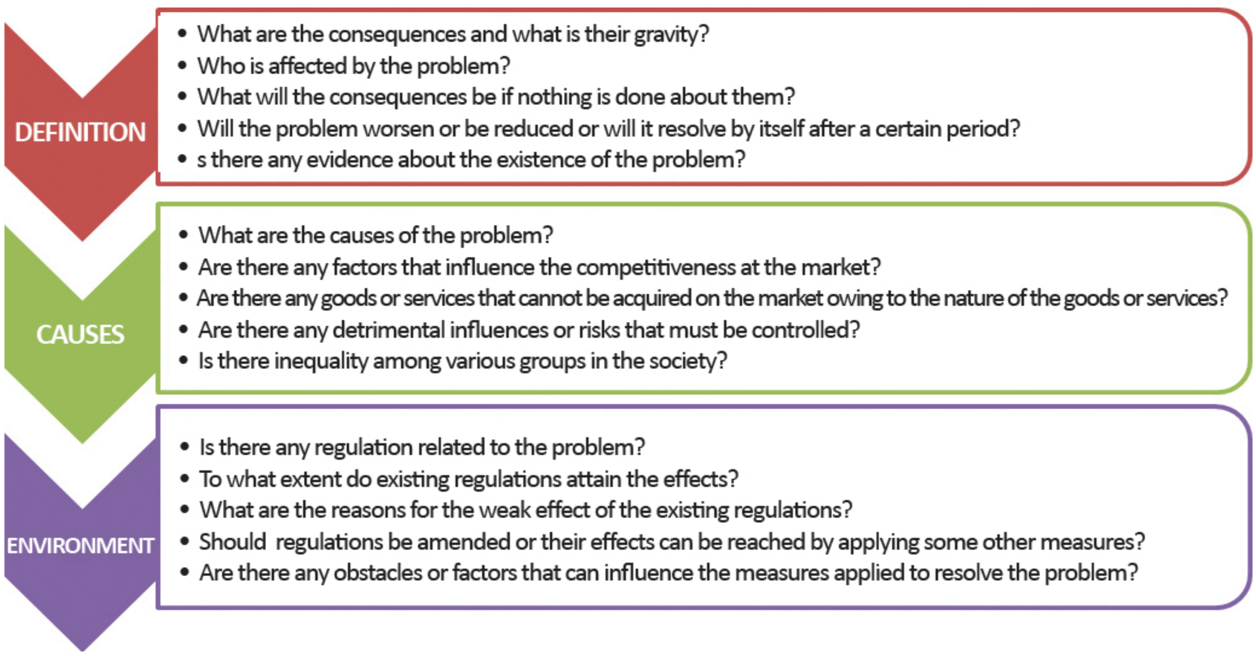
The stages of the assessment process can be repeated and they cannot be always undertaken in a consequential manner.

Situation analysis, defining the problem and determining the goals
The starting point in the process of RIA implementation is the situation analysis in the area and/or related areas that are subject of regulation with a view to determining the existence and seriousness of the problem.

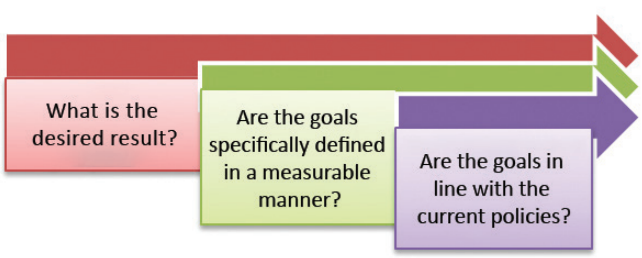
This analysis determines:
- The evidence-based reasons that contribute to the occurrence of the problem;
- Existing regulation that has an impact on the problem; and
- Relation to international agreements ratified in accordance with the Constitution of the Republic of Macedonia.

The situation analysis determines the seriousness of the problem, i.e. the possible occurrence or risks of occurrence of detrimental consequences, unless there is no intervention in terms of legal or other measures.

Issues that can help in the situation analysis and defining the problem:



Based on the situation analysis and the identified problem, goals are defined that are to be attained by applying the draft solution. If there is no clear picture of what needs to be achieved, it will not be possible to define possible measures, to compare options for the resolution of defined problems, nor will it be possible to monitor the implementation and assess the success.
Goals need to be clearly formulated and be focused on the end desired result or the situation that is to be attained by implementing regulations. Furthermore, goals should not be formulated in a way to justify the preferred possible solution. Defined goals set the basis for further analyses in determining possible solutions and measures to implement such solutions.
The following questions could facilitate the definition of goals:



Determining possible solutions (options)
Having defined the goals that are to be attained with regulations, the next step in the process is to determine possible solutions (options) for settling the defined problem and for achieving the desired goals. Options need to be closely related to the causes of the problem and to the established goals.

In considering the options, it should be born in mind that there are two types of options as follows:

<table>
<tr>
<td>Options which relate to the <u>contents of the measures</u> that can be undertaken
► For example: ban on smoking in public facilities and/or higher excise taxes for cigarettes, construction of new state subsidized housing facilities or subsidising the rent for already constructed housing, etc.</td>
<td>Options, which relate to <u>the instruments using which possible solutions will be implemented</u>.
For example:
► Regulatory measures - laws and secondary legislation;
► Economic measures - subsidies, taxes, fees, excise taxes, etc.
► Non-regulatory measures - self-regulation, advocacy measures, such as campaigns, information, etc.</td>
</tr>
<tr>
<td colspan="2">Often there cannot be a clear distinction made between the two types of options, since they supplement each other. As a rule, it would be best if:
✓ First, the contents of the measures are determined; and then
✓ Determine implementation instruments.</td>
</tr>
</table>

The first step in defining possible solutions is the analysis of the **basic scenario** i.e. **<u>the “do nothing” option.</u>** The purpose of the basic scenario is to present the consequences that could arise if there is no intervention with a draft law or other measures. This option offers a projection about the possible development of the situation and which detrimental consequences could result in the course of time.

Depending on the complexity of the matter at hand, at the beginning of the process it is necessary to define as many options as possible for the resolution of the problem. Afterwards, based on the preliminary determination of general influences of each of the possible solutions, it is necessary to determine the realistic number of possible solutions, which are then analyzed in detail. The following questions could be of help in determining the realistically possible solutions (options):

Degree of possible influences - *Administrative fees and fees for implementation (compliance) required by the option need to be as low as possible. Options, which envisage economic measures and which could potentially influence in terms of limiting the competitiveness or that could influence other factors in the market, especially for small and medium-sized enterprises, should be reduced to the minimum.*
Inter-dependence of the legal framework - *In considering the effectiveness of each of the possible solutions it is necessary to determine how each of the possible solutions will operate within the existing regulation in a given area or in areas related to the problem in order to identify any contradictions or overlapping.*
Implementation of existing regulations - *If there is already a law about the same issue, one should analyze the reasons why the existing law does not produce the desired effects- the adoption of a new or amended law does not always mean that a solution to the problem has been found.*
Implementation, procedures and information - *It is necessary to consider and describe all procedures and information that citizens and/or companies will have to observe or submit since they have a direct impact on the success in the implementation of the regulations and on attaining the effects.*

The following is a review of questions that could be of help in determining possible solutions (options):

EFFECTIVENESS	• Which options will be most effective in reaching the goals? • Are there any limitations that need to be taken into consideration when determining the options?
INSTRUMENTS	• Will the goal be best attained with regulatory and/or non-regulatory measures? • Can the goal be achieved only with non-regulatory measures?
DEFINITION	• Have the options been described with sufficient details in order to enable cost-benefit analysis of each of the options? • Have all realistic options been determined?

Analysis of costs, impacts and benefits of determined possible solutions (options) and their comparison
After possible solutions (options) have been determined, the next step is their analysis. The purpose of the analysis is to get a clear picture of the costs, of positive an negative influences and benefits that could arise from each possible solution in order to be able to determine which of the options will lead to the planned goals with minimum costs (for the budget, economic operators and citizens) and without undesired effects. The ultimate result of this stage of the process is to arrive at a solution that will ensure a value that goes beyond the costs or any negative influences that could arise.

Each of the determined possible solutions could cause different type and level of costs and influences which should be defined as precisely as possible.

In the course of the analysis, the following is to be determined:

- Expenditures/revenues for the budget;
- Costs for economic operators, especially for small and medium-sized enterprises, other groups and citizens (depending on the fact to whom the draft law applies);
- impact on the economy, social impact, impact on the environment and health of people and other types of influences depending on the specific area;
- Expenditures and resources required for the implementation, monitoring, and control, and evaluation of each of the possible solutions;
- Acceptance/ resistance that could occur in the implementation; and
- Negative or undesired effects and influences.

In analyzing determined possible solutions (options), various methods and analytical tools are used:

- Cost/benefit analysis;
- Analysis of expenditures and efficiency;
- Multi-criteria analysis, risk analysis;
- Standard expenditures model, etc.

The following is a list of questions used in analysis costs, influences, and benefits arising from determined possible solutions and their comparison:

IMPACT

- In which areas could the proposal have an impact?
- What type of impacts (direct/indirect, short-term/long-term) will be caused and how will they be distributed?
- Who will be affected by the impact?

SCOPE

- In which areas and who will have direct benefits, and in which areas there will be significant expenditures and for whom?
- Will there be any undesired effects caused and for whom?
- How much will the costs be for the budget, economic operators, citizens and other stakeholders?
- Will there be any administrative fees caused by each of the options and how much will the administrative fees be?
- Can costs and benefits be expressed in monetary terms, quantitatively or qualitatively?

ANALYSIS

- Which is the most appropriate method for conducting the analysis?
- Have all necessary information and data been provided for conducting the analysis?
- Have all options been analysed, including the "do nothing" option?

RANKING

- Which criteria will be used in ranking the options?
- Is it necessary to adjust the options, or to determine additional non-regulatory measures?
- Have all costs and benefits been presented or all positive and negative effects and possible undesired effects?

Implementation, monitoring and evaluation

Issues related to the implementation, monitoring and evaluation (assessment) are important part of the analysis and contribute to the selection of the option that will be recommended as the most appropriate.

The implementation needs to be regularly followed in order to establish the need for introducing new measures for consistent implementation or to amend the regulations. The implementation effects can be felt in the short or in the long run depending on the area. Accordingly, a timeframe needs to be defined, as well as procedures for evaluation of the attainment of the desired effects.

At this stage, the following questions should be answered:

- Who will be affected by the draft law or by the solution?
- What changes do we expect in the conduct of affected stakeholders in order to attain the desired goals?
- What type of resistance or obstacles could occur in making the changes?
- What types of measures need to be introduced to encourage changes in the conduct?
- What monitoring procedures need to be introduced in order to determine in a timely fashion any problems in the implementation and in order to prepare a timely reaction?

The replies to these questions could point out the need for: delayed application of the law in question and introducing non-regulatory measures.

In the monitoring stage, it should be considered how the effectiveness of the measures introduced under the new solution will be followed and measured, which indicators will be used, which data will be collected and who will collect the data, setting regular intervals for monitoring and for preparation of compliance reports in the context of the regulation implementation.
The evaluation is a separately planned project with a set methodology the purpose of which is to critically examine and assess the effectiveness of all aspects of the policy or of the law. The monitoring is done after a

certain period following the introduction of the policy or following the entry into force of the law with a view to determining:
- Whether the planned policy/law goals have been efficiently attained;
- Whether and to what degree undesired effects have occurred;
- Whether the law has been consistently respected and what were the reasons for the eventual non-application of the law.

Consultations

Consultations with stakeholders are an integral part of the RIA process and are an important mechanism for improving the quality of regulations and for advancement of the efficiency and effectiveness in the implementation of envisaged measures. Consultations contribute to greater transparency in the work and in the decision making process, which on its part consolidates the fundamental mechanisms of democracy.

"Internal" stakeholders are:
ministries and other bodies of the state administration, administrative organizations and other state bodies, which can have shared competences and interests in relation to the draft regulation.

"External" stakeholders are:
economic operators, trade unions, non-governmental organizations, associations and foundations, groups of citizens and affected citizens or citizens to whom the draft regulation applies directly.

Consultations- WHEN?

- *When preparing strategies in certain areas under the Government competences;*
- *When preparing strategic plans of ministries, from the beginning of May to the end of August of the current year, by raising initiatives and pursuing measures;*
- *When defining the Annual program of work of the Gover nment of the Republic of Macedonia – the draft – raising initiatives in relevant areas;*
- *When drafting regulations – under the RIA process and when preparing draft laws;*
- *When implementing laws and secondary legislation by monitoring the practical enforcement; raising initiatives for improvement of the implementation effectiveness and efficiency.*

Consultations ensure:
- Collecting important information, which contribute to improving the quality of solutions;
- Examination of the analyses done in the RIA process and a possibility for early detection of potential deficiencies of possible solutions;
- Better acceptance of the policy or law since the participation of stakeholders increases the probability of having less resistance in the implementation stage;
- Better understanding and respect for legislation, and therefore its greater effectiveness.

Effective consultations have the following features:

- They are CONTINUAL,
- TIMELY,
- COMPREHENSIVE,
- ADEQUATE AND ACCESSIBLE,
- TRANSPARENT,
- CLEAR.

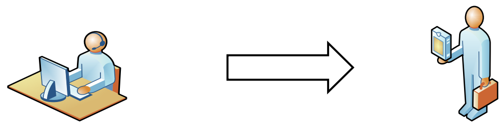
Consultations are implemented in the entire RIA process, such as:

- **Situation Analysis:** collecting information about existing problems and experiences in the implementation of the applicable policy or law;
- **Determining possible solutions-** consideration of options, their feasibility, cost effectiveness and possible solutions
- **Assessment of possible influences-** consideration of all possible solutions together with the state administration bodies, units of local self-government, NGO's, and other stakeholders.

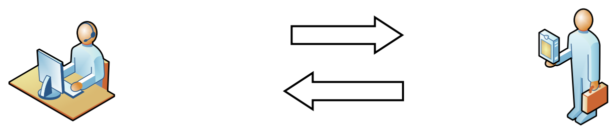
Consultations should be planned as early as the stage of preparing the plan for conducting the IRA, in which respect it is necessary to designate clearly the stakeholders (internal and external) and issues that will be subject of consultations.

There are three forms of interaction with stakeholders: **informing, consultations and participation.** In practice, these three forms of interaction are often combined in preparing regulations.[11]

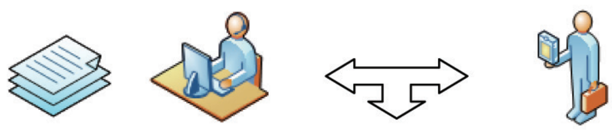
Informing consists of transparent dissemination of information to the public. Informing is a one-way communication process in which the public has the passive role of recipient of information. Informing *per se* is not a consultative process, but it is the first step that enables that stakeholders are timely prepared for the announced consultations.



Consultations consist of actively seeking the opinion of stakeholders in a two-way exchange of information at all stages of the process of preparing the regulations, i.e. starting with the definition of the problem over to the evaluation of possible solutions. The main purpose of consultations is collecting information required for conducting detailed analysis and consideration of various positions, which contributes to increasing the quality of regulations.



Participation consists of active involvement of stakeholders in formulating the contents of regulations. By establishing working groups, in-line institutions most often enable stakeholders to participate in the drafting and/or in the implementation of regulations.



There are several possible ways of conducting consultations, such as:

- Public review and public debate;
- Requesting stakeholders to submit written opinions, remark, suggestions;
- Participation in working groups established by ministries or the Government;
- Meetings with stakeholders;
- Public debates on certain issues by using electronic interactive tools available at the ENER and e-democracy portals.

5. WHAT IS ENER?

The single national electronic register of regulations - ENER (www.ener.gov.mk) is an electronic system that contains applicable regulations, draft laws prepared by ministries and reports of Regulatory Impact Assessments – RIA.[12]

What is the purpose of ENER?
- Electronic informing of citizens and non-governmental organizations, economic operators and ministries;
- Support to the Regulatory Impact Assessment – RIA process;
- Involving the public in improving the draft laws at their drafting stage;
- Greater transparency in adopting draft laws by the Government and encouraging the participation of the public in the preparation of regulations.

11 Excerpt from Background Document on Public Consultation, OECD, http://www.oecd.org/dataoecd/4/43/36785341.pdf
12 Excerpt from Handbook for stakeholders - Consultations in the process of policy design at the Government of the Republic of Macedonia, http://mioa.gov.mk/files/pdf/Priracnik%20za%20zasegnati%20strani_3.pdf

How to post regularly comments and get information?
- By subscribing to ENER;
- Give your comments, proposals, and opinions;
- Chose your area of interest in order to get timely notifications about novelties at the ENER;
- Find out which regulations are the most interesting and have received the most comments by ENER users;
- You can get an insight into the regulations and comments posted by ENER users;
- Follow the 10 latest proposed regulations, which have still not been endorsed by the Government and get involved.

6. WHAT IS E-DEMOCRACY?

The web portal e-democracy (www.e-demokratija.mk) is a response to the need to introduce a new modern method for public debate by utilizing interactive tools and is aimed at supporting the participation in public life, strengthening the community, and promoting democracy.[13]

What is the purpose of the e-democracy portal?
- Electronic informing of citizens and interaction with citizens and non-governmental organizations, economic operators and ministries;
- Review, recording and commenting documents that are still drafted and documents already adopted in given areas;
- Participation in and commenting during thematic debates under the "Forum" section;
- Making posts by associations and foundations, chambers of commerce, trade unions, companies and other legal persons;
- Submission of ideas, comments or opinions with a view to more efficient functioning of the administration.

How to post regularly comments and get information?

By subscribing to e-democracy;
- Give your comments, proposals, and opinions;
- Chose your area of interest in order to get timely notifications about novelties at the ENER;
- Propose a topic for discussion, post your views, and give an idea;
- Find out which documents and topics are most interesting at the forum debates;
- Learn about the contents offered by and comments of e-democracy users;
- Follow the latest proposed documents, which have still not been endorsed by the Government and get involved.

13 Excerpts from Handbook for stakeholders - Consultations in the process of policy design at the Government of the Republic of Macedonia, http://mioa.gov.mk/files/pdf/Priracnik%20za%20zasegnati%20strani_3.pdf

PUBLIC POLICY MONITORING AND EVALUATION

Riste Jurukovski

1. Defining monitoring and evaluation

Monitoring and evaluation are two interdependent parallel processes, implemented with a view to getting knowledge and information about the application of a certain policy. Information and data acquired in the course of these processes are in fact the key guidelines and evidence used in strategic planning about which policies are the most acceptable and most efficient, which on its part facilitates improvement of the public policy design process. If one were to make a difference between these two processes that certainly would be the time in the course of which they are implemented and what the object of these activities is. First, evaluation is done prior to and following the completion of the policy, while monitoring is done either during the implementation of the policy or afterwards. However, the key difference is that the evaluation is focused on results and the monitoring is focused on the process, i.e. on procedures and on activities. The processes are described in detail bellow.

Monitoring

Monitoring is a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.[14] The need for monitoring arises from the fact that the implementation of public policies is a long process, and public policies have an impact on a large number of stakeholders. There are many factors influencing the success of the implementation of a public policy. Such influences are complex and are not always fully known at the time of designing public policies. Hence, the effects of public polices could be exceptionally difficult for stakeholders. Furthermore, in policy design, all factors are not known and therefore cannot be taken into consideration, while many of them change in the course of the implementation of the public policy, All these aspects demand monitoring of the implementation of the public policy, in order to avoid prolonged negative effects and to undertake timely corrective measures.

Evaluation

As different from monitoring, there are several definitions of evaluation, all explaining it as a process. However, essentially evaluation is a sum of research methods which are aimed at systematically assessing the effectiveness of a certain policy with a view to its promotion and improvement. One of the most comprehensive definitions of evaluation is the following: The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability.[15]

Most often two types of evaluation are defined, which will be the subject matter of this methodology, as follows:

Process Assessment (formal) - in general this assessment is undertaken in the course of the policy implementation, with a view to pursuing timely measures to improve the performances, i.e. to determine under which conditions the policy or project would be better implemented.

Impact Assessment (summary) - it is most often done after the completion or following the implementation of the policy and answers the questions whether the policy has been successful and what its effects have been.

Taking into consideration these types of evaluation, it can be concluded that the evaluation includes the following:

- Review of what is to be achieved with the policy- what type of change do we intend to make? What type of impact do we intend to achieve?
- Progress assessment in terms of what we want to achieve;
- Review of the strategy (strategic plans) of the institution implementing the policy - Does the policy effectively follow the strategic plan? Is the strategy successful? If not why?
- Review of activities- have resources been used effectively? What are the costs? What is the sustainability like? What are the implications for various stakeholders?

14 *Organization for Economic Cooperation and Development (OECD).* Glossary of Key Terms in Evaluation and Results Based Management. 2002.
15 *Organization for Economic Cooperation and Development (OECD).* Glossary of Key Terms in Evaluation and Results Based Management. 2002

Ex-ante and Ex-post evaluation
This division of the evaluation is done according to the time of the evaluation of the policy implementation. Ex-post evaluation is described in greater detail below.

The ex-ante evaluation is done in the course of the policy design process, when possible implementation options are considered and compared, and it is done before any option is selected. In the public policy design, the ex-ante evaluation belongs to the group of first steps in formulating the public policy, i.e. it is done at the period when needs are assessed, when problems are identified and when the policy goals are determined. At that stage, there is an analysis and comparison of the possible options, while the results are used to formulate the final option, which is to be implemented in the following stages.

2. Monitoring and Evaluation Planning

As it can be concluded, monitoring and evaluation have an important role in the entire implementation of a certain policy and therefore their implementation needs to be well planned. Monitoring and evaluation need to be guided by the necessity to attain the desired results and are to be aimed at provision of evidence and facts that will set the basis for the decision making process.

In order to be useful and in order that the assessment of the progress is relevant, monitoring and evaluation must be very carefully planned in a quality manner and must be strategically based. A well-founded monitoring and evaluation strategy provides a full review of tools required for collecting quantitative and qualitative data, and then it describes their advantages and disadvantages and offers a proposal- when it would be appropriate to utilize some of the models. This is owed to the reason that each model relies on a different procedure for its application, each model has a different accessibility, and each model is more or less relevant, adequate, reliable, precise and can or cannot be replicated.

There is not a single manner of planning the monitoring and evaluation, but it is always necessary that stakeholders (non-governmental organizations, policymakers) develop a separate framework, appropriate for the policy monitoring and evaluation. The framework in fact represents the monitoring and evaluation plan, which is to answer the following list of questions[16]:

What is to be monitored and evaluated?	
1. Which activities are to be monitored and evaluated?	
2. Who is responsible for the monitoring and evaluation of activities?	
3. When are monitoring and evaluation activities planned?	
4. According to which indicators will the monitoring and evaluation be done?	
5. Which methods will be used for the monitoring and evaluation?	
6. What resources are necessary?	
7. What are the possible risks and prerequisites?	

The monitoring and evaluation framework most often can be divided into three basic components:

1. Narrative part
2. Expected results
3. Design of a monitoring and evaluation matrix

16 http://web.undp.org/evaluation/handbook/documents/english/pmehandbook.pdf

Monitoring and Evaluation Process
Despite the fact that the two processes are parallel, i.e. are pursued simultaneously, but separately, it is necessary that they are undertaken following these basic stages:

- Indicator development;
- Setting the monitoring and evaluation criteria;
- Establishment of a system for collection of information regarding the indicators;
- Collecting and documenting information;
- Information analysis;
- Use of information.

Each stage will be separately explained in this text.

Indicator development
In order that monitoring and evaluation are feasible and successful, first it is necessary to establish indicators. The development of indicators is not exclusively related to the monitoring and evaluation processes. Instead, indictors are determined prior to the implementation of a given policy. In a way, indicators are determined at the time of policy design. Hence, they represent the expectations for the success of the policy. Indicators are measurable and evident indications that something has been done or that something has been achieved. They are an essential part, a starting point of the monitoring and evaluation process, since they point out what needs to be measured and/or monitored later.

It is necessary to determine the indicators at an early stage in order that the process of information gathering could start immediately. In order to monitor the effectiveness, efficiency, impact and other criteria, it is required to develop the indicators. This can be best done using a pattern, described bellow, and explained using the specific example of the Case study of monitoring and evaluation of policies for independence of the judiciary.

Baseline Indicators
Baseline indicators are information about the state of play, prior to the implementation of the policy. These are information based on which the policy analysis is made. In addition to analysis purposes, the starting situation also serves to determine the direction of and to measure the intensity of the change, since it would be very difficult to measure the impact if data about the initial situation are lacking. Baseline indicators are founded on basic data, relevant for their measurement. There are various levels of basic data:

- General information about the situation, often available as official statistics. However, if the activities are undertaken in a given geographical area, then data about that geographical area is required; if there are no official statistics, then it is necessary to collect information independently;
- Specific information are acquired when the impact is measured using a sample; then information about that sample is required; they are called specific information, since they do not apply to the wider-scope situation, as in the case of general information; in case of individuals, information is needed for those individuals, before any activities are pursued with them.

Performance indicators
Performance indicators are measures of input information, of processes, of results and of the impact of public polices, projects, programs or strategies. They are useful to set the performance goals and to assess the progress in terms of fulfilling the public policy. These indicators enable identification of problems using an early warning system, with a view to undertaking corrective measures. At the same time, they are indicators that point out the need for in-depth evaluation.

Performance indicators are effective means of measuring the progress in attaining the set goals, but they can also have many deficiencies. Typical deficiencies and mistakes that can occur are: wrong or incorrect definition, determining too many indicators or determining indicators for which verification/ checks of data cannot be provided.

All these data are to be provided before the start of the implementation of the public policy, because it is impossible to reverse the situation back to the beginning and get basic data when activities have already started and the situation has been changed. However, if such a situation occurs there is a possibility to control it, i.e.

information could be acquired from those who have been involved ever since the start of the activity - Do you remember the previous situation?

If there is an omission, for example the baseline indicators have not been set and if it is not determined which basic data are important for the start of activities, then it is required to reverse the situation backwards. We said such data could be acquired in interviews with certain people and reports, minutes and other similar written materials could be reviewed. When there is no basic information, then a possible way of making a reasonable comparison is to establish control groups. Control groups are units upon which the policy does not have an impact, but according to their structure and contents, they are very similar to the groups with which activities are pursued. This is a measure of last resort, undertaken unless there are no other clear criteria based on which comparisons could be made.

Process and Impact Indicators
This division is especially important in terms of the use of the indicators in assessing the impact. Process indicators show whether activities we have planned have been correctly implemented, and impact indicators show whether the expected end effect has been attained.

It is of exceptional importance to set these two types of criteria even before the implementation of the policies, since these criteria are used to measure whether the desired effect has been achieved, and to what extent. Furthermore, if the effect has not been achieved, the question needs to be answered whether the reason is the inadequate implementation of policies, i.e. whether the process has not been consistently applied or simply the prerequisites for the expected policy outputs have not been fulfilled since the implemented policy is not adequate. In such a case, we need to design a new policy, i.e. to further change and adjust the policy.

Problem identification
In order to be able to measure the impact it is necessary to identify the problem, i.e. to provide data about the situation that existed before the relevant policy started to be implemented. As regards the specific reform policy of the judiciary it is necessary to identify deficiencies that have given rise to the goals, since they will help that during the evaluation the following is assessed: whether the undertaken measures and activities have produced the expected result, i.e. whether and to what extent the goal has been achieved. This requires determining whether information about the previous situation is publicly available and relevant.

Vision development- desired situation in the problematic area
Based on available resources it is necessary to determine the goal we want to accomplish, specifically to strengthen the independence of the judiciary with the implemented policy, while determining whether this goal has been appropriately defined. In order to identify the goals that are to be achieved, possible sources that can be used are national legislation and strategic documents, which relate to the issue, then general goals defined in them, and goals determined in pursuance with European and international measures and standards.

Impact Indicator Development
The performance development - the attainment of the desired situation in the problematic area- provides performance indicators, i.e. shows whether the vision has been achieved.

Process Indicator development
These indicators cover activities that enable measuring the process how to attain the results.

3. Monitoring and Evaluation Criteria

When indicators are set it is necessary to analyze them in a comparable manner that will provide universal evaluation criteria. The establishment of evaluation criteria is necessary for the successful monitoring and presentation of attained results. The criteria represent a consistent and standardized approach that enables correct comparison and analysis of results. According to the OECD, there are five basic criteria for the evaluation; efficiency, effectiveness, impact, relevance and sustainability. Depending on the subject matter of the evaluation and depending on the goals, some criteria will be more important, while other criteria will be of less importance. Depending on the subject of evaluation, additional criteria might be applied.

Efficiency
Efficiency is one of the basic criteria. It measures the cost-effectiveness of a given policy or activity, i.e. the link between the input resources and the direct output. This is a basic criterion considering the fact that in many cases time and money vis-à-vis intensity of the impact are very important factors in assessing the success of a given policy. The evaluation of the efficiency is aimed at assessing the quantitative and qualitative input information and results. In evaluating the efficiency, it is necessary to make a comparison with alternative approaches that could produce the same results in order to see whether the most efficient approach has been applied. In this respect, the following aspects need to be taken into consideration:
- Have input resources have been allocated in a way to cause the lowest possible costs?
- Have activities been implemented in an adequate manner?
- Have indirect costs have been reduced to the minimum?
- Have conflicts been prevented or resolved in the course of policy implementation?
- Have results been achieved in the planned period and within the planned budget?

Effectiveness
Effectiveness is a measure of the degree to which results of activities influence the fulfilment of the set policy goals. It will be considered that activities are effective if they significantly contribute to the attainment of desired goals. Despite the fact that efficiency and effectiveness are consequential, the positive assessment of one of these criteria does not automatically means that the other criteria will be also positively assessed.

The assessment of the effect of the pursued policy enables forecasting the end results if the activity or policy is not implemented at all. This gives a clearer picture about the net effects of the policies, especially in areas in which results are not immediately visible. In assessing the effectiveness, the following steps need to be undertaken:
- Measuring the effect- compared with the situation before the start of the policy implementation;
- Describing again the changes/effect, as a result of the undertaken policy;
- Assessing the effects against the background of set goals.

Relevance
The criteria for evaluation should be relevant, i.e. they need to be consistent with the set goals, with the priorities and with the policies. Essentially, it is necessary to establish logical links between the effects of undertaken activities/policies and their impact on the set goals.

Impact
OECD defines the impact as a sum of all positive or negative changes (effects) which result from a certain policy, and have a direct or indirect influence on what is desired or on what is not desired. In this respect, impact is measured from the perspective of all possible economic, political, social, environmental, technological effects at the local, national or at the regional level.
Sustainability
The criterion of sustainability answers the question whether the benefits and effects of a given policy will continue following the implementation of the policy, i.e. whether the effects of the given policy will produce long-term benefits for the end users. Sustainability is a very important criterion since if the effects are of one-off character, in such a case the policy implementation should not continue, i.e. a new policy is to be defined, which will produce continual results.

Development of Effectiveness Criteria
The following is a list of examples of indicators, which are to enable us to evaluate what number, i.e. situation we are going to be satisfied with:
- Progress in the independence of the judiciary, noted in a number of reports of the Council of Europe, of the European Commission, of the US State Department Reports and in other reports;
- More than half of the members of the Judicial Council have been elected by judges from courts at all instances and by respecting pluralism in the judiciary;
- Decisions of the Judicial Council are supported with valid arguments and are regularly and systematically

published on its website;
- Increase of the fixed percentage for the judicial budget in the amount x% of the GDP.

Development of efficiency criteria
How much money will we spend, how much time will we need, how many people will we engage, etc.?

4. Information collection system

The establishment of an information collection system is a necessary element for successful implementation of the monitoring since it enables timely collection of information in an organized and unified manner. The system is a tool that helps define who is to be involved in the design of the monitoring and evaluation system and in what manner. Furthermore, this tool can be used to determine an appropriate sample that will serve to collect data. In addition to giving an answer to the question which stakeholders could be involved, this system envisages assessment of their interests, of their links with the policy and the manner in which they are to be monitored and evaluated. There are several reasons why certain stakeholders are to be included in the evaluation. Perhaps it is necessary to include them owing to their role in the implementation of the policy; or perhaps because they are representatives of a certain community or a sub-group of the target group; or they should be included because they possess information or skills of essential importance for the process; or they have power or similar. Participation does not mean only involvement of everybody in all stages at all times, but it also means careful consideration how to ensure that different interests are represented at different stages and at different fora in the monitoring and evaluation process.

Furthermore, the system envisages establishment of a timeframe for collection of all required information, identification of entities competent to collect and assort the information, which are the relevant sources of information; then establishment of the required and available capacities and resources for information collection. At this stage, it is necessary to define the methods to be used in information collection, and possible risks in collecting and documenting information.

Information Collecting and Documenting
After indicators have been set, and the information collection system has been established, and after basic data have been collected, then information necessary for monitoring and evaluation can be collected. There is a variety of methods for collecting such information. Each of these methods has its specific features, advantages and disadvantages, while the team implementing the project is to decide which methods will be applied. It is best to make a combination of several methods so that the findings could be more relevant, which on its part will make the lessons learned more valid and more applicable. This text offers description of the key methods of collecting information for monitoring and evaluation, with description of their application and of the data they are likely to provide.
Review of documentation
By making a review of the documentation, which is in a written, electronic, photograph or video format, the purpose of this method is to enable understanding the course, implementation and impact of the policy. This method can provide basic information about the area of importance for the policy or about a given indicator. The review of documentation can be a substitute for the determination of baseline indicators and for establishment of the fulfilment of performance indicators. There are limitations in the sense that this method can be applied only on available documentation, another limitation being that its success depends on the fact how and who presents the documentation, how the documentation has been stored and what is its quality.

Direct observing
The application of this method, i.e. method of observing helps acquire useful and timely information. This helps make decisions the purpose of which is to improve the performance or acquiring findings that will be used as a hypothesis for a more focused study. In terms of monitoring and evaluation, this method is of critical importance for supplementing already collected information. Furthermore, it can be used to understand the context in which they have been gathered and it can help explain the results. The success of this method requires to first establish the conceptual framework and directives as to what is to be the subject of observing. Of course, it is necessary to select the observer or group of observers.

Information that can be gathered by applying this method cannot be gathered in another manner. Furthermore, observing what people do, observing their relationships and their relations with the community can teach us a lot. The answers gathered can be crosschecked. Of course, there are limitations consisting of stereotypes and prejudices, which the observer has, but also stereotypes that the observed person has towards the observer. Stereotypes and prejudices can never be fully eliminated. Therefore, direct observation as a systematic method of monitoring and evaluation must be complemented and supplemented with other methods.

Questionnaires and Polls

The purpose of this method is to collect information from large number of people in a structured manner, following certain questions, which facilitate statistical analysis. In the context of monitoring and evaluation, questionnaires and polls form the basis for many studies since they allow for focused collection of data on specific performances through questions or sample indicators. Of course, it is necessary to decide what type of information is required and how to conduct the poll. Questionnaires are forms with questions, used to collect information from respondents. Polls are more comprehensive and can include longer question or one or two questions. This includes polls in which poll takers adopt their conclusions through direct interaction, in an interview, or following telephone conversations, by sending and receiving the poll questions, i.e. answers by post mail or by e-mail.

Considering that taking a poll of all stakeholders from whom information is to be collected is a large-scale and expensive operation, this tool is applied only to a certain group (sample group). The sample group is to reflect and represent the characteristic features and structure of all stakeholders affected by the process. In order to acquire more relevant and more precise poll results, which will reflect the positions of all stakeholders, it is necessary to select an adequate and representative sample.

There are several ways of selecting a representative poll sample. The simplest one is a random selection of a sample in which all stakeholders in the process have equal probability of being selected. The second more systematic manner of selecting a representative poll sample is by dividing all affected by the process into groups (strata), according to different characteristics, and representative samples of each group are taken. The stratified sample is a group of simple, random samples selected from each stratum. The size of the samples can be proportionate to the size of the stratum or proportionate to the degree of variability of the observed characteristic.

The third manner of selecting a representative sample is the unit sample or multistage sample, which is used when there is large group of stakeholders in the process and we cannot precisely define them. The case in which the sample covers all selected sample units is called simple unit sample. If the sample does not cover all elements of selected units, but only part of them then a multistage sample is formed. The fourth type is systematic sample, which is statistical method in which the selection of elements has been made following a systematic order.

Questionnaires and polls can be simple or very complex. They can consist of a specific set of closed ‘yes/no‘ questions, questions with multiple choice answers, or open ended questions, such as semi-structured interviews explained bellow. The multiple choice questions are good to collected data that later will be subject to statistical analysis. Open-ended questions can be very good to acquire knowledge about sentiments or attitudes of people. Anyway, in order that answers could be used, the questions must be well structured or worded.

They should be formulated in way that elicits the information required for indicator assessment. Mistakes that are often made in this context are selection of a too large sample, or asking too many questions or not selecting a representative sample. In such cases, the analysis becomes complicated, takes up too much time, and it is less useful.

Semi-structured interview

This method is used to collect first hand information from individuals or from a small group of individuals by asking a series of questions guiding the interview, but also by leaving sufficient room for new questions that might arise from the discussion. In the monitoring and evaluation context, semi-structured interviews are of key importance for in-depth understanding of qualitative problems. The fact that the interviews are open-ended (yet with certain previously defined guidelines) they are useful for assessing the unplanned impact (favourable or negative) on the views about the relevance and quality of policies.

The success of this method first requires to define the goal and to determine which information is needed, and how to make a list of necessary items. Questions should be asked in a manner that would enable persons interviewed to express their views in the discussion. Furthermore, it is necessary to know in advance who will be interviewed, how many people are needed for the sample, will the interview be individual or a group interview. If the interview is a group interview, meaning interview with several people, then it is better that persons interviewed are introduced to the course of the procedure and its dynamic. The interview should be conducted by an experienced person with good understanding of the topic, and with skills encouraging the discussion and who can take note of answers given. The person conducting the interview should be a good listener and good interlocutor.

The questions should be structured in a way that they elicit detailed answers, instead of short affirmative or negative statements. Most often semi-structured interviews are conducted by two persons, of whom only one speaks and the other one takes detailed notes, including quotes. Interviews can be recorded, but this could result with a degree of reservation on the part of interviewed people. Questions should be first tested in order to establish whether they are appropriate and sufficiently precise and whether the answers can be well analyzed. Questions used in semi-structured interviews are often open-ended questions aimed at providing persons interviewed freedom to express their positions, without offering them leading answers to the questions asked.

Semi-structured interviews specially group ones, can be used in combination with other methods, such as visual methods in order to get qualitative information, which could not be elicited only with structured questionnaires. However, statistical analysis cannot be applied to semi-structured interviews. Information acquired from answers to open ended questions is difficult to be synthesized in clear-cut results. It is difficult to keep persons interviewed focused, and it is difficult to compare different answers. Therefore, it is very important to make precise notes. It is of exceptional importance to use a simple wording, so that all respondents could understand it and in group interviews efforts should be made to avoid any conflict in the group that could arise owing to political, cultural or controversial issues that must be envisaged in advance. The number of questions and the duration of a semi-structured interviews are difficult to be determined in advance since they depend on the discussion that could developed in the course of the interviews. However, there is a reasonable framework of 60 to 90 minutes, which allows for maintaining an acceptable level of concentration on both sides.

Focus Groups

Focus groups can be used to collect information in group discussions, then to clarify certain details or to get the opinion on a certain issue from a small group of selected people that have different or shared positions. Focus groups are good to make policy evaluation, then to assess the quality of the policies or to identify areas where progress has been made.

First of all, the participants should be determined (it would be best to have four to eight participants), and depending on the goal the group could be heterogeneous or homogenous. The group needs to be asked the same question, which is to be discussed within a previously determined timeframe (one to two hours maximum).

The structure required for working with a focus group envisages several important steps:

- The discussion (meeting) of the focus group starts with an announcement and an introductory statement by the interviewer, who should explain the purpose of the focus group and encourage participants to freely express their opinion, while underlining the rules guiding the discussion;
- Afterwards, participants introduce themselves, but this is not obligatory and participants can ask the interviewer questions;
- The substantive part of the discussion starts with asking question about the discussion topics.

Questions asked from the focus group are open-ended questions, which gives participants room to express their opinion. The introductory part and questions should be planned in a way to ensure two way communication and greater involvement of participants. The end of the discussion should be followed by summing up and identifying the main points, the answers and the discussion topics.

The discussion is led by the interviewer, who should have good skills for group discussion, while containing the intervention to the minimum, just enough to enable everybody to express their opinion. In the course of the discussion, it is necessary to take detailed notes or to record the entire discussion. Therefore, in addition to the interviewer, another person should be present to take notes.

Diaries

Diary is a type of method focusing on changes occurring in the course of time. Its goal is to record events, facts, reactions, and opinions over a certain period of time. It is useful to record details that could be otherwise missed out, and they could explain the context in which the change has taken place. Diaries can be used to focus the attention on specific issues of performance or on certain indicators.

In order that this method is successful and the process of evaluation optimal, diaries should be kept from the earliest stage of the policy implementation. Collecting necessary information for the diary can be done by using other methods, described above as structured interviews, polls/questionnaires, focus groups, observing, etc.

A form of a diary is process documentation, which includes a detailed description of processes, events, and problems occurring over the course of the public policy. Diaries are a simple and accessible method and are very good for self-evaluation. They can provide important findings. However, what is of key importance are the writing skills of the person keeping the diary, and the discipline in making regular and thorough entries.

Case Study

The purpose of this tool is to document a life story or a life sequence in a given period, about a specific period, location, household, or a group in order to acquire knowledge about the policy impact. Information gathered with the application of this tool shows how end users and stakeholders deal with the changes and why the change takes place in specific manner. The application of this tool can also teach us a lot about the expectations of stakeholders and about obstacles in respect of their future plans.

The success of this tool requires defining the goal in advance and identifying the subject of the case study. It is necessary to determine how data will be gathered (interview, documents, biophysical measurements and similar). If data is gathered in an interview, the interviewer must have good communication skills and it might be necessary to repeat interviews several times. The advantage of this tool is that it enables collection of many details about a specific topic. The need for a case study might enhance following a research in which it has been established that in-depth analysis is necessary. However, in general terms, case studies are not considered representative. Therefore, it would be good to combine case studies with other methods, which include research of larger samples, for example polls and questionnaires.

5. Analysis of Collected information – qualitative analysis tools

This process includes specific analysis, i.e. evaluation. The quality of implementation of previous stages should ensure that all collected data are relevant to the context of the indicators, of the results and goals of the implemented policy. Furthermore, it should be demonstrated that relevant data have been collected which reflect the real situation in the country or in the area, of the target group, of the stakeholders for which the policy is intended. Depending on the fact which of the two types of evaluation is the subject of the analysis, i.e. for the evaluation of which data has been in fact collected, we can have process assessment and impact assessment.

Process assessment

Process assessment is focused on the operative part of the policy implementation, i.e. it assesses whether the manner of implementation of the policy is in line with the planned development and work design. As different from impact assessment, costs and the timeframe for the implementation of this type of assessment are relatively lower, i.e. shorter, while the results/information acquired following this assessment can to a great extent be utilized to improve the implementation of the policy.

Process assessment is important in light of the following aspects:

- It identifies the best possible solutions that can be used as the best practices;
- It helps interpret the impact assessment results: if the impact assessment shows that a certain policy does not attain the expected effects, then the process assessment can find the causes of and explanations about acquired results;
- It helps better understand the political and institutional context of the policy, considering that sometimes the designed policy is not the most efficient one, but it is politically justified;
- Findings following this type of assessment are used to improve the policy;

The following activities are most often undertaken in the context of the process assessment:
- Assessment of the degree to which the policy is in line with the initially set logical framework of expected results, and preparation for revision of the framework (model);
- Workshops intended for public policy stakeholders and end users aimed at reviewing all comments and recommendations about the pursuance and the developments in the course of the implementation of the public policy;
- Polls and interviews with end users to get their opinion about the public policy;
- Analysis of documents relating to a certain policy.

Impact assessment
Impact assessment is a systemic identification of effects, positive or negative, planned or unplanned, caused by certain activity related to the implementation of a given public policy, program or project, compared with the *status quo* situation. The impact assessment provides an answer to the question about the cause and effect link with certain public policy, i.e. it shows what is the effect of a certain change on the end result. In addition to identifying the cause and effect link between a certain activity and the end result, this assessment method produces results relating to the effectiveness of the public policy.

The assessment goes beyond the question of **'what should we find out?'** leading to the question '**why do we need to find out?"**
Impact assessment is closely related to the monitoring and evaluation process and should not be undertaken independently. If monitoring and the ex-ante evaluation provide information about the goals of the policy, about the manner of designing and implementing and about the measures for potential and actual effects of the intervention on end users, then impact assessment provides exact evaluation as to whether the benefits for the end users really derive from the policy and not from other factors.

The best evaluation is a combination of all these approaches and tools. Some of the tools that can be used in impact assessment will be presented below, but their use depends on the fact which policy is the subject of evaluation. However, it must be underlined that impact assessment and process assessment are complementary processes and should not substitute each other. Information collected following the process assessment is to a certain degree necessary in establishing the impact results. Considering that the impact assessment is a process, which takes a longer period and significant resources, it is applied selectively, but it is highly recommended to be undertaken in adopting and in implementing policies of strategic importance.

6. Tools for quantitative approach to impact assessment

Cost- Benefit Analysis
The purpose of this method is to provide a format using which the scope of expenditures and of benefits relative to the decision will be calculated, in order to avoid expensive activities that bring very little benefit. According to the standard use of this method, the policy is assessed by comparing the real measures for costs and benefits with those proposed in the policy design. Another way of using this analysis is to calculate the costs and benefits of the policy elements, such as specific activities or indicators.

This method is best applied by an experienced economist or an expert for this type of analysis, considering the fact that the method requires use of different formulas to calculate costs and benefits in the course of the implementation of the policy. If it is done correctly, this analysis brings several benefits. It ensures a comprehensive framework for systemic linking of the costs and benefits. It enables involved parties to consider the details, and provides a clear review of the money flow. However, this analysis is also very much criticized, since it is difficult to precisely and in monetary terms sum up all potential costs and benefits. Certain costs and benefits are difficult to be measured, such as non-material, non-pecuniary social costs and environmental costs, and especially those with long-term effects or effects in the unforeseeable future, and benefits that will occur much later in time. Therefore, this analysis must be conducted very carefully, by experienced economists and IT experts, owing to the mathematical complexity of the method, in order to precisely forecast possible options.

Cost –effectiveness

The cost-effectiveness analysis is an economic tool for calculating costs and effects of several alternative options related to the attainment of the same or similar desired goals. Despite the fact that it is close to the cost-benefit analysis, this tool is used to calculate the alternative effects, which are difficult to define or calculate in monetary units and therefore are expressed in physical units. The cost-effectiveness analysis of a specific policy is a calculation of the relation between required resources/costs and attained effects.