

Budget Watchdogs

(This publication is a result of the cooperation between the **Center for Research and Policy Making** and the representatives of the member organizations of the network „**Budget watchdogs**” - **FORUM-CSR**, **Center for Civil Communications**, **Center for Civic Initiative**, **Arka Consulting**, **Civil Association, Bairska svetlina**, **ORT-Kichevo** and **Association for Emancipation, Solidarity and Equality of Women - ESE**)

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Center for Research and Policy Making is an independent, non-profit policy research institute founded in March 2004. CRPM consists of local researchers as well as external consultants in close contact with the organization. It offers timely, provocative policy analysis on the most pertinent issues. CRPM has no 'hidden agenda' but works to promote democratization and economic transformation of the country. It has no party, political or any other organizational affiliation. CRPM develops a new style of policy analysis and serves as a forum for young Macedonians to acquire and apply knowledge and skills for evidence based research and policy analysis. The standpoint from which it approaches certain issues is principled. The organization considers peace and stability as the first principles that should reign in the Balkan countries, and believes that the major political goal of Macedonia is the integration with the European Union.

Center for Research and Policy Making has been formed by a multi-disciplinary team bringing together people with different backgrounds and professional and research interests, and includes considerable experience of the way the Macedonian policy process works. The CRPM members are specialized in project management and policy research and analysis, training and capacity building, and policy advice. They are able to coordinate the planning of activities and inputs in a flexible and effective manner, provide relevant and timely analyses anchored in political and economic realities, paying particular attention to timely mobilization of resources and monitoring of project progress.

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Preface

The participation of the civil society organizations in the budgetary process has noticeably increased in almost all transitioning countries, thus enabling the citizens to influence the decision making process regarding the prioritization of the specific public policies during the allocation of the public finances.

In Macedonia, the absence of this important aspect of the budgetary process is more than obvious. Namely, the budgetary process includes several stages in which various actors take part in an open discussion regarding the prioritization of the proposed public policies and the appropriate allocation of public finances. In each democratic country, besides the government as major decision making factor, the participation of the parliament as well as the non-governmental organization is guaranteed. The benefits of the proactive approach of the so called “Budget Watchdog” organizations are multifaceted. On the one hand, not only is their impact on the process of defining the policy priorities ensured, but additionally, in the later phases they act as efficient monitors of the public money spending. In this manner, they actively contribute in lessening the possibilities for corruptive practice by the public institutions.

The **Center for Research and Policy Making** followed this example which proved to be successful for so many countries, and initiated a capacity building project intended for the local NGOs to gain knowledge regarding the development of budgetary analysis, by guiding the participants throughout the most essential phases of the budgetary process, up to the monitoring of the budget execution. This publication is the final outcome of the joint cooperation between nine NGOs, comprising analyses on five topics of particular concern for the Macedonian citizens. We are convinced that this publication is the best way to announce the launching of the first national network of “Budget Watchdog” organizations. We ensure you that the “Budget Watchdog” network will continue to work actively and monitor the spending of each denar of the Macedonian citizens.

*Sincerely yours,
„Budget Watchdog Network”*

Budget Watchdogs

Budget analysis no. 1

Analysis of the Policy and the Budgetary Implications of “Equitable and Appropriate Representation of Communities”

(The analysis is a result of the cooperation between the Center for Research and Policy Making and FORUM-CSR and Arka consulting)

Analysis of the Policy and the Budgetary Implications of “Equitable and Appropriate Representation of Communities”

1. Background

The equitable representation of the minorities in the state administration has been the key issue of discussion since the independence of Macedonia. The general attitude by the political parties and the citizens representing the minority communities was that the structure of the employees in the state administration does not correspond to the ethnic distribution of the population in Macedonia. This was interpreted as direct or indirect discrimination as well as proof of domination of the Macedonian political forces.

Considering the importance of this policy as one of the main pillars of the Framework Agreement, which is also one of the key political requirements and subject to intergovernmental agreements as well as measure to manage the allocation of positions in the state administration between the ethnic communities, the **Arka Consulting, Forum-CSRD and the Center for Research and Policy Making**, jointly developed a short analysis of the success of the policy aimed at achieving equitable representation of the minority members in the state administration.¹ The analysis has two parts. The first part provides general overview of the relevant laws and program documents that define the basis and the application of this policy; the bodies involved in its implementation as well as the specific results for the period 2004-2007 (the changes in the state administration structure) as well as the Budget funds used. The second part will shortly focus on the results from the implementation of this policy in the Ministry of Labor and Social Policy and the Ministry of Defense.

¹The initial intention was only to ascertain the Budget implications of this policy.

2. Overview of the policy for equitable representation on national level

2.1. Legal framework

The Ohrid Framework Agreement:

The Ohrid Framework Agreement codifies the postulates and the definition of this policy. Article 4, Paragraph 4.2 from the Agreement refers to introduction of measures in the relevant laws that regulate the employment in the public administration in order to provide **“equitable representation of the communities/ minorities in all central and local public institutions as well as at all levels of employment in these institutions, in the same time complying to the rules of competency and integrity”**. Furthermore, the Government should undertake specific measures in order to correct the existing imbalance by **“hiring the members of the communities/ minorities that are insufficiently represented”**. Thirdly, the situation in the Ministry of Internal Affairs has been emphasized as the top priority. See Annex C (**“the parties agree to ensure”** training and hiring of 1.000 police officers in two phases - July 2002 and July 2003).

The National Constitution and the Laws:

This policy has been integrated in the Constitution of Macedonia in the Amendments 8 and 9 (Official Gazette of the Republic of Macedonia 91/01). It is defined as basic value of the constitutional arrangement of the Macedonia in the Amendment 8, which is part of the **“General Provisions”**, in Article 8 which reads: **“Equitable and just representation of the citizens that belong to all communities in the institutions of government and other public institutions at all levels”**.

In the Amendment 9, **“Organization of the Executive Power”** Chapter, Article 77, the Ombudsman is identified as a body that **“dedicates special attention to protection of the principles of non-discrimination, equitable and just representation of the members of communities in the state government institutions, in the local self-government units as well as in the public institutions and services”**.

Another law important to emphasize is the *Law on Civil Servants*. This Law explicitly defines the mechanisms for implementation and in some cases sets clear deadlines and projected employments. *The Law on Changes and Amendments of the Law on Civil Servants* (Official Gazette of the Republic of Macedonia No., 40/03) sets an obligation for these institutions to develop **annual plans** about the implementation of the policy of equitable and just representation of the communities, including: the current situation in the

respective institution, the plans for employment, the professional training and evaluation on the fiscal implications. Since January 2004 all institutions should individually plan and monitor this policy through their respective Departments or Sectors for Human Resources. The *Law on Changes and Amendments of the Law on Civil Servants* (Official Gazette of the Republic of Macedonia No., 40/04) facilitates the employment of the members of minority communities through trainings and their allocation in the state administration following the successfully passed training, without passing expert or apprentice exam.²

The legal framework clearly defines this policy as “Just and equitable representation” of all communities on all levels of the public administration.³

2.2. Program documents and bodies

In January 2007 the “Strategy for Just and Equitable Representation” was adopted as well as the annual action plan for its implementation by the Secretariat for Implementation of the Ohrid Framework Agreement. The middle-term and long-term action plan are yet to be finalized and adopted. The Strategy defines in general the directions and activities that should be undertaken, identifies the gaps and weaknesses so far and proposes appropriate measures for their resolution. One part of these measures is the introduction of bilingual positions, drafting of the National Plan for Employment, unified expansion of the competencies of the Sector in the Secretariat (which was adopted in September 2007). It represents good basis that needs to be properly implemented and further elaborated in the action plans.

Regarding the institutions, the **Secretariat for Implementation of the Ohrid Framework Agreement** develops, coordinates and monitors this policy. This Secretariat needs additional improvement of its capacity so it can better perform its already expanded competencies. **The Ombudsman** is not yet sufficiently involved by the institutions (inappropriate submission of information) and it is insufficiently/ inappropriately used tool by the citizens (by the end of 2006 only 22 applications for infringement of this right have been received and only in 6 cases such infringement was indeed ascertained).⁴

²It is an issue of another analysis how much this measure (which was valid for two years, until the end of 2006) adheres to the principle of competence and expertise. It is also not specified how many people are supposed to be trained.

³We can also refer to the Law on Police, the Law on Police Academy, the Law on Service in the Army, the Law on Labor Relations, the Law on Public Enterprises, Law on Elementary Education, Law on Secondary Education, Law on

⁴Annual Report of the work of the Ombudsman in 2006

Because of the lack of key strategic documents, the drafting of the annual plans (implemented in accordance with the unified procedure since 2004) was mainly about general mentioning of the realized and planned employments without greater planning overview and explanation of the measures proposed (we point out the Ministry of Defense that implemented this policy on the basis of the program documents adopted for the period 2004-2013⁵)

⁵Program for realization of the equitable and appropriate representation of the members of minorities in the higher education and Program for realization of the appropriate and equitable representation of the members of minorities in the secondary education, Ministry of Defense, 2004.

3. Analysis of the situation with employment of the members of communities/ minorities on national level⁶

3.1. New employments of civil servants in the period 2004 - 2007

The most adequate picture regarding implementation of the policy for equitable and appropriate representation can be obtained analyzing the dynamics of new employments. In order to achieve sufficient representation of members of minorities it is necessary to continuously employ members of these communities in such percentages that will be always and continuously above the percentage of their representation in society. Because of this we chose to compare the information about the new employments of the state servants since 2004 until present:

Table 1. New employments of civil servants *

	2004		2005		2006		2007		TOTAL 2004-2007	
	No.	%	No.	%	No.	%	No.	%	No.	%
Ethnic background	511	79,35%	465	44,46%	546	62,33%	348	58,19%	1870	59,10%
Albanians	108	16,77%	533	50,96%	294	33,56%	237	39,63%	1172	37,04%
Turks	8	1,24%	20	1,91%	7	0,80%	2	0,33%	37	1,17%
Romas	5	0,78%	7	0,67%	4	0,46%	2	0,33%	18	0,57%
Vlachs	2	0,31%	7	0,67%	4	0,46%	2	0,33%	15	0,47%
Serbs	7	1,09%	7	0,67%	10	1,14%	2	0,33%	26	0,82%
Bosnians	0	0,00%	4	0,38%	3	0,34%	3	0,50%	10	0,32%
Other	3	0,47%	3	0,29%	8	0,91%	2	0,33%	16	0,51%
TOTAL	644		1046		876		598		3164	

* source: Agency for Civil Servants (ADS)

⁶This Analysis is based on the information and explanations that were available during the three-months research period. We faced two major obstacles - lack of adequate information before 2004 from some sources and the inconsistent statistical information (some surveys, beside the civil servants, also included the politically appointed officials, the employees on contract-per-services-rendered basis, etc.). The inconsistency in the submission of this information from the relevant bodies (such as, for example, the Ombudsman) was also something that prevented cross-referencing from various sources. The second challenge is also related to the access of particular information and their explanations, although *the Law on Free Access to Information* imposes an obligation to the institutions to respond to every request within 30 days from the submission. We had very open cooperation with some of the institutions we contacted but still we were unable to obtain many important answers to official requests.

The results clearly indicate that this policy was taken into consideration in the employment of new civil servants. The new employments of Macedonians are by average of 5% less, compared to their number from the 2002 census. In the Albanian population we have 12% more employments than their percentage from the Census. As for the other communities, the employment dynamics does not reflect their real number in the society.

Table 2. Total number of civil servants and change in %

Ethnic Background	Beginning of 2004 ⁷		December 2006 ⁸		Change in %
	No.	%	No.	%	
Macedonians	9686	90,25%	9788	82,74%	-7,51%
Albanians	602	5,61%	1447	12,23%	6,62%
Turks	79	0,74%	125	1,06%	0,32%
Romas	20	0,19%	42	0,36%	0,17%
Vlachs	89	0,83%	99	0,84%	0,01%
Serbs	172	1,60%	189	1,60%	0%
Bosnians	26	0,24%	35	0,30%	0,06%
Others	59	0,55%	105	0,89%	0,34%
TOTAL	10352		11830		

Here we also see what was pointed above regarding the employment dynamics. The change of the civil servants structure is happening only with two communities - Macedonian and Albanian, where the percentual decrease of 7.5% of the Macedonian community is mirrored in the increase of 6,6% of the Albanian Community. There are no noticeable changes when it comes to other communities and the situation is not significantly changed since 2004.

The last table provides the most comprehensive summary about the progress of this policy in the last 5 years on the level of all Budget institutions. It is clearly noticeable that the main trend is also present on this level - the Albanian ethnic community makes increase in its representation by 6%. This progress was achieved in relatively short time period (four and a half years) clearly approaching the number registered in the Census (25%). If the process of employment resumes with the same dynamics it will greatly contribute towards the equitable representation of the largest minority.

⁷25.12.2007 - source: Agency for Civil Servants

⁸Annual Report about the information from the Civil Servants Registry for 2006, Agency for Civil Servants

The number of employees from the Serbian and Vlach community has not increased significantly. The number of employees from the Turkish community has only minimally increased while the situation with the Roma community is especially worrying because their representation has not yet changed (around half percentage) although according to the Census the Roma comprise 2,66% of the population.

Table 3. Ethnic distribution of the employees in the Budget institutions⁹

Етничка припадност	Декември 2002		Декември 2003		Декември 2004		Декември 2005		Септември 2007	
	Бр. на вработени	%								
Македонци	58348	83,27%	58769	82,05%	56871	80,31%	55070	78,63%	55086	77,39%
Албанци	8164	11,65%	9174	12,81%	10294	14,54%	11290	16,12%	12397	17,42%
Турци	826	1,18%	905	1,26%	928	1,31%	993	1,42%	1047	1,47%
Роми	358	0,51%	369	0,52%	376	0,53%	384	0,55%	407	0,57%
Власи	321	0,46%	336	0,47%	330	0,47%	326	0,47%	342	0,48%
Срби	1215	1,73%	1204	1,68%	1172	1,66%	1135	1,62%	1117	1,57%
Бошњаци	160	0,23%	182	0,25%	181	0,25%	192	0,27%	214	0,30%
Останати	682	0,97%	685	0,96%	660	0,93%	649	0,93%	572	0,80%
Вкупно	70074	100%	71624	100%	70812	100%	70039	100%	71182	100%

Source: Ministry of Finance - F1 base

3.2. Budget Funds¹⁰

The direct financial mechanism for implementation of this policy is the K5 Subprogram - Equitable and Appropriate Representation of the Communities which is part of the Program for Reform of the State Administration. This sub-program is registered as a special sub-program for 2005. For the previous period it is not possible to ascertain how much it was allocated for this program without an in-depth research. In the rebalancing for 2005, K5 was not allocated as a separate item. Because of these limitations Table 4 shows the funds in the period 2005-2007 as well as the Budget proposal for 2008.

⁹Report on the Equitable Representation of the ethnic minority members in the state administration for the period 2002-2005, Sector for Implementation of the Ohrid Framework Agreement, Department for Improvement of the Equitable and Appropriate Representation, January 2006

¹⁰Because this policy is intermingled with the other elements of training and employment of Budget beneficiaries it is not possible to deliver appropriate picture about the allocation of funds per employee or about the Budget participation of every ethnic community.

Table 4. Budget funds allocated for the item K5

In thousands of denars						
	2005	2006		2007		2008
	Budget	Budget	Rebalance	Budget	Rebalance	Budget proposal
K Program Reform of the Public Administration	761 402	643 154	555 742	761 402	526 413	582 006
K5 Appropriate and Equitable Representation	99 747	45 758	35 306	99 747	79 234	200 000
% of the K5 Subprogram in the K Program	13,1%	7,1%	6,3%	13,1%	15%	34.4%

Useful indicators about the further financing of this policy exist in the budget projections of K5 for the period 2007-2010, according to NPAA:¹²

Table 5. Long-term planned Budget funds for the Item K5¹³

In thousands of denars	2007	2008	2009	2010	Total
K5 Equitable and appropriate representation of the communities	197546	197546	197546	197546	790184

The Funds from the K5 Subprogram are dedicated for payment of salaries, allowances and remunerations for the new employments of representatives from minority communities in Macedonia. The official new state servants are employed in the General Secretariat of the Government of Macedonia and afterwards allocated to the appropriate institutions of the state administration.

The funds which are intended for them in accordance with the K5 Subprogram are allocated additionally.¹⁴ Hence, the new K5 employments are not registered separately from other employees, thus becoming a "burden" of the Ministries' Budgets.

Besides the employments registered under the K5 item, whenever each of the ministries deals with the ongoing employment procedures, the principle of just and equitable representation of the ethnic communities is also taken into consideration. However, these employments are not financed from the K5 sub-item.¹⁵

¹²Anex 3, NPAA, Secretary of European Affairs, 5.04.2007.

¹⁴20.12.2007, Information No. 07-44760/2, Ministry of Finance

¹⁵ 23.12.2007, Toni Dimovski, Head of the Payment Agency

It is not possible, considering the information that is presently available, to make distinction between the employments under K5 and the ongoing employments. Even the Ministry of Finance does not have information on the amount of funds of the Budget beneficiaries dedicated to the minority members, regardless of the K5 sub-program.¹⁶ It is important to emphasize that budget funds are also allocated through trainings that are specially organized to improve the capacities of personnel from the minority communities to work in the state administration (for example, training of 99 interpreters). In fact, the real figure allocated from the National Budget of Macedonia in the last 5 years, which has direct contribution to the implementation of this policy, is significantly greater than the K5 item.

Considering all the above, the question is: on the basis of which estimates projections were made for the K5 sub-item when by January 2007 there was no strategy developed and the Budget beneficiaries planned the employments individually. During the years it varied and in 2008 it is expected to be over 30% from the total item of Reform of the Public Administration. It would refer to increased financing in this policy for the next three years (if such increase happens). There are great gaps that need to be corrected: the sub-item K5 does not show in the final account of the Budget of Macedonia and there are no records about other assets (donations, trainings, etc.) that primarily relate to this policy (the Agency for Civil Servants does not keep records on employments under the umbrella of K5).¹⁷

¹⁶20.12.2007, Information No. 07-44760/2, Ministry of Finance

¹⁷The Agency for Civil Servants has information about the total number of new employments on annual level but not about the new employments that were implemented under the umbrella of the sub-item K5 (this information was received by the Agency for Civil Servants on 25.12.07)

4. Application of the policy for equitable and appropriate representation on the level of the Ministries

4.1. Ministry of Labor and Social Policy.

The Ministry of Labor and Social Policy adopted a working program for the Department for Management with Human Resources as well as annual plan about the equitable and appropriate representation for 2006, 2007 and 2008. These documents provide overview about the representation of the ethnic communities in the Ministry, in the period 2005-2007. The Program of the Department is currently in drafting phase and will cover the period of 2008, along with projections for the next two years. The Ministry did not provide us with the plans for the equitable and appropriate representation for the previous years.¹⁸

These Strategies are one-year strategies, in accordance with the legal obligation. They include no elements of long-term planning or analysis of the need for additional employment of staff coming from the minority communities. The plans for future employments are clear and specifically defined and they include information about the structure of these employees. However, the impression is that the document includes only listing of what was done. The rest of the document provides very general information about the compliance to this principle when it comes to employments, pointing out in the same time that measures will be undertaken for the necessary professional improvement and trainings. One positive aspect is that when it comes to the employments planned, there is clear distinction of the rank of the future civil servant which means implementation of the “equitable and appropriate representation on all levels” principle in reality.

Table 6. Ethnic composition in the Ministry of Labor and Social Policy

	2005 ¹⁹	2006 ²⁰	2007 ²¹
Macedonians	77,4%	78,8%	77,4%
Albanians	14,7%	14,2%	14,3%
Romas	0,7%	0,7	1,3%
Serbs	2,9%	2,9%	2,6%
Vlachs	2,1%	1,5%	2,9%
Turks	0,4%	0,4%	0,32%
Bosnians	1,4%	1,5%	0,9%
Other	0,4%	/	0,3%

¹⁸5. 11.2007, Information from the Sector for Legal and General Issues, Ministry of LSP.

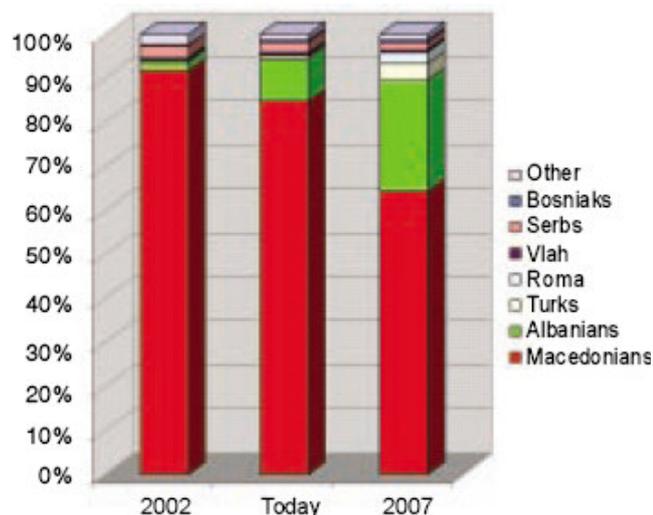
^{19.20.21}Annual Plan for Appropriate and Equitable Representation for 2006, Ministry of Labor and Social Policy

According to the information for the period 2005-2007, regarding the ethnic background in the Ministry of Labor and Social Policy, there is no drastic change in the proportion of any ethnic community in the total number of Staff. From this information we can see the dynamics of new employments for 2006 and 2007. This picture is very similar to the one on national level. The largest percentage of planned employments were for the members of the Albanian community (planned 12 and realized 10), Roma community (planned 2 and realized 1), Turkish community (2 planned but not realized) and one employment for the other communities. Most of the projects were realized but there is no explanation why not all of them were realized. The general conclusions about the implementation of the policy on national level also apply to this Ministry.

4.2. Ministry of Defense

The Ministry of Defense has adopted a *Strategy for Management with Human Resources* as well as long term programs for equitable and appropriate representation for the period 2004-2013. The plan is to achieve equitable and just representation by 2013, in accordance with the percentages of the ethnic communities registered with the 2002 Census. In the meantime, a significant progress is already noticeable with regards to the percentage of representation of all communities. The planned and realized dynamics for implementation of this policy is shown on the following graph, for the period 2002-2007:²²

Diagram of representation of the communities in the Ministry of Defense and in the Army of the Republic of Macedonia, comparison between 2002, 2005 and the projection for 2007



²²White Paper on Defense, Ministry of Defense of the Republic of Macedonia, Skopje, 2005

Table 7. Dynamics of employments in the Ministry of Defense and the Army of the Republic of Macedonia for the period 2005-2007 (new employments):²³

	2005	2006	2007
Macedonians	878	46	163
Albanians	641	331	621
Turks	56	36	210
Romas	32	43	121
Serbs	26	2	8
Bosnians	15	6	2
Vlachs	26	0	3
Other	21	9	36

²³Page 105, Annual National Program 2006-2007

5. Conclusions and recommendations

- The policy for equitable and just representation of the minority communities in the state administration of Macedonia **is being implemented consistently and successfully** in the last four years. **The greatest positive change** is evident within the largest minority, the **Albanian**, with an increase of 6%. Now its members include **17,42%** of the total employees in the Budget institutions. As for the other communities there are no significant changes. **Recommendation:** More attention to be paid and secure special funds to be allocated, to **increase the representation of the smaller communities as well** where there is no evident improvement (this is especially the case with the **Roma community**).

- It is impossible to distinguish appropriate figures about the funds allocated for implementation of this policy because of several reasons: there are incomplete records about the budgeting and spending of the sub-item K5 in the past, spending from other items from the central Budget and from the Budgets of the beneficiaries for employments and trainings (which is also not registered), insufficient coordination between the relevant bodies and institutions (Ministry of Finance, Agency for Civil Servants, the Secretariat for Implementation of the Ohrid Framework Agreement). **Recommendation:** Resolve these deficiencies in order to provide for the possibility for transparent budgeting and budget analysis regarding the implementation of this policy.

- **Recommendation:** Consistent implementation of the *Strategy for Equitable and Just Representation* especially the elements that aim to resolve significant gaps such as: **establishment of unified procedure** for collection and processing of information and **development of national strategy** for employment.

- **Recommendation:** Evident improvement of the **transparency and efficiency** in the work of the state authorities for timely submission of key information of public character. Building of **institutional memory** in every authority in order to enable a consistent picture about the implementation of this policy on a longer term (the present timeframe of 2-3 years is inappropriate).

Budget analysis no. 2

Men do Sports while Women should cook! Spending public money for gender inequality in sport promotion

(The analysis is a result of the cooperation between the Center for Research and Policy Making and Association for Emancipation, Solidarity and Equality of Women - ESE)

Men do Sports while Women should cook!

1. Institutional and policy framework

In Macedonia 45% of the total population or 907,108 people (see Table 1) are end users of the policies that are created and implemented by the Agency for Youth and Sports (AYS). This governmental agency has identified four priority areas to be developed through the National Youth Strategy (adopted in 2005): (i) Social development and social integration of young people through high quality of formal and informal education; (ii) economic development of young people and development of youth entrepreneurship; (iii) Improving quality of life of the young; (iv) active participation of youth in the public policy making processes on national and local level.²⁴

Table 1: Macedonian population age structure

Total	0-29 years	30-59 years	Over 60 years
2,022,547	907,108	810,702	303,534
100%	45%	40%	15%
Female	440681	401694	163898
Male	466427	408990	136256

Source: SSO, Population census 2002

AYS intensively implements the third priority area: improving quality of life of youth and plans promotion of sport and physical activities among the youth through the following measures: improving the current sport infrastructure, inclusion of sport associations in the making and implementation of programs for physical education, program for sport competitions among the schools (primary and secondary), inclusion of the youth sport associations in the program aimed at financing and revitalization of sport equipment used in the schools.

The Agency mainly concentrates its efforts to the implementation of infrastructural projects, such as the project that is to build 35 sport halls, 50 football fields and 7 swimming pools. Meanwhile these investments are not coordinated with other programs for sport promotion and development of the Agency, neither with those implemented by the other policy actors in this area such as the Football Federation of Macedonia, The Basketball Federation of Macedonia, the Handball Federation of Macedonia, the Water-polo and Swimming Federations of Macedonia and so on. The policy review however noticed that all the schools and municipalities participated in the process of identification of sights where these sport venues will be built.

²⁴An analysis of the institutional and functional realization of the National Strategy for Youth is available from CRPM. See the CRPM policy brief no.16 "Invest in Macedonia" - National Strategy for Youth, http://www.crpm.org.mk/Papers/Policy_brief_%2016.pdf

2. Budget

The building of the sport halls is ongoing and will cost the state budget 8.4 million euros. The football fields will cost 7.7 million euros, whereas the seven swimming pools additional 9 million euros of the tax payers' money. Overall the Macedonian citizens will pay twenty five million euros (25.000.000 EUR) or one billion five hundred thirty seven million and five hundred thousand Macedonian denars (1.537.500.000 MKD). The budget of AYS for 2008 is 309.290.000 million denars of which 193.741.000 million denars or 63 % of the total budget of the Agency are earmarked for capital investments such as building 35 sport halls and 50 football fields.²⁵

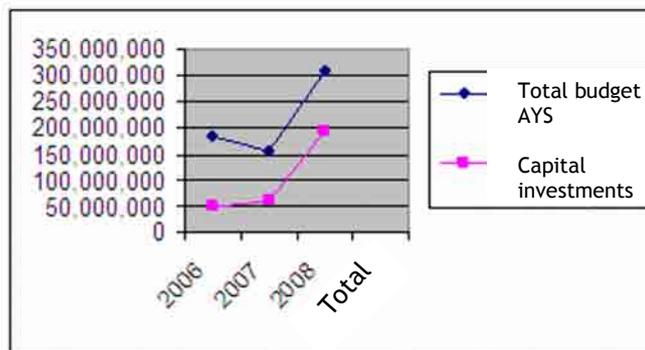
Table 2: Budget allocations for capital investments

Budget year	2006	2007	2008	Total
Total budget AYS	184,946,000	156,347,000	309,290,000	650,583,000
Capital investments	50,300,000	61,300,000	193,741,000	305,341,000
% of total budget	27%	39%	63%	47%

Source: Ministry of Finance, Budget of Macedonia 2006, 2007, 2008

The graphic below shows significant increase (about 50% in comparison with 2007) of the AYS budget for 2008. What is more up to 63% from the total budget has been allocated for capital investments specifically earmarked for the construction of the above mentioned sport venues. However, the total allocated funds for capital investments, since 2006, are just 20% of the total value of these capital projects. In order to see: (i) how these projects will influence the lives of the young people; (ii) who will be the beneficiary of the sport venues (boys or girls); and (iii) are these interventions sufficient for sport promotion among the youth of both genders (male and female) we conducted an analysis of the two investments that are already ongoing - the building of football fields and the sport halls.

Graphic 1: AYS budget 2006-2008



²⁵The swimming pool project was just initiated at the time when the background research for this brief was concluded.

3. Football fields

The football fields are built according to international standards (120/80 meters including dressing rooms). These fields can be used only for football and will be managed by the municipalities, which will also have ownership over the fields. The fields will be leased to local football teams for reduced prices. When the local football teams will not use the field for practice and games the municipality could lease it to other interested citizens to play football. The price list for the lease of the football fields will be defined by the AYS itself. However, the schools located in the same municipality as the football field cannot use it for gym classes.²⁶

This policy of AYS suggests that Macedonia invests in professional football. The reasons for this conclusion are the following:

(i) priority in the use of the football fields have only the football clubs from the municipality

(ii) to assume the status of a football team one must register the football clubs²⁷

(iii) there is no mechanism that guarantees to the citizens use of the football fields for a certain period of time during the day which suggests that the fields are expected to be used only by the professional football clubs.

3.1. Scope and beneficiaries

Who will be the beneficiary of the football fields? In Macedonia there are 390 football clubs that are licensed by Football Federation of Macedonia (FFM). Twelve of them compete in the first league; eighteen of them compete in the second league. The other 360 clubs compete in the municipal leagues (first and second). Around 13, 600 professional male footballers play in these clubs.²⁸ They will be the direct users/beneficiaries of the football fields that are being built by AYS.

The women's league was established in 2002 and has 10 (ten) registered women's football clubs and around 150 players. FFM works on promoting football among the girls. They have organized 15 (fifteen) football schools for around 450 girls. They unfortunately are not registered as clubs and therefore cannot utilize the benefits of the AYS policy.²⁹

²⁶Policy brief of the AYS for the Government of Macedonia and interview with representatives of AYS on 10th December

²⁷The football club are registered in the citizens associations register

²⁸The data are based on the football clubs registry of FFM last visited in December 2007

²⁹According to the FFM the ten clubs are: "Lombardini", "Edinstvo", "Maksport" and "Shkiponjat" from Skopje, "Pobeda" from Prilep, "Shtip" from Shtip, "Tikveshanka" from Kavadarci, "Drita" from Tetovo, "Mladost" from Demir Hisar and "Kumanovo" from Kumanovo

Table 3: Budget beneficiaries - a comparison

	Total	Male	%	Female	%
Number of beneficiaries	13.750	13.600	99%	150	1%
Budget	471,240,000	466,527,600	99%	4,712,400	1%
Total population	2,017,946	1,011,673	50%	1,006,273	50%

Source: SSO and Football federation of Macedonia

Table 3 shows that only 1% of female professional players will be the end users of the 50 football fields. The male football players on the other hand will utilize 7.585.814 euro of the tax payers' money allocated for implementation of this project. Therefore, this investment of the AYS in football fields is not only not gender neutral, but it also creates great gender inequality. The policy is also questionable as it does not serve to achieve the goal of the AYS - to promote sport among "*all citizens*" of Macedonia.

4. Sport halls

According to the AYS the project for building 35 sport halls will increase the sport infrastructure of the municipalities (17 sport halls will be build and transferred to be owned and managed by the municipalities where located), the schools (13 sport halls are going to be built, owned and managed by the primary and secondary schools), the Universities (4 sport halls will remain a state property but will be used by the higher education institutions in Skopje, Tetovo, and Bitola).The sport halls have a size of a handball/ basketball field and will include dressing rooms, stands and storage. They are planned to be multifunctional and to be used for many sports. The equipment will allow playing of gymnastics, ping-pong, basketball, handball, and futsal (indoor soccer). When not used for educational purposes the sport halls will be market oriented and be given to interested citizens on a lease. The pricelist will be defined by AYS.

4.1. Scope and beneficiaries

The building of the sport halls is conducted in accordance with a previous needs assessment of the municipalities, schools and Universities.³⁰ Through this project the policy maker, AYS, wants to reach out to those that do not have specialized sport infrastructure and assist the educational institutions that do not have gyms.³¹

The sport halls will have at least 52,273 end users and as the schools and Universities teach both girls and boys we can suppose that from this investment both genders will benefit. The outreach of the sport halls is much bigger than the football fields as the users of the football fields constitute only 26% of the total number of potential users of the sport halls. What is more the football fields are 72% more expensive than the sport halls (see Table 4).

Table 4: Scope vs. budget

	Scope	Budget per beneficiary
Football fields	13 600	34 650 MKD
Sport halls	52 273	9 834 MKD

Source: Author's own calculation

³⁰The location of the sport halls is presented in detail in Table 5.

³¹AYS policy brief for Government session

Table 5: 35 sport halls

Локација	Општина/училиште	Вкупно корисници
Битола	Уни. Св.Климент Охридски	9485
Македонски Брод	ОУ Климент Охридски	513
Берово	ДСУ Ацо Русковски	N/A
Пехчево	Оу Ванчо Китанов	550
Валандово	ОУ Јосип Броз Тито	973
Штип	Уни. Гоце Делчев	1107
Бутел	ОУ Рајко Жинзифов	1033
Илинден	ОУ Гоце Делчев	440
Ѓорче Петров	ОУ Тихомир Милошевски	486
Чешиново/Облешево	ОУ Климент Охрдиски	463
Центар	ОУ 11 Октомври	673
Гази баба	ОУ Крсте Петков Мисирков	1280
Сарај	ОУ Дитурија (Борис Кидрич)	1673
Тетово/Порој	ОУ Скендер Бег	1289
Тетово	Државен универзитет	N/A
Демир Хисар	ОУ Гоце Делчев	604
Кичево	ОУ Кузман Јосифовски Питу	772
Крива Паланка	ДСУ Ѓорче Петров	1146
Куманово	ОУ Магдалена Антова	1383
Гази баба/Маџари	ОУ Наум Наумовски Борче	684
Брвеница	ОУ Кочо Рацин	496
Скопје	Уни. Св. Кирил и Методиј	18227
Свети Николе	ОУ Кирил и Методиј	815
Лисиче / Аеродром	ОУ Лазо Ангеловски	1381
Липково/Куманово	ОУ Фаик Конца	1114
Жеровјане	ОУ Лирија	387
Куклиш/Струмица	ОУ Даме Груев	261
Пробиштип/Злетово	ОУ Браќа Миладиновци	152

Бутел/Радишани	ОУ Ацо Шопов	668
Ново Село	ОУ Мануш Турновски	988
Ростуше	ОУ. Ѓорѓија Пулевски	403
Центар	Факултет за физичка култура	523
Кисела Вода	ОУ Невена Ѓеорѓиева	662
Ѓорче Петров	ДСУ Кочо Рацин	674
Кисела Вода	ОУ Круме Кепевски	968
ВКУПНО:		52273

Source: AYS, SSO (census 2002) and Ministry of Education (2006)

5. Conclusion and recommendations

These type of investments are rare and therefore should be encouraged in Macedonia. The goal of this analysis was to pin point the weaknesses even in excellent policy decisions such as these. The budget watchdog network considers that all citizens should equally benefit from public policies because they are financed through the taxes paid by all citizens (male or female; Macedonians, Albanians, Turks and etc; those that live in the city and those that live in the villages). Therefore, we recommend to the Government of Macedonia and the Agency for Youth and Sport the following:

- Provide mechanisms for utilization of the football fields by girls (i.e. the football clubs in order to use the fields should establish womens' football teams);
- To reallocate part of the funds earmarked for football field in building more sport halls (with the money for 50 football fields additional 32 sport halls will be build as in Table 6) that are gender neutral and offer bigger outreach and therefore achieve the goal of the AYS to promote massive sport;
- Conduct an analysis of the sport interest of both girls and boys and based on the findings to organize educational program and competitions that will increase equal participation of girls and boys in all sport activities;
- Develop a mechanism that will monitor the utilization of the sport infrastructure from a gender perspective (how often the boys and the girls use the sport venue) and stimulate those that make less use of the public goods.

Table 6: 50 football field = 32 sport halls

	Football fields	Sport halls
Total budget	471,240,000	514,080,000
Price per unit	9,424,800	14,688,000

Source: Author's own calculations



BUDGET ANALYSIS No. 3

Analysis of the policy of the Ministry of Health providing free gynaecological exams

(The analysis is a result form the cooperation between the Center for Research and Policy Making and the Center for Civil Communications)

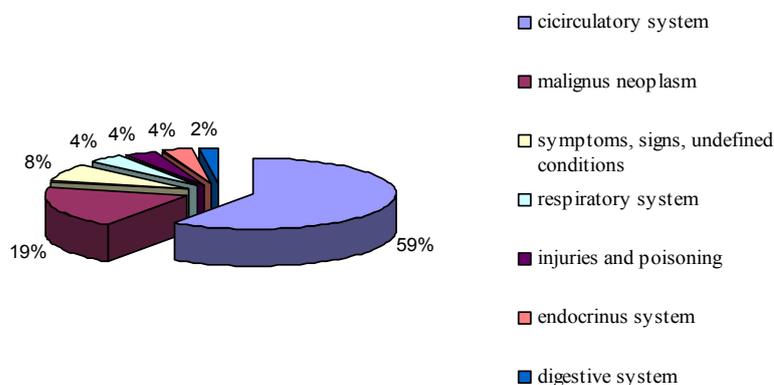
Analysis of the policy of the Ministry of Health providing free gynaecological exams

1. Introduction

Malignant neoplasm is the second most frequent disease resulting in death within the Macedonian population. The mortality caused by this disease is in a constant increase among both sexes. The cancer of the uterus, the breast cancer, and all other types of neoplasm represent a big social, medical and economic problem and because of these reasons, it is necessary to take systematic activities focused towards reducing the morbidity³² and mortality from these diseases.

Around the planet, breast cancer is mostly a female disease. According to statistics **one in forty** women is diagnosed with breast cancer. This is also the most common type of malignant tumour within women and is considered to be the most fatal disease after the lung cancer. It is very rarely diagnosed in women below 20 years of age, but commonly diagnosed in those between 50 and 70 years of age. In contrast, the cancer of the uterus has a tendency of occurring within younger women. Half of the women diagnosed with this type of cancer are between 35 and 55 years. The number of people diagnosed with this disease is in a rapid increase from 1970, as a phenomenon of the modern way of life.

Graph 1: Causes of death within the population of RM in 2003



³³Source: RZZZ-Skopje

³²In a demographic sense, this is an absolute or relative number of diagnosed people in a certain group for a specific time-period, based on which a certain tendency can be determined, such as mortality or life-expectancy.

It can be seen from Graph1 that in 2003 in Macedonia, the malignant neoplasm was the second most frequent source of death (18%), right after the disease of the circulatory system, contributing for 56.6% of the cases. The number and the degree of newly-registered cases of women diagnosed with breast cancer in the period 1998-2004 are presented in Table 1.

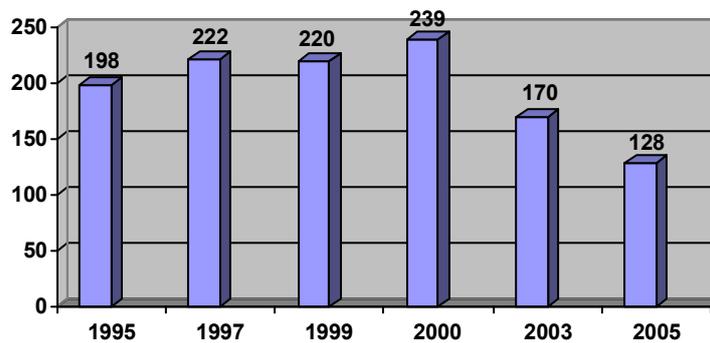
Table 1: Degree of newly registered cases of breast cancer in Macedonia

Year	Number	Degree/100.000
1998	596	59,5
1999	585	56,9
2000	567	55,7
2001	472	46,3
2002	549	54,5
2003	642	63,6
2004	575	56,8

Source: Registry for cancer in Macedonia, RZZZ-Skopje

It can be seen from Table 1 that the number of registered cases of cancer in Macedonia is constantly high. Having in mind that when diagnosed early, the treatment of this disease results in a lower mortality, it is extremely important to scan the population by conducting preventive check-ups. As it can be seen from the following graph, the mortality rate from breast cancer is in decline in the last couple of years.

Graph 2: Degree of mortality



Source: Registry for cancer in Macedonia, RZZZ-Skopje

2. Analysis of the program implemented by the Ministry of health of R.M

The program for early detection and prevention of the diseases of the reproductive organs within women and the breast cancer in Macedonia aims to reduce the abovementioned degree of mortality through:

- raising the awareness regarding the disease and the HPV virus through organising 100 workshops throughout the country, informative material and television spots;
- free gynaecological examinations for 19.500 women on a 'first come, first serve' basis;
- free echo and mammography check ups for 5.700 women on the same basis;
- procurement of eight new mammograms for the health institutions in Gostivar, Tetovo, Kichevo, Ohrid, Bitola, Prilep, Shtip and Kumanovo and one digital mammogram for the Radiology Institute in Skopje.

The program is implemented by the Ministry of Health and 17.300.000 denars have been allocated from the 2007 Budget for its realisation in 2007. It is planned for the program to last until 2010 and the total finances allocated are 46.000.000 denars or 751.634 Euro. The question which inevitably arises is - are these means sufficient to accomplish the goal? Bearing in mind that one PAPA test costs 400 denars and according to the 2007 program, 19.500 women should be examined; and one mammography test costs 750 denars, and 5.700 women should be examined; it can be concluded that conducting only these two examinations is going to cost 12.075.000 denars. If we add the 12.400.000 denars predicted for purchasing 8 mammograms (one costs 1.550.000 denars), than the total means rise up to 24.475.000 denars. Having in mind that the 2007 Budget predicts 17.300.000 denars for this aim, it can be concluded that the necessary finances are 30% higher than the ones allocated in the Budget. Besides this, the 2007 programme includes only 4.2% of the reproductively capable women, i.e. only 25.200 women from the total of 600.000 women of reproductive age.

Table 2: Needed vs. approved means

Type of examination or procurement	Number of the population covered	Market price (in MKD)	Value of the means needed (in MKD)	Budget means for 2007 (in MKD)
PAPA test	19.500	400	7.800.000	17.300.000
Mammography	5.700	750	4.275.000	
Mammograms	8	1.550.000	12.400.000	
Total:	/	/	24.475.000	

Source: Author's calculations

The calculations do not include the value of the digital mammogram that should be bought for the Institute in Skopje.

Table 3: Allocation of resources in 2007 (in MKD)

Program for early diagnosis and prevention of diseases of women's reproductive organs	Program for compulsory immunization of the population	Budget of the Ministry of Health	Program "Computers for 12.000 alumni"	Total budget of R.M. for 2007
11.500.000	47.000.000	1.203.228.000	1.440.000.000	112.028.965.000

Sources: Budget of Macedonia for 2007, Ministry of Finance and National Program for Adoption of the EU Law (NPAA) until 2010

The question is whether the finances allocated for realization of the early diagnosis program and prevention of the diseases of the reproductive organs of women are as significant as the expected results (rescuing 130 women from death). Therefore, our team compared the finances that the government allocated for implementation of the same program, as well as financing of other activities of the Ministry of Health. Table 3 shows that the program covers **only 0, 96% of the budget of the Ministry of Health** for 2007 and 0, 01% of the total budget for 2007. In contrast, the program "Computer for 12.000 graduates" supposed to be realized during one year period (2007) received 1,295% from the central budget. Comparing these two numbers we are under the impression that the program for rescuing approximately 150 women from death each year is not a priority. Additionally, it should be considered that the prevention and screening of these diseases costs far less than their treatment.

Territorial coverage:

The conclusion is that even if with the new mammograms, the region surrounding Kochani, (whose Health Clinic covers the neighboring towns such as Vinica, Berovo, Delchevo and Pehchevo covering up to 113.651 inhabitants) could not be covered. Namely, in order to get treatment, the patients from this region have to travel to Veles, town inhabited by almost 70.000 inhabitants. Tetovo is a municipality of nearly 193.000 inhabitants and has highest morbidity from malign neoplasm (70 cases per 100.000 inhabitants). Due to the fact that the Tetovo hospital is equipped with medical equipment and staff, the patients from Debar and Struga often use this medical center. This hospital is equipped with one mammogram and another one is planned to be purchased through this program. However, the dilemma is whether the newly purchased equipment could cover approximately 300.000 inhabitants of which 43% are women and whether the policies carried by the Ministry of Health will be developed on evidence based analysis and field research.

3. Recommendations

- There is a need for precise **estimation of the financial projections** for realizing this program and more budget finances to be allocated with the aim to cover the wider population
- **Revision of the plan for distribution of the mammograms** throughout the whole territory in order to enable utilization of the examinations to as many women as possible is urgently needed.
- **Increased transparency** of the use of the finances of the program is needed; i.e. the public needs to know how much was spent on each measure, , the number of women that have been covered as well as the results that are being achieved.
- **Introduction of a Central Register** aiming to maintain the evidence of the screening program is necessary. The maintenance of the statistical database should reflect the real circumstances regarding the type of illnesses of the reproductive organs of women.
- Employment of additional staff that will enable the number of treated patients throughout the year needed;
- The Ministry to **educate women for self check-ups** regarding the breast cancer, sexually transmitted diseases and about the importance of the screening program (early diagnosis).
- **Active inclusion of men within the program** is desirable having in mind that they are transmitters of the HPV virus which provokes cancer of the uterus.

BUDGET ANALYSIS No. 4

Linkages between education programs and the labor market demands- 21, 2% of the youth in Macedonia is unemployed.

(The analysis is a result of the cooperation between the Center for Research and Policy Making and Civil Association, Center for Civic Initiative and ORT-Kichevo)

Linkages between education programs and the labor market demands- 21, 2% of the youth in Macedonia is unemployed.

1. Introduction

During the last 15 years Macedonia went through a process of comprehensive social and economic transformation. The economic transformation resulted with changes in the country's labor market. Unemployment became a problem of greatest concern for all Macedonian citizens. Yet it seems that unemployment has not been among the priorities of all the governments in the past decade. In fact, one of the major reasons contributing to the rise of unemployment is the absence of permanent implementation of concrete measures in coordination of various public institutions.

Young people are mostly affected by this problem as they comprise exactly 21,2 % of the total unemployed workforce in Macedonia.³⁴ Provided the fact that unemployment is widely faced by young graduates then certainly the problem could be located in the structure of the education programs. The structure of unemployment in Macedonia, is a consequence of the restructuring of the economy, causing certain industries to disappear from the market and be replaced by others requiring highly qualified workforce. Within, the low qualified workforce is easily substituted by the technology which becomes easily accessible to more employers. Key reasons that conditions the unemployment in the long run and affects dominantly the young population are the inflexible curriculums at the higher educational institutions and the secondary schools. The inadequacy of the curriculums offered by the Macedonian universities could be analyzed from various perspectives. On the one hand, their inadequacy is reflected in the low concordance between the number of enrolled students at the various faculties and the needs of the labor market for certain occupations. The consequence of this is production of graduates, unable to be employed in the industry. Department offer programs for industries that are struggling, many factories closed.

The curriculums of the universities are outdated. The essential part of the education reforms is to balance between the theoretical lectures and practical studies, increasing the time students spent on research. Such a reform should be based on the analysis of the modifications in the labor market demands. Unfortunately, at the moment in order to pass the exam successfully students are required to master theories, to have 'encyclopedic' knowledge, whereas the practical skills that are necessary for the students to perform at the labor market are often neglected.

³⁴Inquiry of the population in R.M. Result of the inquiry of the work force, quarter 2007, Skopje, 22.10.2007. pg. 4.

The problem with the present teaching methods- motivating students to memorize facts instead of encouraging the development of their thinking capacity- is identified in the last quality assessment report of the University Ss. Cyril and Methodius. The report was prepared by the European University Association. The recommendations suggest changes of the teaching methods and redesigning of the curriculums. "The teaching methods should modernize and be regularly evaluated in order to satisfy the student learning needs. The teaching practice should balance between lecturing and interactive teaching such as the active engagement of the students in the learning process. The development of programs for academic improvement of the teaching staff would help in the realization of the teaching practice".³⁵

Graph 1. Enrolled students for 2007 according to study areas³⁶

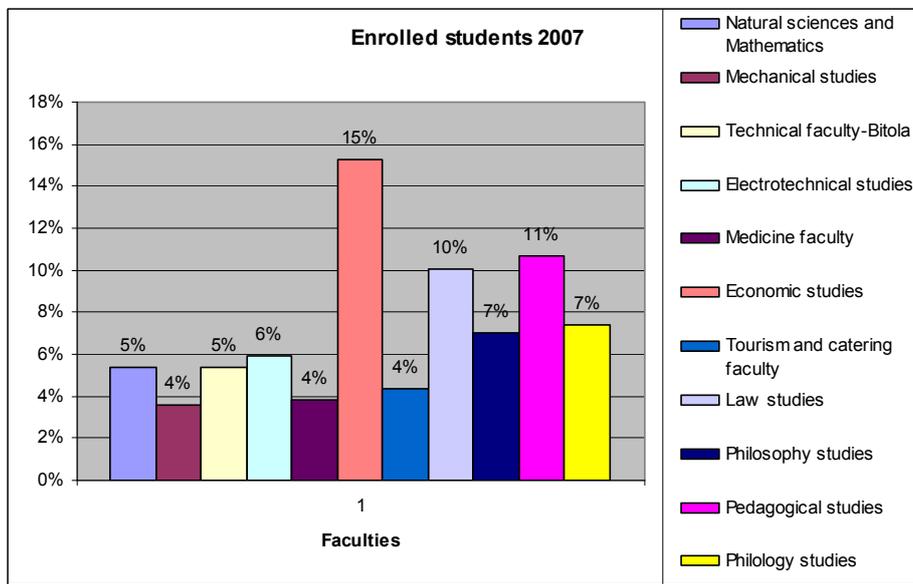


Table 1 show that the enrolment rate of the students at the faculties of economy remains highest, probably due to the best chances for employment with such a degree. Surprisingly, some 11% of the students are enrolled at the pedagogic departments at universities in Skopje, Bitola and Shtip. If we take into consideration the labor market demands for this kind of graduates (Table 2), we can easily conclude that the number of enrolled students at teaching colleges exceeds the real labor market demand. The same conclusion could be made for the graduates from the Faculties of Philology and Philosophy. The professors of English are ranked at the 91st position as the most attractive in the group of philologists, while the professors of Albanian language are at the 198th position, and the professors of German language at the far 330th ranking position. Unlike these occupations, the graduates of the Electro-technical faculty and the Math and Science Department have much better chances at the labor market.

Table 2. Statistics on published job positions.³⁷

Profession	Rank	Number of advertisements
Commercialist(economist)	6	208
Marketing agent (economist)	18	97
Programmer	19	97
lawyer	21	84
Doctor	23	80
Electromechanical engineer	32	60
Pharmacy	33	60
Receptionist	35	59
Mechanical engineer	39	54
Economist	42	50
English teacher	91	19
Technologist	100	18
Dentist	113	15

On the other hand, the proportion of the highly qualified cadres in the total labor force work force is too small and represents only 7,28 % in comparison to the European average which is three times higher (25%).³⁸

In addition to this, we present the findings from the evaluation of the UNDP program for promoting employment. Namely, the evaluation covered two groups of applicants, ones who succeeded to get employed through the UNDP's program and those who failed to find an employment. According to the statistical data, the distribution of those who got employed through UNDP is the following: 34,21 % of them were economists, 28,95 % were graduates of natural sciences, and 14,47% were graduates of social sciences.

The group of applicants who successfully passed the selection process are considered as most qualified candidates that needed training for basic skill such as administrative work (17,11%), while 19,74% of them had to be trained in order to acquire computer skills. The greatest proportion of the candidates (23,68%) were trained in the skills specific for the concrete job position. If the UNDP candidates who successfully passed the selection process still needed additional training for basic IT skills, then the quality of the so-called highly educated professionals has to be questioned.

³⁵Institutional Review of Ss.Cyril and Methodius University in Skopje, EUA Reviewer's Report, November 2003, pg, 18.

³⁶Source: State e statistical office.

³⁷<http://www.najdirabota.com.mk/Stat.aspx> - last time checked at 18, December 2007.

³⁸Statistical yearbook 2004.

The assessment of the participants in the UNDP's program regarding the assistance they received from the Employment Agency is very indicative. Namely, 56,58% of those who got employed consider that the Agency did not help them find a job, while 19,74% indicated that the assistance was insignificant. The percentage of those who did not get employment is drastically larger and represents 73,49 % out of the total.

2. The Institutional Framework

Good quality control of the study programs offered at the higher educational institutions as well as the secondary schools, and a clear institutional framework, is needed to ensure that the graduates produced at different levels of the formal education find employment. At present the institutions authorized for quality control of these programs are the following:

For secondary schools

- State Education Inspectorate
Bureau for Development of Education

For universities

- Board of Accreditation
Board of Evaluation of the Study Programs at the Faculties.

Within the recent decentralization reforms, local governments play a key role as they are now entitled to manage the secondary schools in their municipality. Decentralization provides the municipalities the power to elect the managerial structure of the schools, providing them with an opportunity to indirectly influence the type of secondary schools to be established. Municipalities are additionally authorized to suggest closure of certain schools and establishing of new ones.³⁹

The decisions regarding the type of secondary vocational schools and comprehensive schools must be carried in accordance to the assessment of the labor market needs for certain professions and the local economic development.⁴⁰ According to the statement of the representative of the Bureau for Development of Education, Mr. Kostadin Petkovski the local government schools will be granted the possibility to assign 15-20% of the total number of classes to topics dependent on the needs of the local municipality.⁴¹ The inclusion of the social partners (such as the Parent Boards etc.) is inevitable in order to carry the decisions that would better reflect the real needs of the local population.

³⁹The final decision brought by the Center for Secondary Vocational Education and Training is done in cooperation with the municipalities.

⁴⁰National strategy for educational development in R.M. 2005-2015, 2.2.4 Decentralization and liberalization, MON - Skopje - pg. 171.

⁴¹http://www.ngocenters.org.mk/novosti_detail.asp?lang=mak&id=3 last time checked at 24, December 2007.

3. Investments in education

Starting from 2002, the analysis of the overall investments during the previous years indicates a continuous decrease of the public finances in the educational sector. The decrease results in stagnation of the development of the programs for secondary as well as the higher education, which results in production of professionals that are not able to get employed. The table below shows that at the expense of the annual gradual decrease (for 2% on average) for financing the public education, one can notice a continuous rise of the private investment in education.

Table 3. Overview of the revenues in education. ⁴²

(In million denars)	2002	2003	2004	2005	EU15 (2002)	NMS (2002)
Public revenues in education	11,029	10,941	11,186	11,477		
In percentages from GDP	4.5	4.4	4.2	4.0	5.2/5.6	4.7/5.0
In percentages form the total revenues	11.2	11.3	11.7	11.5	11.7	9.4
Private revenues for education ^{2/}	3,111	3,126	3,431	3,962
In percentages for GDP ^{2/}	1.3	1.2	1.3	1.4	0.8	1.1
Total revenues for education (public and private) ^{2/}	14,140	14,066	14,617	15,440
In percentages from GDP ^{2/}	5.8	5.6	5.5	5.4	6.0/6.4	5.8/6.1

The conclusion is that even though the parents regularly make contributions in the financing of the state budget, they are forced to additionally finance the education of their children. Besides the regular purchase of textbooks, private investment in education has become an informal practice in Macedonia, due to the poor results that students accomplish in the formal

⁴²Report „Overview of public revenues”, Department of poverty reduction and economic management , region of Europe and Central Asia, World Bank, pg: 23.

educational system. Aiming to provide good education and a better future for their children, parents bear additional payments for private classes for specific subjects. This is an indicator for the poor quality of the formal education in Macedonia in addition to the adjustments of the curriculums in accordance to the actual trends in the education sector.

In 2007 the government allocated 2,800,000 denars to the program of modernization of the secondary education, while donations were 64,480,000 denars, and loans 14,000,000 denars.⁴³ Hence, the total amount for the year was 81,280,000 denars. In 2006 the finances were even lower and comprised 38,000,000 denars in total, of which 5,500,000 denars were public monies.⁴⁴ The objective stated in the annual program of the Bureau for Development of Education is to design 270 curriculums for the secondary vocational education.⁴⁵ It is very indicative that the program neither includes the budget implications for each of the proposed measures, nor a projection of the finances needed for the implementation of the program objectives. Instead, the following is outlined “the activities will be realized in case the finances needed for the external collaborators are provided on time”.⁴⁶ Macedonia is ranked at the 120 position because of the continuous decrease of public investment in the education sector.⁴⁷

⁴³Government programs of the Central budget 2007.

⁴⁴Government programs of the Central budget 2006.

⁴⁵Annual program of the Agency for educational development for 2006, Skopje, January 2006, pg.6.

⁴⁶Annual program of the Agency for educational development for 2006, Skopje, January 2006, pg.6.

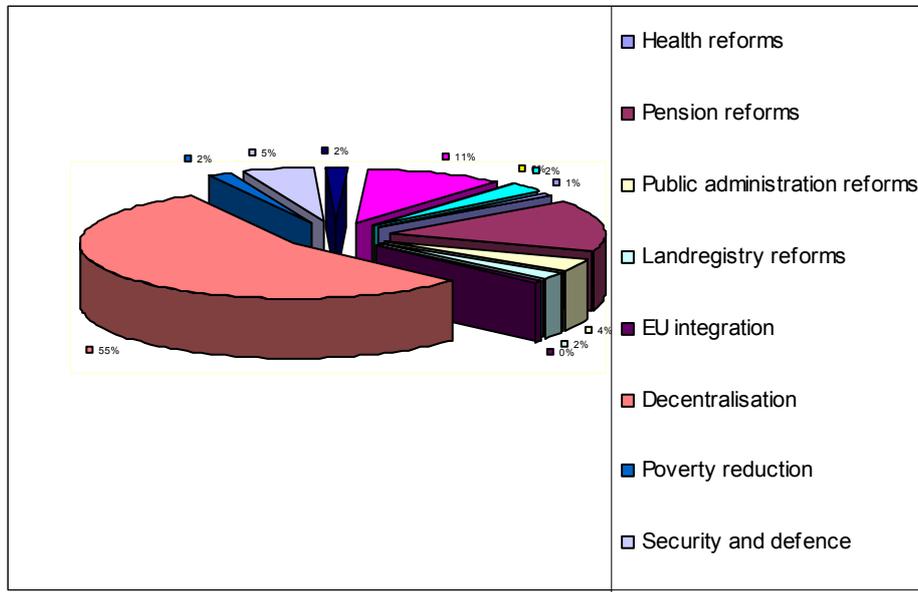
⁴⁷<http://www.a1.com.mk/vesti/default.asp?VestID=79538>

4. The Budget for 2008 and Education

In 2007 the government started a campaign aiming to promote education. According to the statement of the Prime Minister, the motivation for such a campaign originates from the extremely low percentage of highly qualified work force which to a certain extent causes the low foreign investment level in the country. As the premier declared, companies such as General Controls, Jonson Matthey etc, require highly qualified instead of cheap and low qualified workforce. However, the poor results that Macedonian high school students obtain at international assessments would not improve by means of investing money in public awareness campaigns. On the contrary, only through investments in capital projects and by redesigning the curriculums could we provide the students a decent educational environment to achieve better professional outcomes.

For 2008 the Ministry of Education proposed a budget which allocates 357,000,000 denars (5,825,187 euros) intended for the reforms in the education sector.⁴⁸ In percentages, this amount comprises only 2,37 % out of the total amount of budget finances.⁴⁹ If we compare the amount for finances allocated for other sectors, the conclusion is that the education sector which the government intends to reform by means of investing in a campaign is actually ranked at the 7th position at the priority agenda of the government.

Graph 2. Allocation of finances according to government programs.



⁴⁸Proposal budget for 2008, pg 13.

⁴⁹Proposal budget for 2008, pg 13.

Out of the total amount 357,000,000 denars, depending on the structure of the funding source, the biggest part of it (i.e. 85,000,000 denars) are loans. As part of the strategic document for development of the education 2005-2015 the government has drawn a mid-term goals, among which is the increasing the rate of government budget finances for education up to 5%. This would mean that Macedonia should restore the previous level of investment at the time period before 2002 and 2001.

According to the 2008 Budget, the government aims to promote the new concept of secondary education through 350 curriculums. For this purpose, the total budget of the Bureau for Development of Education is increased up to 131 650 denars.⁵⁰ The analysis of the allocation of the intended finances for specific sub-items shows that out of the total amount 2,071,000,000 denars, more than half of the total amount 1,416, 956,000 denars are allocated for wages.⁵¹ Concerning the higher educational institutions, the University of Cyril and Methodius will receive 2,420,146,000 denars out of which 1,130,703,000 denars are allocated for wages, while the rest are for services, heating, electricity, travel expenses etc.⁵² This clearly indicates that the proposed budget for 2008 is not development oriented. Thus, the reform objectives declared in the strategic documents could hardly be achieved.

Table 5. Budget of Skopje⁵³

Budget for Skopje	Finances for secondary education	Number of secondary school students	Finances per student (yearly)	Finances per student (monthly)
2,924,267,500 denars (47,715,416 euros)	447,392,261 denars (7,294,084 euros)	29 694	15,066 denars (245 euros)	1,674 denars 27 euros

The same is with the finances transferred to the secondary schools from the municipalities. The budget of the capital city Skopje adds up to 2,924,267,500 denars, and the amount that the city allocated for the secondary education is 447,392,261 denars. This amount is intended for all 27 secondary schools that operate in the municipality, including secondary vocational, mixed schools and comprehensive schools. Taking into account the number of registered students in all the secondary schools in Skopje which enumerates a total of 29 694 students, then for each secondary school student, the city allocates only 15,066 denars per year. Hence, the city allocates 27 euros per student each month during the year. This is much less in comparison to the need for modernization of the teaching methods. In support to this fact, the comparison with the budget of Shtip indicates that in this city, the investments for education are double, i.e. 50 euros per student each month.⁵⁴

⁵⁰Proposal budget for 2008, pg 90.

⁵¹Proposal budget for 2008, pg 298.

⁵²Proposal budget for 2008, pg 299.

⁵³Budget revenues according to finctions of ELS for 2008.

⁵⁴Proposal budget of municipality Shtip for 2008, pg 10.

5. Recommendations

- The design of the new curriculums intended for the secondary vocational and general secondary education should be in line with the comparative experiences of the countries in the region as well as the European standards.
- The Bureau Development of Educational which is authorized for developing curriculums should be adequately financed.
- A national framework of qualifications to reflect the optimum quantum of knowledge and skills that are expected from each individual to acquire after they obtain certain professional qualification or diploma to be designed;
- A national framework of qualifications should be designed based on the comparative analysis with the European best practices, the analysis of the specific skills demanded at the local labor market must be considered;
- The analysis of the ongoing changes within the local labor market should include the business community and should further on be incorporated within the new curriculums;
- During the reform process, the secondary school students, the university students as well as the other social partners should be consulted;
- Reallocation of the finances intended for the education into programs and projects that are development oriented;
- Allocation of larger amount of finances for conducting research at the universities.



BUDGET ANALYSIS No. 5

Analysis of the policy for higher inclusion of the Roma population at all levels of the education system

(The analysis is a result of the cooperation between the Center for Research and Policy Making and Bairska Svetlina)

Analysis of the policy for higher inclusion of the Roma population at all levels of the education system

1. Introduction

Macedonia began preparing for the Decade of Roma Inclusion in 2004 by forming a National Committee and working groups that developed a National Strategy for Roma 2005-2015⁵⁵ (in the further text - Strategy), Action and Operative plans for separate strategic areas. The Strategy includes the core areas in need of a systemic support of the Roma population: living conditions, employment, education, health, social assistance and protection, human rights protection, culture, media and the specific problems of Roma women. The activities are led by a government's Coordinative Body, that is responsible for their preparation, implementation and monitoring.

Although at the beginning of the Decade of Roma Inclusion, Macedonia was applauded as a positive example- for well planned activities, according to the Decade Watch⁵⁶ estimations for the level of implementation of the planned activities (during the 2005-2006 period), Macedonia has been assessed with a low grade of 1.37 (on a scale 0-4). This grade signifies that the country has undertaken certain initial steps, but that they are not systematic and to the extent appropriate for the planned programme. According to the assessment, Macedonia lags behind Bulgaria and Croatia, and is judged as better than Serbia and Montenegro.

⁵⁵Ministry of Labour and Social Policy *National Strategy for Roma (2005-2015)*, January, 2005

⁵⁶Source: "Decade Watch 2007" -Monitoring of the progress of the Decade of Roma inclusion 2005-2015. *The report refers to 2005 and 2006*

2. Financial support for the educational activities from the Roma Decade

Several Ministries, in their budgets for 2006 had anticipated means for financing the activities from the Roma Decade.⁵⁷ Although the Ministry of Education and Science (MoES) has predicted that for realization of the activities of the Roma Decade in 2006 and 2007 they are going to need 771,648 euros, in reality, they have not included means for their financing in the Budget. The activities implemented by now have mostly been financed by the Roma Education Fund (REF)⁵⁸ (see Table 1). Other more significant contributors are the Dutch Embassy in Macedonia and the Pestalozzi Foundation, in cooperation with USAID. Most of the activities are coordinated by the Foundation Open Society Institute Macedonia (FOSIM).

Table 1. Donations Macedonia has received for implementing the educational activities from the Roma Decade (2005-2007)

Organisation/ Donor	Sum (EUR)	Total sum of donations (EUR)	Number of Roma population	Sum per Roma citizen (EUR)
Roma Education Fund	1.528.781	2.495.559	53,879	46
Dutch Embassy in Macedonia	607.000			
USAID, FOSIM, Pestalozzi Foundation	359.778			

Concerning the donations received from the Roma Education Fund, Macedonia is placed relatively well when compared to Bulgaria and Serbia, but weak in comparison to the funds donated to Croatia. However, because of the uncertain data regarding the real number of Roma population in each country, the calculation of the potential users of the finances is problematic.

It can be concluded that although the MoES has not included the educational activities from the Roma Decade in the Budget for 2006 and 2007, the money received as donations have exceeded the sum predicted for this period in the Operative plans. Hence, Macedonia has successfully realised part of the planned activities, as a result of the active involvement of numerous

⁵⁷The Ministry of Labour and Social Policy has allocated about \$300.000 (\$270.000 of which for inclusion of Roma children in the preschool education), The Ministry of Health - \$80.000, The Ministry of Transport - \$20.000

⁵⁸<http://romaeducationfund.hu/>

citizen organisations. Unlike the previous years, the MoES in its Budget for 2008 predicts 6 million denars (about 97.000 Euro) for educational activities from the Roma Decade. This money represents less than half of the finances predicted with the operative plan (2.054.399 Euro). Although these resources have not been allocated yet, the building of the secondary school in Shuto Orizari is considered a priority. However, MoES has not planned money for this project in the operative plans, because of the intention to realise the project with help from donations.

Country	Macedonia	Albania	Serbia	Croatia	Bulgaria
Donation (EUR)*	1.528.781	186.000	2.252.682	585.690	4.505.364
Number of Roma population according to the official statistics (percentage of the total population) **	53,879 (2.69%)	1,261 (0.04%)	108,193 (1.44%)	9,463 (0.21%)	370,908 (4.68%)
Number of Roma children up to 18 years and percentage of the total Roma population **	20,782 38.6%	631 50%	44,375 41%	4,684 49.5%	146,880 39.6%
Money received per Roma citizen (EUR)	28	147	21	62	12

*Data from: www.romaeducationfund.hu

**Data from: Open Society Institute *Monitoring Education for Roma - A Statistical Baseline for Central, Eastern and Southeastern Europe*, p.6, 2006

3. Analysis of the Strategy and the Operative plan in the part - Education

The part of the Strategy dedicated to education includes a description (supported with statistical indicators) of the current low inclusion of Roma in the education system and the low quality of education they receive, and offers a review of the main reasons for these conditions. The key problems are quite successfully identified and the recommendations are described in detail in the three-year (2006-2008) operative plan. Still, the Plan contains several problematic aspects that could eventually result in weak coordination of the planned activities. For example, the specific responsibilities of each of the partner organisations has not been identified, and the concrete sources of financial means (i.e. the state budget or the external donors) have not been specified, which could result in problems when requesting finances from the state budget.

The Plan defines four basic areas, related to education, in need of continuous improvement. In the part that follows, each of these areas will be analysed in the context of the activities taken for its implementation by the government (i.e. MoES), as well as the NGO's, financed by foreign donations.

The analysis of the Strategy is based on data from: the assessment of the Roma Decade implementation by the Roma Education Fund, reports on monitoring of the Open Society Institute, EU Monitoring and Advocacy Program, Decade Watch and the European Centre for Minority Issues. Additionally, we have conducted interviews with representatives of the Ministry of Labour and Social Policy, the MoES's Directorate for Development of the Education in the Minority Languages and the Bureau for Development of Education (BDE).

3.1. Higher level of involvement of the Roma population at all levels of the education system

The initial activity planned in this part of the Operative plan is the **identification of all Roma children and adults that have not completed primary education**. These data would enable better identification of the real educational needs of the Roma population and hence the evaluation of the activities implemented would be based on more certain/stable indicators. However, apart from a media campaign (financed by REF), there has not been any field examination of the Roma population, which results in slow identification of the population that should be included in the educational process.

One of the rare projects in which MoES got more actively involved during 2007 is the procedure of **opening a secondary school** (with combined vocational and general education classes) **in the municipality of Shuto Orizari**, whose construction should take place in 2008.

To assist the enrolment of Roma children in secondary and higher education (by fulfilling minimum requirements)⁵⁹, secondary schools and universities employ the principle of **positive discrimination**. In accordance to this policy, the 2007/2008 competition for enrolment into secondary schools includes a statement encouraging Roma students to compete for enrolment in the public secondary schools. Additionally, the schools have been advised by the MoES' State Committee to enrol even those students that do not fulfil the required conditions. However, the final decision on the enrolment is left to the schools, and the experiences of Roma activists indicate that the school administrators, as well as citizens from certain municipalities⁶⁰, are not particularly open for these sorts of initiatives.

State universities have special **quotas for Roma students** that reflect the total number of Roma citizens in the country. Still, according to REF's analysis,⁶¹ the sustainability of this policy might be problematic, as the state budget does not include means for expenses and scholarships for Roma students. Instead, they should comply with the same criteria for getting a scholarship as the rest of the students.

3.2 Reduced number of Roma children dropouts

The tendency of Roma students to dropout from primary and secondary education is the most urgent educational problem. The data from the EU monitoring programme⁶² indicate that there are improvements in the last 4-5 years, but they appeal that the percentage of Roma students terminating school (which according to the data from MCMS is 60%) is still very high in comparison to students from other ethnicities.⁶⁴ As a result of the projects for assisting Roma students, the number of dropouts from secondary schools has been partially reduced, but the most radical positive trend can be perceived within the higher education, where the number of Roma students has increased from only 9 in 1994 to about 200 in 2006.⁶⁵

As a financial stimulation to continue their education, the MoES has planned 180.000 denars (3.000 Euro) annually for **scholarships for 10 secondary school Roma students** with GPA over 4.5, (on a 1-5 scale where 5 is the best

⁵⁹See: Ministry of Education and Science *Operative Plan for Education*, , 2005

⁶⁰Ibrahim Ibrahimi - former employee in the European Center for Minority Issues, mentions the case when citizens of Bitola protested because of the enrollment of Roma children in some of the schools.

⁶¹See: Roma Education Fund. *Advancing Education of Roma in Macedonia: Country Assessment and the Roma Education Fund's Strategic Directives*, 2007

⁶²See: Open Society Institute and EU Monitoring and Advocacy Program: *Equal Access to Quality Education for Roma, Vol.2 -Monitoring Reports*, 2007

⁶³Macedonian Center for International Cooperation *Applied education for Young Roma - Report of the achievements*, 2005

⁶⁴See: Open Society Institute and EU Monitoring and Advocacy Program: *Equal Access to Quality Education for Roma, Vol.2 -Monitoring Reports*, 2007

⁶⁵Форум Плус *Образование за ромска ренесанса, број 45, јули, 2006* (Forum Plus Education for Roma Renaissance, no 45, July, 2006)

grade)⁶⁶ and their number is expected to increase to 30 the following year. The main financial supporter of the policy for giving scholarships to Roma students is FOSIM (using funds from the Roma Education Fund).⁶⁷ They, in cooperation with the MoES have **awarded scholarships and provided mentoring assistance to almost all Roma children enrolled in the secondary schools** in the 2005/2006 academic year. According to the data from FOSIM, out of 657 students that received scholarships in 2005/2006, 498 continued receiving the financial and mentoring assistance during the following year.⁶⁸

The programme for financing Roma students enrolled at the universities, realized by the local organization Romaversitas and 'The Roma Memorial University Scholarship Program', and coordinated by FOSIM, is being implemented from 2001, with the aim of keeping Roma students at the universities. The programme offers scholarships and mentoring help (by a fellow student and a professor) for students of social sciences. The condition for keeping the scholarship is a regular transition to the next school year. The rise of the number of enrolled Roma students at universities can be mostly attributed to this initiative.

As an additional activity for **improving the school achievement of Roma students**, a three-year project, financially supported by the Dutch Embassy has begun in 2006. It includes 1.580 Roma children from 10 primary schools throughout Macedonia, who are offered: tutoring on specific school subjects, free textbooks and school material, training of their teachers to use contemporary teaching methods and inclusion of parents in different educational activities. Still, if we consider the fact that there are currently over 8.000 Roma children in the primary schools, the number of those included in the programme is relatively small, compared to the number of secondary school and university students included. To illustrate this, the MoES has not yet implemented the idea of providing **free textbooks and school material** for the 8.000 primary school students, which would be a significant contribution for many Roma families.

The three-year programme of the Ministry of Labour and Social Policy - '**Inclusion of Roma Children in the Public Pre-schools**', financed with donations from REF has begun in 2006 in order to 'provide means for inclusion of all Roma children in the compulsory pre-school education'⁶⁹ (i.e. year 'zero'). The Ministry has predicted financial means for engaging 15 pre-school teachers in 15 kindergartens for a period of 22 months, and the UNICEF office has provided money for teaching material and training of the employees.

⁶⁷See: <http://www.soros.org.mk/default.asp?lang=eng&menuid=242>

⁶⁸Source for receiving a scholarship is the school achievement (i.e. GPA), that should be 3.5. for a full scholarship (480 EUR), and if its under 3.5, the scholarship is partial (100 EUR).

⁶⁹See: Ministry of Education and Science *Operative plan for Education, 2005*

3.3 Strengthening the capacities of the teaching staff and the school structures to recognize and manage conflict situations arising from the low level of sensitivity for the cultural differences.

The research conducted by ERRC/CRS/MPZ indicates that if students feel discriminated by their teachers and peers, there is a big probability that they will terminate their schooling early.⁷⁰ Hence, the planned activities of the MoES for training teachers to deal with the problem of discrimination and overcoming prejudices, although extremely important, have not been realized yet. The only projects for antidiscrimination have been organized by big NGO's (e.g. FOSIM, MCMS). However, in the **new curricula for the subject -citizenship education (civics)**, currently in a preparatory phase by the BDE, issues such as respecting differences and antidiscrimination will be emphasized as one of the basic principles.

3.4. Increased number of appropriately educated Roma teachers

In order to realize the initiative for increasing the number of Roma students, the Operative plan envisions **establishing a Roma language classes at the Faculty of Pedagogy**. However, there is a big possibility that this initiative will not be realized any time soon, because the Dean of the Faculty of Pedagogy has not given his support for the initiative.⁷¹ This condition is going to slow down the offering of a new course 'Roma Language and Culture', that should be included as an elective for grades 3-9, from the 2008/2009 academic year. Because currently there are not enough teachers speaking Roma language, BDE is examining the possibility of training Roma graduated at other faculties to teach the subject.

⁷⁰Written comments from the European Center for Roma Rights and the National Roma Center, 2006, <http://www.nationalromacentrum.org/documents/ERRC-NRC-Macedonia-ICESCR-September-2006-Macedonian.doc>

⁷¹According to Ibraim Ibraimi, the argument of the Dean after the meeting with several Roma activists was that there are not enough MA's and PhD's in Roma Language and Literature

4. Conclusion

It can be noticed from the analysis that the main financiers of the educational activities of the Strategy are foreign donors, in coordination with Macedonian NGO's. They appear as the main supporters and implementers of the activities. Although the real effects of these projects are yet to be seen, their further successful implementation requires a more systematic inclusion of the state institutions, in order to ensure their sustainability. The line ministries have been involved as partners in most of the projects, but their role has usually been administrative and lacked engagement in the sense of adapting and amending certain policies. Because of this trend, there is a risk that these policies might become donor-driven and dependent. The Strategy represents an indicator of the Government's sensibility for the Roma issues, but only with active involvement in their resolving can the publicly declared commitment be confirmed.

5. Recommendations

Assessing the realization of the activities of the Roma Decade implemented so far, the REF emphasises several factors arising as barriers. One of the main factors is the insufficient inclusion of the educational activities from the action plans in the state's budget. Although the Prime Minister and the Ministers have stated their strong support of these activities, insufficient part of the budget has been allocated for improving the inclusion of Roma in the education system.

The fact that there have not been any new policies developed so far and that the old ones (that hinder the realisation of some of the activities) are still being enforced, is also problematic. In this regard, we present the main systemic barriers, whose resolving should be a priority:

- The lack of a continuous and comprehensive process of collection of data about the Roma population, that results in problems in the planning of the activities and following their success.
- The lack of comprehensive data about the quality of education, i.e. clear indicators that would point out the weaknesses of the Roma students' education and the specific problems.
- Although there is a Coordinative Body for the Roma Decade, the responsibilities of individual institutions have not been clearly defined and all initiatives should be conveyed from the higher Ministerial level, which hinders and slows down the activities.
- Administrative procedures for enrollment into primary schools are a limitation for many Roma families that do not poses the complete documentation needed during the enrollment.
- There is small number of Roma teachers and Roma children are usually taught by teachers from other nationalities, part of whom may have negative stereotypes towards the Roma population.
- There is not a Law against discrimination at school, which the victims of a discriminatory behaviour could call upon. Roma parents are not much included in the School Boards and they do not have the opportunity to participate in the decision making processes.
- The mechanisms of financing the education are not adequate, which especially influences the Roma education. There is not any assistance (in the form of free meals, textbooks, teaching materials etc.) for the socially-disadvantaged families.

- The formula for educational expenses per student has not been calculated. This sort of formula can represent a motivation for the schools to support the enrollment and the larger participation of Roma children in the educational process.

Most of these policies have been analysed in the Strategy, along with the possible ways to overcome them. However, the institutions responsible for their realization (primarily- the Coordinative Body for the Roma Decade), have not taken the necessary activities to deal with these problems because of insufficient financial means and lack of human resources.



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