



**Did the UN Joint Program and UN Trust Fund
contribute to implementation of the
National Strategy for Protection Against
Domestic Violence 2008-2011?**

Prepared by

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Introduction

“The United Nations is both a participant in and a witness to an increasingly global civil society. More and more, non-governmental organizations (NGOs) and other civil society organizations (CSOs) are UN system partners and valuable UN links to civil society. CSOs play a key role at major United Nations Conferences and are indispensable partners for UN efforts at the country level. NGOs are consulted on UN policy and program matters.”¹

This statement clearly describes a UN that respects the role that CSOs play. However, on the ground, the UN has not treated Macedonian CSOs as “indispensable partners”. After more than a decade of unrelenting work, Macedonian CSOs – in partnership with government – succeeded in laying the foundations of a coordinated approach to domestic violence with the adoption of the National Strategy 2008-2011. However, UN agencies decided to create their own Program, “Strengthening National Capacities to Prevent Domestic Violence 2008-2011”. They also set up the UN Trust Fund in Support of Actions to Eliminate Violence against Women. However, in 2017, domestic violence remains as prevalent as ever and many elements of the National Strategy have not been implemented. This report assesses to what extent the UN initiatives contributed to and/or ignored implementation of the National Strategy.

Prevalence of domestic violence

The National Strategy was based on the available evidence about the prevalence, nature and causes of domestic violence (DV). The evidence attributed the high level of domestic violence in Macedonia to patriarchal values, low levels of reporting to the police, lack of information on services available from the Centers for Social Work, limited use of CSO services, inadequate reporting of domestic violence by medical personnel despite a legal obligation to do so, and insufficient public awareness that domestic violence is recognized as a crime.

The National Strategy was the first policy document to address DV in the country. It was developed on the initiative, and with the support, of the Association for Emancipation, Solidarity and Equality of Women - ESE, and with participation of all other relevant government agencies and NGOs. USAID provided financial support for the process.

1. <http://www.un.org/en/civilsociety/index.shtml>.

Accomplishments of ESE in the area of combating DV

ESE was established in 1994. Its initial efforts occurred at a time when DV was still treated as a private problem and there was no formal response system. ESE's activities over the years included education and awareness raising, regular campaigns, and empirical research. The findings from ESE's survey of 2000 informed preparation and adoption of DV legislation, while the findings from ESE's survey of 2006 provided the basis for development and adoption of the National Strategy. After the adoption of the National Strategy in 2008, a National Coordinating Body (NCB) was established to monitor implementation. ESE was a member of this body alongside other CSOs.

Over the period 1998-2000, ESE drafted amendments to the Criminal Code, Criminal Procedure, Family Code and Civil Procedure. These amendments were submitted to the Ministry of Justice in 2000 and ESE then worked with the Ministry Commission for criminal legislation until amendments to the Family Code were submitted to the Ministry of labour and social affairs in 2003. In 2004 amendments to the Criminal and Family Code were adopted. ESE was dissatisfied with these, and met with relevant Parliamentary Commissions, Parliamentary political groups and MPs in lobbying for better legal solutions for women victims. ESE even requested the Constitutional Court to assess the constitutionality of the legal provisions of the Family Code.

At the same time, ESE took steps to translate the laws into practice. It organized training for relevant professionals, produced manuals, prepared amendments to improve the legislation, and prepared rulebooks on enforcement and monitoring as well as on norms and standards for shelters for women victims. In 2002 ESE started providing free legal aid and representation for women victims of DV. In 2009 it started providing psychological counseling for both victims and their children through its Legal Aid Center and Psychological Counseling Center. Since 2013, ESE has focused its work on improving the protection of women victims of violence through court monitoring.

Development of the UN Joint Program

In parallel to the above developments, as from 2007 the Government of Netherlands supported development and implementation of the UN Joint Program "Strengthening National Capacities to Prevent Domestic Violence 2008-2011". The Joint Program represented an attempt to apply the "ONE UN" model in combating DV by the UN country team consisting of UNDP, UNFPA, WHO, UNICEF and UNIFEM/UN WOMEN.

The process started with the formation of a Steering Committee initiated by UNFPA. The committee included representatives of UN country agencies, government and civil society. In addition, two consultative meetings were organized with CSOs, one by UNFPA in March 2008 and the second by UNIFEM in July 2008. The first meeting aimed to gather information on activities and achievements of CSOs in the field of DV. None of the information provided was reflected in the Joint Program documents. The second meeting was to inform the CSOs of the role envisaged for them in implementing the Joint Program. The second meeting was the first time that CSOs were informed about the Program's content.

The core Program strategy was to introduce completely new legislation, in the form of a single law. All the other proposed activities were based on this. With this approach, UN agencies nullified the 14 years of CSO work prior to 2004, and efforts undertaken by government and CSOs since that time. In particular, the UN agencies did not consider the National Strategy 2008-2011.

Instead, two experts – one from Serbia and one Macedonian – were hired to prove that the existing DV legal framework was inappropriate. The choice of a Serbian expert was surprising as Serbia did not have a specific law on DV. The Macedonian expert was unknown to practitioners and professionals working on DV. The experts' report was based on interviews and models and practices of other countries. The experts also drafted a model of the new law. The report was prepared in late summer and made public in early autumn 2008, nearly six months after the Joint Program had been designed.

The NCB met six times between September and November 2008 to review the UN Joint Program. Members commented on the lack of alignment of the Program with the National Strategy and made concrete recommendations to address this. However, the recommendations were not incorporated into the Program.

In late November 2008, a contract for implementation of the UN Joint Program was signed with the Ministry of Labor and Social Policy. The NCB did not meet again until a year later despite the requirement that it meet at least monthly.

In November 2009 the Body met to review the first six months of implementation of the National strategy. No document was provided to members prior to the meeting, and the document provided during the meeting reported on the first six months of the UN Joint Program. It focused only on activities implemented by the Ministry of Labor and Social Policy and UN agencies. No minutes of this meeting were produced, despite a rule requiring this. ESE and other CSOs represented on the Body asked for a session at which they could discuss the work of the NCB. There was no response to this request.

The next session of the NCB was scheduled for December 2009. The agenda was to review the 2010 Action plans for implementation of the National Strategy. Action plans for each year had, in fact, already been prepared in 2007, with USAID support. These plans did not match the UN Joint Program activities and new ones were therefore developed. UNDP, the lead agency of the UN Joint Program, prepared the minutes of the December meeting. The minutes referred to the NCB and its officebearers as the National UNDP Coordinative Body. A request by some CSO members to have a separate meeting without UN officials present was refused.

Comparing the UN Joint Program and National Strategy

Comparison of programmatic and financial provisions of the UN Joint Program and the National Strategy illustrates the extent to which the UN Program ignores the National Strategy. All available official documents on both policies were used for this comparison, including the financial plan developed – but never officially adopted by Government – for the National Strategy.

Programmatic aspects

In order to assess how and whether the UN Joint Program has contributed to achievement of the National Strategy, we compared their general goals and objectives; specific objectives and outputs, and activities foreseen under each of the National Strategy objectives and Joint Program outputs.

General goal of the National Strategy versus UN Joint Program overarching objective

The general goal of the National Strategy is “*decreasing the number of domestic violence and improvement of the quality for protection with systematic measures in the areas/domains of prevention, intervention, education and follow up and inter sector coordination*”. The UN Joint Program’s overarching objective is that “*to support the Government and the civil society sectors in improving inter and intra-sectoral coordination and strengthening their capacity for DV prevention, coordination and provision of adequate victims support services*”.

National Strategy specific objectives versus UN Joint Program outputs

The National Strategy has eight specific goals, under which results and activities are developed, while the UN Joint Program is structured by outputs. The table below compares these elements.

Table 1. UN Joint Program outputs and specific objectives of the National Strategy

UN Joint Program outputs	National Strategy objectives
Output 1 NCB effectively coordinates policy making and implementation of the National Strategy and other relevant national strategies.	Objective 1 Establishment and development of multi-sectoral coordinating approach for protection of victims of DV.
Output 2 National unified data collection system for monitoring incidence and trends of DV established.	Objective 7 Introduction of a system for documenting and reporting on cases of DV by all relevant institutions.
Output 3 Standardized national protection system for DV victims established.	Objective 3 Education of professional structures.

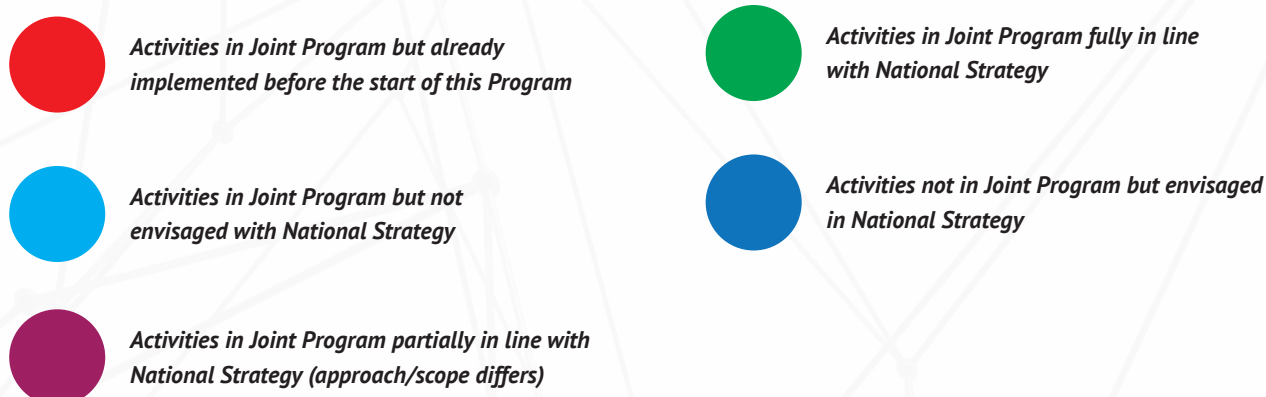
UN Joint Program outputs	National Strategy objectives
Output 4	Objective 4
Programs for economic empowerment and reintegration of victims established and implemented.	Improvement of the system for protection of DV victims.
	Result 4.3
	Social and economic reintegration of the DV victims (marginalized groups).
Output 5	Objective 6
Community outreach behavior change programs targeting most at risk communities and public education campaigns implemented.	Improvement of criminal justice system.
	Result 6.2
	Increased knowledge of general population on legal regulation of DV, particularly psychological and sexual violence, and the criminal justice protection system.
	Objective 4
	Improvement of system for protection of DV victims.
	Result 4.6
	Increased knowledge of general population on available services in civil justice protection system.
Output 6	Objective 6
DV integrated into the school/university curriculum.	Prevention of DV through the educational process.
No output	Objective 5
	Improving the civil justice protection system.
No output	Objective 8
	Mechanism for implementation of the Strategy established.

The table reveals that the UN Joint Program does not encompass Objective 5 (Improving the civil justice system of protection) and Objective 8 (Mechanism for implementation of the strategy established) at all. Further, some UN Joint Program outputs only partly cover the results foreseen under the National Strategy objectives. For example, UN Joint Program output 4 contributes only to result 4.3 under Objective 4, and output 5 contributes only to results 4.6 and 6.2.

In summary, the UN Joint Program does not include improvements in the protection system for women victims of violence, such as improvement of the legal framework, operation of the Centers for Social Work, and service delivery capacity of the governmental and civil society sectors. With Objective 6, the Program ignores improvement of the legal framework, sanctioning and re-socialization of offenders, and determining the factual situation in respect of implementation of policy on temporary protection measures, penalties for offenders, and duration of the court process.

UN Joint Program versus National Strategy activities

At the more detailed level, we categorise all activities planned under each output of the UN Joint Program according to the following colour scheme:



The comparison is organized according to the outputs of the Joint Program. Because of different organization of elements, there is some duplication of National Strategy activities across tables. The financial allocations are shown in each of the tables, but the discussion of finances is found later in the document.

Table 2. Activities and funds in Joint Program output 1 versus National Strategy Objective 1

National Strategy			UN Joint Program		
Objective 1	Multi-sectoral coordinated approach for protection of DV victims developed	ESE cost estimate	Output 1	National Coordination Body effectively coordinates policy making and implementation of relevant national strategies	Total costs
Result 1.1	Establishment of cooperation and coordination between activities of institutions at local and central level		Activity 1	Development of institutional strengthening plans	20,100
1.1.1	Preparation of unified protocol for all relevant institutions	6,640	Activity 2	Establishment of DV project sub-unit	10,000
1.1.2		2,000	Activity 3	Employment of 2 staff members to service the NCB	54,000
			Activity 4	Engagement of international technical advisor	69,300
	Subtotal for specific goal 1:	8,640	Activity 5	Operational costs of DV project sub-unit	18,000
			Activity 6	Coordination of development and implementation of annual action plans for National Strategy on DV	5,000
			Activity 7	Support for improvement of legal framework on DV	16,000
			Activity 8	Evaluation (mid-term and final)	24,000
			Subtotal for Output 1:		216,400

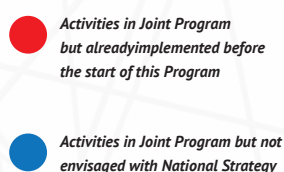



Table 2 shows that activities 1.1 to 1.8 of the UN Joint program are not envisaged in the National Strategy objective 1, while activities 1.7 and 1.6 were completed prior to implementation of the Joint Program. Activities 1.1, 1.6 and 1.8 are partially in line with part 7 of the National Strategy. However, no additional funding was envisaged in the strategy, since the costs related mainly to existing governmental officials.

The Joint Program envisaged significant funding for strengthening capacities of the members of the coordinating body, yet most members were professionals with extensive knowledge and understanding of the protection system.

In terms of achievement, the Consolidated Report² produced by the UN provides information on implementation of only three activities: evaluation and development of institutional strengthening plans; coordination of development of annual action plans; and support for improvement of the legal framework. Action plans had, in fact, already been completed prior to adoption of the National Strategy.

Table 3. Activities and funds in Joint Program output 2 versus National Strategy Objective 7

National Strategy			UN Joint Program		
Objective 7	Introduction of system for documenting and reporting on DV cases by all relevant institutions	ESE cost estimate	Output 2	National unified data collection system for monitoring incidence and trends of DV established	Total costs
Result 7.1	Design of system for documenting and reporting on DV cases		Activity 1	Rapid assessment of current data collection instruments and system	5,000
7.1.1	Establishment of documentation system in line with by law on evidence	0	Activity 2	Development of new data collection instruments and guidelines	15,000
7.1.2	Provision of technical equipment for system	10,000	Activity 3	Development and installation of central database software	72,000
7.1.3	Preparation of manual on court documentation of DV cases related to temporary protection measures and criminal issues	0	Activity 4	Training on new instruments/software for data collection.	28,800
7.1.4	Preparation of manual for documentation of DV cases by public prosecutors	0	Subtotal for Output 2:		120,800
7.1.5	Preparation of legal amendments imposing an obligation on the Ministry of health in respect of documentation of DV cases	0			
Result 7.2	Design of system for obligatory reporting and monitoring in all relevant departments				
7.2.1	Introduction of obligatory reporting on DV by Centers for Social Welfare, police, health institutions, civil and criminal courts and public prosecutors	0			
Subtotal for specific goal 7:		10,000			

 *Activities in Joint Program but not envisaged with National Strategy*

2. UN Joint program Consolidated Report available at <http://mptf.undp.org/factsheet/fund/JMK00>

None of the activities planned under the UN Joint Program output 2 were included in the National Strategy Objective 7. Nevertheless, all funds allocated for the unified central data collection system were spent, but there has been no change in the system of collection since 2008. Indeed, in May 2017 the UN issued a further terms of reference for a consultancy in which one of the four planned interventions was creation of data collection methodology to monitor gender-based violence. Activities reported in the Consolidated Report focused on meeting the agency-specific needs of the Department for Social Affairs under the Ministry of Labor and Social Policy and the Ministry of Health.

Table 4. Activities and funds in Joint Program output 3 versus National Strategy Objective 3

National Strategy			UN Joint Program		
Objective 3	Education of professional structures	ESE cost estimate	Output 3	Standardized national protection system for DV victims established	Total costs
Result 3.1	Increased knowledge of police and procedures for criminal acts related to DV initiated		Activity 1	Consultation and adoption of protocols	9,300
3.1.1	Organization of one-day thematic workshops for Ministry of Interior	25,800	Activity 2	Consultation and adoption of referral mechanisms	4,300
3.1.2	Preparation of manual for process in DV cases	1,000	Activity 3	Development of training packages on new protocols and referral mechanisms	27,000
Result 3.2	Increased sensibility, knowledge and skills of public prosecutors and judges on DV and related punishment policy		Activity 4	Train service providers on new protocols and referral mechanisms	57,600
3.2.1	Broadening of education programs on DV	1,000	Activity 5	Development of pilot model to work with perpetrators of DV	37,000
3.2.2	Introduction of specialized agendas for education about DV for judges and public prosecutors	0	Activity 6	Implementation of pilot model program for perpetrators	35,200
3.2.3	Organization of forums on punishment policy for DV in every appellation region	2,180	Activity 7	Evaluation of pilot counseling center work with perpetrators	6,500
Result 3.3	Increased knowledge and skills of social workers on proceedings in cases of DV		Activity 8	Building consensus for scaling up services to rest of country	8,000
3.3.1	Preparation of questionnaire for evaluation of educational needs of professionals	200	Activity 9	Development of national service provision monitoring and evaluation system	2,500
3.3.2	Preparation of program for continuous training of professionals in Centers for social work and integration of existing program for multi-sectorial training	1,000	Activity 10	Implementation of national monitoring and evaluation system	2,100
3.3.3	Education of professionals in Centers for social work	32,700	Activity 11	Development and piloting of counseling center for at risk families	4,000
			Activity 12	Development of counseling program	14,000
			Activity 13	Implementation of counseling program	40,400
			Activity 14	Development of informational materials	9,000
			Activity 15	Evaluation of pilot counseling center	6,500

*both tables continue on the next page

National Strategy		
Objective 3	Education of professional structures	ESE cost estimate
Result 3.4	Trained professionals for work with perpetrators	
3.4.1	Training for professionals who will work with perpetrators	48,560
Result 3.5	Health professionals trained in early detection of signs of violence and appropriate intervention	
3.5.1	Education of professionals from primary, secondary and tertiary health in prevention, detection, obligatory reporting and intervention for DV victims	1,000
3.5.2	Introduction of DV curriculum in Medical Faculty and high schools	0
Subtotal for specific goal 3:		166,098

UN Joint Program		
Output 3	Standardized national protection system for DV victims established	Total costs
Activity 16	Building consensus for scaling up counseling services to rest of country	8,000
Activity 17	Preparation of guidelines, materials and training of local NGOs for standardization and licensing of legal aid services	14,500
Activity 18	Printing of guidelines and materials	9,000
Activity 19	Training of NGO's on legal aid provision	6,000
Activity 20	Operational costs for 5 NGOs providing legal aid for 24 months	60,000
Activity 21	Training of members of Macedonian Bar Association	2,400
Subtotal for Output 3:		363,300

- Activities in Joint Program fully in line with National Strategy
- Activities in Joint Program but already implemented before the start of this Program
- Activities in Joint Program partially in line with National Strategy
- Activities in Joint Program but not envisaged with National Strategy

Only 32% of the 363.000 EUR allocated by the UN Program contributed to implementation of the National Strategy. As with previous outputs, some of the activities had already been completed prior to implementation of the Joint Program. Similarly, the Joint Program refers to pro bono legal aid and legal aid centres for DV victims as an innovative pilot, but these were already in place in Macedonia.

The UN Joint Program allocates substantial amounts for international and local experts, including payment for government officials who participate in processes. In contrast, the National Strategy does not allocate funds for officials as the activities fall within their existing responsibilities. The approach in the Strategy is more cost-effective and also more likely to result in local ownership.

Table 5. Activities and funds in Joint Program output 4 versus National Strategy Objective 4

National Strategy		
Objective 4	Improvement of the protection system for victims of DV	ESE cost estimate
Result 4.1	Prevalence of DV against elderly people determined	
4.1.1	Design of a prevalence study	8,245
4.1.2	Awareness-raising on prevalence and negative effects of DV against elderly people	20,450
Result 4.2	Improved legal framework for protection system	
4.2.1	Establishment of working group for norms and standards for counseling centers and professional work programs	39,303
4.2.2	Establishment of working group for norms and standards for counseling centers for child victims	0
4.2.3	Establishment of working group for norms and standards for counseling centers for perpetrators	0
4.2.4	Revision of procedures for DV cases in the Centers for social welfare	0
4.2.5	Establishment of working group for standardization and licensing of civil society providers of direct services	0
4.2.6	Delegation of services for victims to licensed civil society organizations	0
Result 4.3	Social and economic reintegration of DV victims	
4.3.1	Establishment of working group for conditional cash transfers for DV victims and their children	0
4.3.2	Establishment of working group on professional training and retraining of DV victims	0
4.3.3	Providing professional training and retraining for 80 DV victims annually	0
4.3.4	Establishment of system for mandatory employment of DV victims	0


Result 4.4	Organizational structure of the Centers for social care for the effective proceeding in domestic violence cases improved	
4.4.1	Supplementing of the existing analyzes of the organizational structure of the Centers for social care for the efficient proceeding in domestic violence cases	0
4.4.2	Re-organizing of the working of the Centers for social care in accordance with the findings of the analyzes	0
Result 4.5	Determination of capacity of governmental and nongovernmental sectors to provide services to victims	
4.5.1	Assessment of existing and needed resources and capacity	0
4.5.2	Assessment of capacity of centers for daily and temporary shelter	7,830
4.5.3	Amending the capacity in line with the assessment	0
Result 4.6	Increased knowledge of general population about available services	
4.6.1	Preparation and dissemination of printed materials	20,450
4.6.2	Organization of information and educative workshops for the general population	2,430
4.6.3	Organization of campaign	16,800
Subtotal for specific goal 4:		115,508

UN Joint Program		
Output 4	Program for economic empowerment and reintegration of victims established and implemented	Total costs
Activity 1	Assess prospects and develop active labour market measures for economic empowerment of women victims of DV	35,000
Activity 2	Implement measures over period of 2 years	532,000
Activity 3	Evaluate measures and identify good practices for continuation	6,500
Subtotal for Output 4:		573,500

*the table continues in the next paragraph

 Activities in Joint Program fully in line with National Strategy

 Activities in Joint Program partially in line with National Strategy


 Activities in Joint Program but not envisaged with National Strategy


Activity 4.1 is in line with activity 4.3.2 of the National Strategy; Activity 4.2 is partially in line with activities 4.3.3 and 4.3.4; and Activity 4.3. is not in the National Strategy. Meanwhile five planned results of the National Strategy are completely excluded.

The Consolidated Report reveals that the active employment measures supported by the UN Program did not focus only on DV victims. Thus more than half a million dollars were spent in 2010 and 2011, but only 57 DV victims were assisted. Meanwhile the Joint Program supported a parallel system of psychosocial support for victims, ignoring the Centers for Social Welfare which are legally mandated to provide this service.

Table 6. Activities and funds in Joint Program output 5 versus National Strategy Objective 4

National Strategy			UN Joint Program		
Objective 4	Improvement of the protection system for victims of DV	ESE cost estimate	Output 5	Community outreach behavior change programs for at risk communities and public education campaigns	Total costs
Result 4.1	Prevalence of DV against elderly people determined		Activity 1	Rapid assessment of BCC community outreach program	20,000
4.1.1	Design of a prevalence study	8,245	Activity 2	Development and testing of pilot program in one site	17,100
4.1.2	Awareness-raising on prevalence and negative effects of DV against elderly people	20,450	Activity 3	Training of outreach workers of 15 NGOs	7,200
Result 4.2	Improved legal framework for protection system		Activity 4	Piloting of program in three selected sites over 18 months	144,000
4.2.1	Establishment of working group for norms and standards for counseling centers and professional work programs	39,303	Activity 5	Establishment of community vigilance system using municipal structures and organizations	24,000
4.2.2	Establishment of working group for norms and standards for counseling centers for child victims	0	Activity 6	Operational costs of the structures and institutions	27,000
4.2.3	Establishment of working group for norms and standards for counseling centers for perpetrators	0	Activity 7	Evaluation of pilot program	6,000
4.2.4	Revision of procedures for DV cases in the Centers for social welfare	0	Activity 8	Recommendations for implementation in local communities	1,000
4.2.5	Establishment of working group for standardization and licensing of civil society providers of direct services	0	Activity 9	Annual IC awareness raising campaign	120,000
4.2.6	Delegation of services for victims to licensed civil society organizations	0			
	Subtotal for specific goal 4:	115,508		Subtotal for Output 5:	366,300

 Activities in Joint Program partially in line with National Strategy


 Activities in Joint Program but not envisaged with National Strategy


*the subtotal number contains amounts of results 4.1, 4.2, 4.3, 4.4, 4.5 and 4.6

Table 7. Activities and funds in Joint Program output 5 versus National Strategy Objective 4

National Strategy		
Objective 6	Improving the criminal justice system	ESE cost estimate
Result 6.1	Improved legal framework for providing criminal justice protection of victims, sanctioning and resocialization of offenders	
6.1.1	Analysis of the legal framework	0
6.1.2	Preparation of amendments to the criminal procedure based on the analysis	0
6.1.3	Preparation of amendments relating to introduction of mandatory participation by offenders in treatment programs	0
6.1.4	Adoptions of the amendments to the Criminal Code and Law	0
Result 6.2	Increased knowledge of general population on legal regulation of DV and criminal justice protection system	
6.2.1	Preparation and dissemination of the information and educative materials	40,900
6.2.2	Organization of workshops	7,200
Result 6.3	Factual situation and processes in respect of temporary measures for protection determined	
6.3.1	Gathering data on temporary measures for protection in three regional centres and preparation of analysis	0
6.3.2	Conducting internal control and insight (review and analyze) in the cases with temporary measure for protection	0
6.3.3	Organization of one-day workshops to discuss shortcomings	0
Result 6.4	Factual situation in respect of penalty policy for offenders determined	
6.3.3	Gathering data from basic courts and public prosecutors using questionnaire	0
6.3.3	Preparation of annual report	0
Subtotal for specific goal 6:		48,100

UN Joint Program		
Output 5	Community outreach behavior change programs for at risk communities and public education campaigns	Total costs
Activity 1	Rapid assessment of BCC community outreach program	20,000
Activity 2	Development and testing of pilot program in one site	17,100
Activity 3	Training of outreach workers of 15 NGOs	7,200
Activity 4	Piloting of program in three selected sites over 18 months	144,000
Activity 5	Establishment of community vigilance system using municipal structures and organizations	24,000
Activity 6	Operational costs of the structures and institutions	27,000
Activity 7	Evaluation of pilot program	6,000
Activity 8	Recommendations for implementation in local communities	1,000
Activity 9	Annual IC awareness raising campaign	120,000
Subtotal for Output 5:		366,300

 *Activities in Joint Program partially in line with National Strategy*

 *Activities in Joint Program but not envisaged with National Strategy*

Activities 5.1 to 5.8 were not planned in the National Strategy, but were allocated 246.300 EUR by the Joint Program.

Activity 5.9 partially contributes to awareness raising activities in National Strategy objectives 2, 4 and 6. Meanwhile, the UN Joint Program a gain allocated funds to issues which had successfully been addressed previously.

Table 8. Activities and funds in Joint Program output 6 versus National Strategy Objective 2

National Strategy		
Objective 2	Prevention of DV through the educational process	ESE cost estimate
Result 2.1	Factual situation in respect of educational content, plans and programs determined	
2.1.1	Analysis of curriculum content, plans and programs	1,000
2.1.2	Preparation of recommendations to institutions for amendment of content	0
Result 2.2	Increased security and protection from violence in educational institutions	
2.2.1	Research on violence among children in Macedonian schools	8,245
2.2.2	Implementaiton of recommendations in schools	0
Result 2.3	Amended curriculum which addresses gender issues	
2.3.1	Analysis of curriculum in primary and high schools in respect of values relating to marriage and family relations	1,000
2.3.2	Establishment of an expert body to develop an appropriate curriculum	0
2.3.3	Adoption of proposed changes to the curriculum	0
Result 2.4	Rates of child DV and dating violence in high school population	
2.4.1	Research on child DV rate	8,245
2.4.2	Research in dating violence in high school population	8,245
2.4.3	Dissemination of research results	20,450

UN Joint Program		
Output 6	Community outreach behavior change programs for at risk communities and public education campaigns	Total costs
Activity 1	Rapid assessment of BCC community outreach program	20,000
Activity 2	Development and testing of pilot program in one site	17,100
Activity 3	Training of outreach workers of 15 NGOs	7,200
Activity 4	Piloting of program in three selected sites over 18 months	144,000
Activity 5	Establishment of community vigilance system using municipal structures and organizations	24,000
Activity 6	Opretaional costs of the structures and institutions	27,000
Activity 7	Evaluation of pilot program	6,000
Activity 8	Recommendations for implementation in local communities	1,000
Activity 9	Annual IC awareness raising camapign	120,000
Subtotal for Output 5:		366,300

● Activities in Joint Program partially in line with National Strategy

● Activities in Joint Program but not envisaged with National Strategy

*the table continues on the next page

National Strategy		
Objective 2	Prevention of DV through the educational process	ESE cost estimate
Result 2.5	Increased knowledge of youth for recognising DV, dating violence and violence among children	
2.5.1	Preparation of educational-information program for awareness training	1,000
2.5.2	Training of peer educators	3,550
2.5.3	Inclusion of prevention of the different types of violence in annual work programs of schools and community	15,050
2.5.4	Inclusion of prevention of violence in work programs of school parent councils	0
2.5.5	Preparation and distribution of information materials and video spots	13,225
Result 2.6	Knowledge of school personnel for recognition of DV	
2.6.1	Preparation of training program	1,000
2.6.2	Traning of trainers	1,775
2.6.3	Training in primary schools	5,950
Result 2.7	Recognition of DV and protection system incorporated in teacher training curriculum	
2.7.1	Introduction of curriculum in faculties for future teachers	0
Subtotal for specific goal 2:		88,735

Activities 6.1, 6.4 and 6.5 are partially in line with the National Strategy; Activities 6.2 and 6.3 were implemented but are not in line with the National Strategy; and Activities 6.6 to 6.8 are in line with the Strategy. Overall, the Joint Program output 6 includes disparate and sometimes unconnected activities, while Objective 2 of the National Strategy consists of a set of activities that make up a coordinated whole. The Consolidated Report claims that all planned activities were implemented.

As with previous outputs, the UN Program provides for expensive consultancies in respect of tasks that fall within the scope of existing officials, in this case university staff. Thus the Joint Program allocates 12.000 EUR for consultants and 9.000 EUR for printing of the guidelines, while the National strategy allocated only 1.000 EUR for analysis and preparation of recommendations on educational curricula.

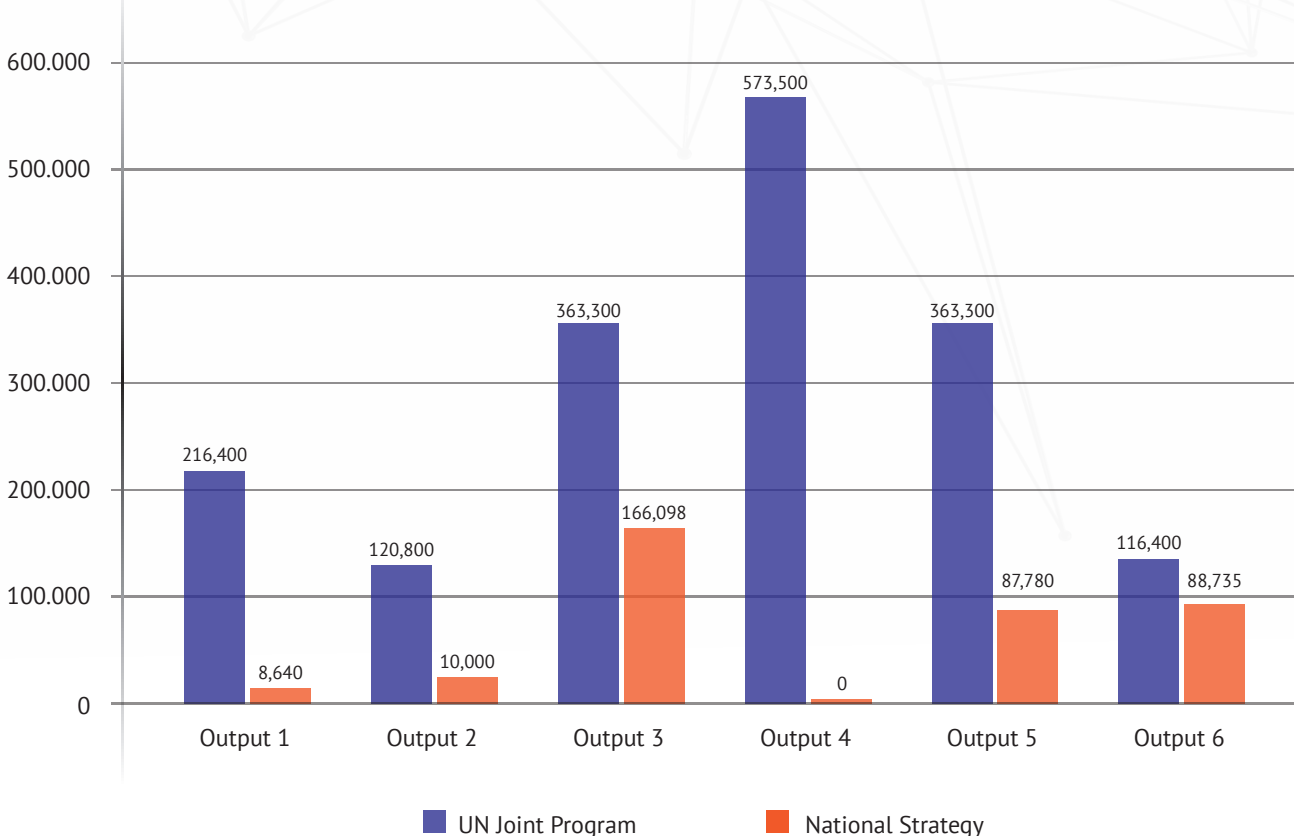
Finances

ESE's work with the Ministry of labor and social policy resulted in a total estimate of 437.081 EUR for implementation of the National Strategy. However, the Ministry did not include the financial plan in the strategy document when submitting it for adoption. Instead the submitted document stated that 150.000 EUR was needed, without providing any breakdown.

The UN Joint Program was estimated to require 1.987.567 EUR for its implementation with the largest share allocated to programs for economic empowerment and reintegration of victims. The cost of the Joint Program was thus five times greater than the full cost of the National Strategy, despite not covering many aspects covered by the Strategy. Figure 1 shows that for each of the Joint Program output, the estimated cost is much higher for the Joint Program than for the National Strategy, namely: ³

- ▶ For Output 1, the UN agencies earmarked 25 times more than the amount planned in the National Strategy.
- ▶ For Output 2, the UN agencies earmarked 12 times more than the National Strategy for establishment of a central data collection system that was not, in fact, established.
- ▶ For output 3, the UN agencies allocated more than double the amount planned in the National Strategy.
- ▶ The UN agencies allocated more than half a million Euros for economic empowerment of victims, an item that was not part of the National Strategy.
- ▶ For output 5, the Joint Programme earmarked four times as much as the National Strategy.
- ▶ The output 6, the Joint Programme earmarked double the amount in the National Strategy.

▶ **Figure 1. Costs of Joint Program outputs and related National Strategy objectives**



3. The amounts do not add up exactly to the total costs noted above because there are some cost items not linked to particular outputs or objectives.

Within the Joint Program, piloting new models (working with perpetrators, counseling center for family at risk and behavior change community outreach program) accounted for 419.200 EUR, 21% of the total. Engagement of international and local consultants accounted for 405.900 EUR or 20% of the total. Of this amount, 83% was for foreign consultants.

Responsible agencies

Each of the five UN agencies that were part of the UN Joint Programme was tasked with oversight of particular interventions. In some cases, more than one agency was allocated to a particular task. In summary:



UNDP was made responsible for ensuring effective operation of the National Coordination Body; standardization of the national protection system for victims of DV; and the programme for economic empowerment and reintegration of victims;



UNFPA was responsible for establishment of a national unified data collection system; and the community outreach behavior change programmes;



WHO was responsible for the national unified data collection system; standardization of the national protection system; the community outreach behavior change programmes and integration of DV into curricula;



UNICEF was responsible for standardization of the national protection system and integration of DV into curricula;



UNIFEM was responsible for standardization of the national protection system.

Surprisingly given its mandate, UNIFEM was the only UN agency allocated only one area of responsibility.

Comparing the UN Trust Fund and National Strategy

The UN Trust Fund Project “Strengthening National Capacities to Prevent Domestic Violence” was aligned with the UN Joint Program, rather than with the National Strategy. As a result, it suffered from similar weaknesses to those discussed above for the Joint Program. Overall, only 10% of the activities implemented with Trust funding were directly in line with the National Strategy.

Table 9 presents the high-level financial allocations for the UN Trust Fund. The table is followed by similar tables and analysis to that provided for the UN Joint Program above.

Table 9. Funds allocated for UN Trust Fund Project by output


UN Trust Fund Project outputs	Funds (EUR)
Output 1.1	
National Coordination Body effectively coordinates policy making and implementation of the national Strategy for protection against DV	69,903
Output 1.2	
Government capacities to design and implement policies and capacity building programs strengthened	53,733
Output 1.3	
Standardized national protection system for the victims of domestic violence established	92,977
Output 2.1	
Police response to cases of DV improved	59,896
Output 2.2	
Free of charge legal aid assistance to victims of DV established	23,177
Output 2.3	
Improved coordination among service providers at local level	42,157
Output 2.4	
Efficiency of the judicial system to deal with DV cases improved.	25,795
Output 3.1	
Community outreach behavior change programs targeting most at risk communities and public education campaigns implemented	56,210
Output 3.2	
Non-violence integrated in school/university curricula, educational policy, legislation and school practice	152,152
Output 3.3	
Networking established among CSOs to prevent DV and their institutional capacities strengthened	54,285
Total	630,285


Table 10. Activities and funds in Trust Fund Outputs 1.1 and 1.2 versus National Strategy Objective 8

National Strategy		
Objective 8	Established mechanism for implementation of strategy	ESE cost estimate
Result 8.1	Effective and coordinated implementation by relevant national institutions	
8.1.1	Establishment of NCB with representation from all relevant agencies and CSOs	0
8.1.2	Definition of mandate, work methods and success indicators	0
Subtotal for specific goal 8:		0

UN Trust Fund Project		
Output 1.1	NCB effectively coordinates policy making and implementation of National Strategy	Total costs
Activity 1	Provision of technical assistance to NCB	27,100
Activity 2	Engagement of staff member to support work of NCB	22,176
Activity 3	Exchange of experiences and good practices at regional level	16,777
Activity 4	Establish and maintain NCB website	3,850
Subtotal for Output 1.1:		69,903

Output 1.2	Government capacities strengthened to design and implement DV policies	Total costs
Activity 1	Support development of guidelines and policies on identification and documentation of DV cases	30,633
Activity 2	Establish partnership between MLSP and expert institutions to plan and implement capacity building	7,700
Activity 3	Provide technical expertise to strengthen MLSP/ISA capacity for monitoring DV cases	15,400
Subtotal for Output 1.1:		53,733

 *Activities in Joint Program partially in line with National Strategy*


 *Activities in Joint Program but not envisaged with National Strategy*

None of the activities under either Output 1.1 or Output 1.2 of the UN Trust Fund Project were planned in the National Strategy. For many of the activities, instead of using existing capacities of NCB members, the Project provided for engagement of international and local consultants.

Further, Output 1.2 provided for direct service delivery by government instead of using the skills, knowledge and resources of existing CSO providers as envisaged in the National Strategy. None of the activities under Output 1.1 and Output 1.2 were reported in the Consolidated Report on implementation of the UN Trust Fund Project.

Table 11. Activities and funds in Trust Fund Output 1.3 versus National Strategy Objectives 4 and 7


National Strategy			UN Trust Fund Project		
Objective 4	Improvement of system for protection of victims of DV	ESE cost estimate	Output 1.3	National unified data collection system for monitoring DV incidence and trends established	Total costs
Result 4.1	Effective and coordinated implementation by relevant national institutions		Activity 1	Development of software for data collection	23,100
4.1.1	DV prevalence against elderly people determined	8,245	Activity 2	Training and mentoring of institutional data producers	577
Objective 7	Introduction of system for documenting and reporting on DV cases by all relevant institutions	ESE cost estimate	Activity 3	Conduct research on violence against older women in institutions	23,100
Result 7.1	System for documenting and reporting on DV cases designed		Activity 4	Conduct DV costing study	23,100
7.1.1	Provision of necessary technical equipment	10,000	Activity 5	Conduct study to assess effectiveness of criminal and civil courts in DVs	23,100
Subtotal for related activities:		18,245	Subtotal for Output 1.3:		92,977


 Activities in Joint Program but not envisaged with National Strategy

Again, none of the activities planned under output 1.3 were in the National Strategy. Further, a unified system of data collection was not established. Instead, the second National Strategy 2012-2015 notes that only the Ministry of Labor and Social Policy and Ministry of Interior collect data on domestic violence cases. The Consolidated Report on implementation of the UN Trust Fund Project provides information only on the web application for the Institute of Public Health and training for health professionals.

Table 12. Activities and funds in Trust Fund Output 2.1 versus National Strategy Objective 3

National Strategy			UN Trust Fund Project		
Objective 3	Education of professional structures	ESE cost estimate	Output 2.1	Police response improved	Total costs
Result 3.1	Increased information on police and initiation of criminal procedures in respect of DV		Activity 1	Support Ministry of Interior in establishment of 6 Local Prevention Councils (LPC)	18,147
3.1.1	Organization of 1-day thematic workshops in Skopje and regional centers of the MoI	25,800	Activity 2	Awareness raising meetings within communities on role and functions of LPC	9,240
3.1.2	Preparation of procedure manual for DV cases, with focus on criminal acts and implementation of temporary measures for protection	1,000	Activity 3	Conduct capacity building of LPC members	5,544
Subtotal for related activities:		26,800	Activity 4	Support awareness raising, mentoring and coaching of staff of MoI Prevention Departments	9,240
			Activity 5	Conduct capacity building of staff of Sector for Public Order and Peace	1,155
			Activity 6	Facilitate regional exchange of experiences for MoI technical and managerial staff	16,570
			Subtotal for Output 2.1:		59,896



 Activities in Joint Program partially in line with National Strategy

 Activities in Joint Program but not envisaged with National Strategy

Only activities 2.1.4 and 2.1.5 were in line – and then only partially – with the National Strategy. The activities planned in respect of the police and Ministry of Interior ignored the progress already made by these agencies. The Trust Fund did support production of manuals, but such manuals had already been developed previously by local CSOs under a UNIFEM-supported project.

Table 13. Activities and funds in Trust Fund Output 2.2 versus National Strategy Objective 4



National Strategy			UN Trust Fund Project		
Objective 4	Improvement of protection system for DV victims	ESE cost estimate	Output 2.2	Free of charge legal aid assistance to DV victims	Total costs
Result 4.2	Improved legal framework for protection system		Activity 1	Conduct capacity and needs assessment for provision of legal aid services to victims	1,155
4.2.1	Establishment of working group on comparative analysis of standardization and licensing of CSO providers of direct services	0	Activity 2	Establishment of 5 free legal aid services, including capacity building of licensed CSO and lawyer legal aid providers	18,942
4.2.2	Delegation of services for DV victims to licensed CSOs	0	Activity 3	Conduct evaluation of legal aid services and present findings at a 1-day national conference	3,080
Subtotal for related activities:		0	Subtotal for Output 2.2:		23,177

 *Activities in Joint Program partially in line with National Strategy*
 *Activities in Joint Program but not envisaged with National Strategy*

Activities 2.2.1 and 2.2.2 were partially in line with the National Strategy, but were implemented using a completely different approach. Activity 2.2.3. was not planned in the National Strategy. The UN Trust Project planned to pilot free legal aid, when pro-bono legal aid for DV victims had been in existed in Macedonia since 2002.

Table 14. Activities and funds in Trust Fund Output 2.3 versus National Strategy Objective 1

National Strategy			UN Trust Fund Project		
Objective 1	Establishment of coordinated multi-sectoral approach for DV victim protection	ESE cost estimate	Output 2.3	Improved coordination among service providers at local level	Total costs
Result 1.1	Cooperation and coordination of activities of institutions at local and central level established		Activity 1	Assess 5 municipalities for piloting of coordination model for service provision to DV victims	1,540
1.1.1	Preparation of unified protocol for proceedings of inter-sectoral group	0	Activity 2	Pilot coordinated victims protection system	1,925
1.1.2	Establishment of pilot coordinating body in Skopje	0	Activity 3	Establish mechanism and protocols for protection teams in the 5 pilot municipalities	25,025
Subtotal for related activities:		0	Activity 4	Raise awareness at local level on available coordinated protection system for DV victims	13,667
			Subtotal for Output 2.3:		42,157

 *Activities in Joint Program partially in line with National Strategy*
 *Activities in Joint Program but not envisaged with National Strategy*

Activities 2.3.1. and 2.3.4. were not planned in the National Strategy. The UN Trust Fund Project planned for piloting of a UK model, neglecting the fact that a multi-sectoral model for coordinated response already existed in Macedonia. In contrast, the National Strategy planned to build on what had already been achieved.

Table 15. Activities and funds in Trust Fund Output 2.4 versus National Strategy Objective 3


National Strategy			UN Trust Fund Project		
Objective 3	Education of professional structures	ESE cost estimate	Output 2.4	Efficiency of the judicial system to deal with DV cases improved	Total costs
Result 3.2	Increased sensibility, knowledge and skills of public prosecutors and judges on DV and related punishment policy		Activity 1	Conduct 8 regional capacity building workshops for judges in criminal, civil and investigative courts and public prosecutors	12,320
3.2.1	Broadening of education programmes on DV	1,000	Activity 2	Conduct 1 national conference of judiciary to assess progress achieved in dealing with DV	4,312
3.2.2	Introduction of specialized DV education for judges and public prosecutors focused on murder and bodily injury	0	Activity 3	Conduct 1 regional conference of judiciary to exchange experiences and good practices	9,163
3.2.3	Organization of forums on punishment policy in every region	2,180			
	Subtotal for related activities:	3,180		Subtotal for Output 2.4:	25,795


 Activities in Joint Program fully in line with National Strategy

Activities planned under output 2.4. of the UN Trust fund Project were generally in line with activities planned under Output 2.4 of the National Strategy.

Table 16. Activities and funds in Trust Fund Output 3.1 versus National Strategy Objective 3

National Strategy			UN Trust Fund Project		
Objective 4	Improved system for protection of DV victims	ESE cost estimate	Output 3.1	Community outreach behavior change program targeting most at-risk communities and public education campaigns	Total costs
Result 4.6	Increased knowledge of general about available services in the protection system		Activity 1	1 national and 3 local public awareness raising campaigns organized by CSO	34,650
4.6.1	Preparation and public dissemination of materials on legal framework, protective measures and civil restraining orders	20,450	Activity 2	Develop and implement pilot community outreach behavior change programs in 3 communities with highest DV incidence involving local authorities, NGOs, men and community leaders and led by existing NGO network	21,560
4.6.2	Organization of information and education workshops for general population on protective measures and temporary measures for protection in Family code	2,430			
4.6.3	Organization of media campaign on protective measures and temporary measures for protection in Family code	16,800		Subtotal for Output 3.1:	56,210

 Activities in Joint Program partially in line with National Strategy

 Activities in Joint Program but not envisaged with National Strategy

*the table continues on the next page

National Strategy		
Objective 6	Increased knowledge of general population on legal regulation of DV, particularly psychological and sexual violence and criminal justice protection system	ESE cost estimate
6.2.1	Preparation and public dissemination of leaflets, and brochures on relevant articles of the Criminal code	40,900
6.2.2	Organization of information and education workshops on different forms of DV and available criminal justice system protection	7,200
Subtotal for related activities:		87,780

Activity 3.1.1 of the Trust Fund project was aligned with the National Strategy while Activity 3.1.2 was partially in line in that it focused on three communities rather than the national level.

Table 17. Activities and funds in Trust Fund Output 3.2 versus National Strategy Objective 2

National Strategy		
Objective 2	Improved system for protection of DV victims	ESE cost estimate
Result 2.5	Increased information among youth (primary, secondary school students and out-of-school population) about recognising DV against children, dating violence and violence among children	
2.5.1	Preparation of awareness-raising program for children in primary and secondary education on types of violence and timely recognition	1,000
2.5.2	Training of peer educators	3,550
2.5.3	Introduction of content on prevention of each type of violence in annual work programs in primary and secondary schools as well as in community	15,050
2.5.4	Introduction of contents on prevention of violence in work programs of councils of parents in primary and secondary schools	0
2.5.5	Preparation and distribution of information materials and video spots	13,225
Result 2.6	Increased information among school personnel about recognition of DV	
2.6.1	Preparation of training programme	1,000
2.6.1	Training of trainers	1,000
2.6.1	Training in primary schools	1,000
Subtotal for related activities:		41,550

UN Trust Fund Project		
Output 3.2	Non-violence integrated in school and university curricula, educational policy, legislation, and school practice	Total costs
Activity 1	Develop teacher policies and guidelines for mainstreaming non-violence in pri. education	4,620
Activity 2	Sensitize primary school teachers	93,170
Activity 3	Translate into local languages and print primary education non-violence guidelines	6,930
Activity 4	Develop training modules for curricula for higher education targeting students of 7 faculties	5,390
Activity 5	Pilot use of modules in universities	9,702
Activity 6	Use modules in advanced training for mental health professionals	16,170
Activity 7	Use modules in advanced training for emergency health care professionals	16,170
Subtotal for Output 3.2:		152,152

● Activities in Joint Program partially in line with National Strategy
 ● Activities in Joint Program but not envisaged with National Strategy
 ● Activities in Joint Program fully in line with National Strategy

Activities 3.2.1. 3.2.2. are in compliance with the activities planned under Result 2.6. from the National Strategy. Activities 3.2.3 through 3.2.7 of the Trust Fund Project were not in the National Strategy.

Table 18. Activities and funds in Trust Fund Output 3.3

UN Trust Fund Project		
Output 3.3	Networking established among CSOs to prevent DV and their institutional capacities strengthened	Total costs
Activity 1	Map existing CSOs working on DV throughout the country	770
Activity 2	Establish CSO coordination network, develop networking modality and joint framework of activities, including capacity building for fundraising	49,665
Activity 3	Establish web-based discussion forum, newsletter and other publication materials	3,850
Subtotal for Output 3.3:		54,285

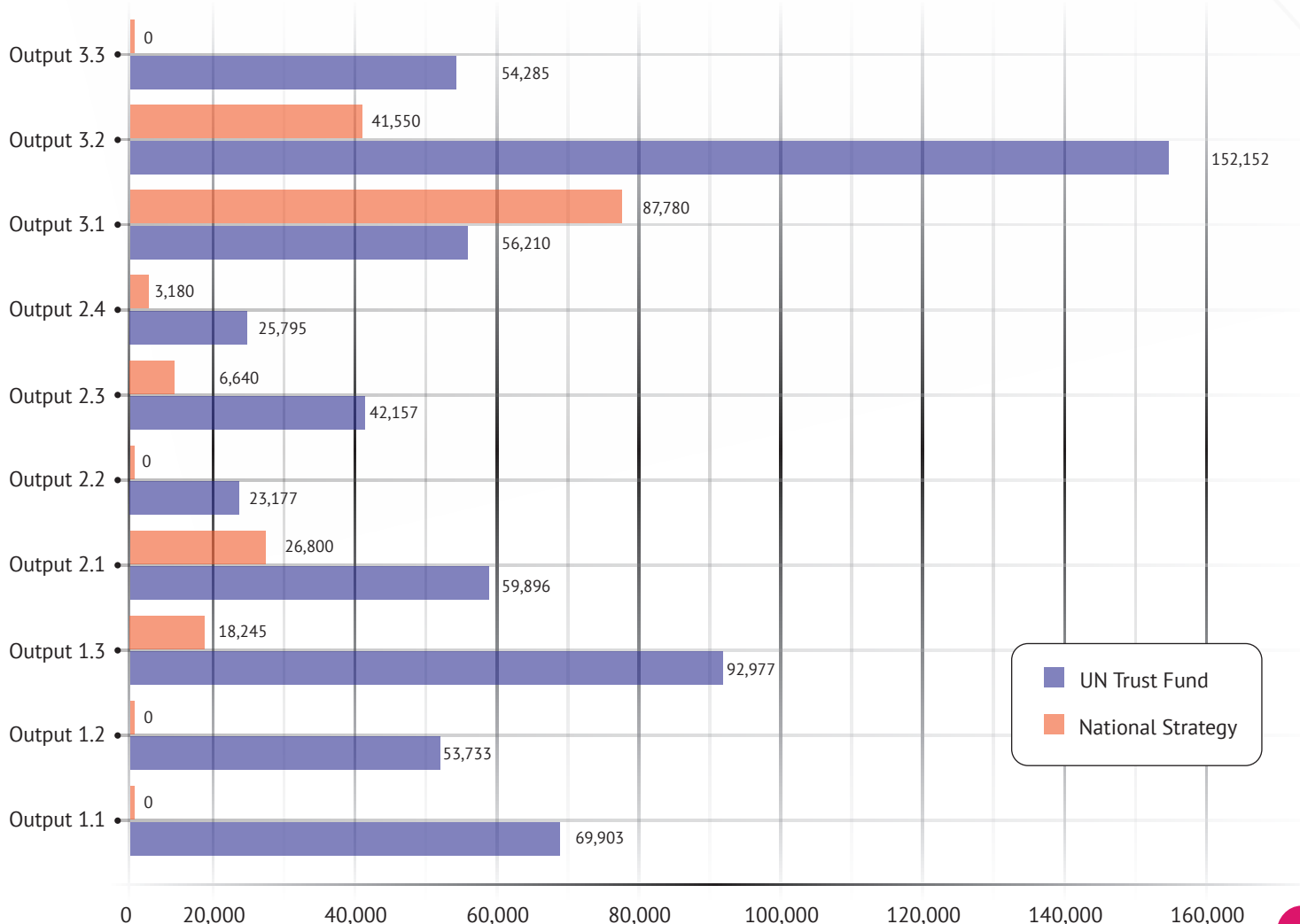
None of the activities planned under Trust Fund Output 3.3 were in the National Strategy.

● Activities in Joint Program but not envisaged with National Strategy

Finances

Figure 2 summarises the financial comparison shown in the tables above. It confirms that for all but one of the Trust Fund outputs, the costs of the Trust Fund were larger than those for the related activities in the National Strategy. Nevertheless, many of the activities included in the National Strategy drawn up by Macedonian stakeholders were not provided for under the Trust Fund.

► **Figure 2. Costs of UN Trust Fund outputs and related National Strategy objectives (EUR)**



In addition to the 630.285 EUR allocated for the output-related project costs discussed above, the UN Trust Fund Project allocated 116.225 EUR for staff salaries under “other costs”. Thus, the UN Trust Fund was costed at a total of 969.498 USD or 746.510 EUR, while the UN Joint Program was costed at 1.987.567 EUR.

More than a quarter of the UN Trust Fund total was allocated for workshops, training and conferences, with a further 13% allocated for consultants and experts. Of the latter, 48% was destined for foreign consultants.

The Trust Fund also included an amount in respect of support for the specialized institute for DV, although no such institute exists in Macedonia. Meanwhile there was no support destined for the Centers for Social Care. The Trust Fund earmarked 90.000 USD for various studies. The report on only one of these studies is available on the Internet, and it is not clear if the other studies were done. One of the envisaged studies would have duplicated a study supported by UNIFEM in 2006.

There was some under-expenditure in the Trust Fund, with 634.544 EUR of the 746.510 EUR requested and approved. UNDP was responsible for the under-expenditure. It was allocated more than a third of the funds but spent only 59% of its allocation. All other agencies spent all funds allocated.

Concluding remarks

With the UN Joint Program and Trust Fund, UN agencies nullified 14 years of CSO efforts in respect of DV. They also nullified the work done by both government and civil society after the adoption of laws so as to ensure that they were fully operationalized and implemented. In particular, the UN agencies ignored the National Strategy developed in-country.

Significant funding was allocated by the UN agencies for activities already undertaken, as well as for activities that contradicted the approach taken in the National Strategy. Meanwhile, the Joint Program and Trust Fund did not include a range of activities that were part of the National Strategy. The total budget allocated by UN agencies for implementation of the two initiatives was 2.734.077 EUR. The estimated cost of implementing the National Strategy amounted to 16% of the UN total. The cost of the National Strategy amounted to only 16% of the cost of the two UN interventions, but because the UN funds were not directed in line with the National Strategy, many of the Strategy’s activities were not completed.

The shortfall on activities when compared to the National Strategy was exacerbated by apparent duplicate funding of some activities by the Joint Program and Trust Fund. Firstly, there seems to be some duplication in terms of workshops, training and conferences funded. This occurs in respect of training workshops related to data collection and record keeping, training of NGO providers of legal aid, training of outreach workers to implement a pilot community outreach behavior change program, and training of primary school teachers of integration of non-violence in the curriculum.

There again seems to be some duplication in respect of consultants and experts. Both the Joint Program and Trust Fund engaged consultants for strengthening the NCB. The UN Trust earmarked an amount of 35.196 USD for this purpose, and the Joint Program allocated 147.273 USD (113.400 EUR). Both projects also engaged consultants for integration of DV-related content into curricula.

There is further apparent duplication in respect of services, where the Trust Fund allocated USD 30.750 in respect of a unified national data collection system, while the Joint Program allocated USD 156.883. Both projects provided for salaries for three staff members to assist the NCB, although the specified salaries differ quite substantially. Both provided funds in respect of training of NGOs to provide legal aid so as to establish a legal aid network.

The shortfall in activities when compared to the National Strategy was further exacerbated by extensive use of more expensive foreign consultants who did not have the same knowledge of the Macedonian situation as local professionals and practitioners, and by unnecessary expenses such as ignoring established services and providing extra payment for government officials.

Unfortunately, the government collaborated in this misdirection of resources and energy. It allowed the NCB, which was established to oversee the National Strategy, to be converted – without agreement of members – into an oversight body for the UN Joint Program. It also failed to include the financial plan when submitting the National Strategy for adoption, and disregarded the annual action plans that had been developed as part of the Strategy development process.

Overall, the actions of the UN agencies and the government contradicted principles of partnership with civil society and national ownership.

This project is financially supported by



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