

Mapping of Women's NGOs and their Work in Gender Based Violence in Macedonia

**Sponsored by the United Nations Development Fund for
Women in Southeastern Europe**

Note from UNIFEM's Regional Programme Director For Central and Eastern Europe

Since UNIFEM began our work in this region in 1999, we have built many bridges with civil society and government. In recent years, we have been able to grow and expand our programmes in a variety of areas including support for SCR 1325, regional peace initiatives, economic empowerment, the training of public service employees on women's rights, and reaching out to Roma communities.

As we have grown in the region, the staff has recognized the need to address the younger generation, and include them in the process of change. We want to hear their voices, understand their perspectives and get them involved in the work we are doing.

This mapping is a result of UNIFEM's extension to young women. The project is unique in that it was devised by young women working on UNIFEM's staff, and fully implemented by a team of journalists and researchers, all 35 years old or younger. Senior staff at UNIFEM saw this as a dual opportunity to invite young people to identify a project they feel is important for women in Macedonia, and to build their capacity as professionals.

We are very proud of this group of young women, and the work they have done on this report. It comes to the reader as the first mapping of women's NGOs, with an emphasis on organizations that work on gender based violence prevention. While some of the conclusions they draw on the never-ending struggle to stop gender based violence may seem disheartening, their recommendations for the future are inspiring.

UNIFEM staff plan to use the information in the mapping to help guide us in our future efforts, and we hope that other organizations will do the same. The annexes provide an updated list of most of the functioning women's organizations in Macedonia today, along with a list of resources and services that women in need of help can access.

To echo the words of the great author Pearl S. Buck, "The young do not know enough to be prudent, and therefore they attempt the impossible – and achieve it, generation after generation."

We at UNIFEM look at the mapping as an ambitious first step for young women in Macedonia. We applaud their lack of "prudence" as much as we relish their ambition and optimism; and we look forward to their leadership in years to come.

Osnat Lubrani

Introduction

Rationale for the Mapping

This initiative is the first of its kind in Macedonia. It is a study conducted by a team of five young women researchers from all parts of the country, and from different ethnic backgrounds. UNIFEM brought the women together in 2006 to produce a mapping of women's NGOs with an emphasis on service gaps for victims of gender based violence in Macedonia.

This project is part of UNIFEM's region wide effort in Southeastern Europe to reach out to youth, and is linked to UNIFEM's work globally to end violence against women and girls. Since 1996, UNIFEM has been operating a multi-lateral grant-making mechanism within the UN called the Trust Fund to Eliminate Violence Against Women to provide funds to organizations and government institutions that focus on ending violence against women in all of its forms.

One of the key components of UNIFEM's work globally is the organization's emphasis on capacity building. Their goal with most of their projects is to use participatory methods that empower women and put them in decision-making positions. This approach has been the cornerstone of the mapping.

UNIFEM supported the mapping financially, and provided technical assistance, but the design of the project and the information in this document came from the researcher team. The mapping therefore has served two purposes: 1) To provide the public with information about the current state of services and resources available to women who are victims of violence, and 2) to strengthen the research, writing and critical thinking skills of young women in Macedonia.

The mapping has five key goals:

1. Identifying the current major service gaps for victims based on resources available through government and women's NGOs;
2. Highlighting laws and policies that are insufficient for supporting victim's needs in shelter, counseling, prosecution of perpetrators, legal representation, legal rights, and medical care;
3. Understanding the major challenges women's NGOs currently face in their work in gender-based violence;
4. Providing victims with a resource of organizations that can assist them; and,
5. Making recommendations to government and NGOs to improve mechanisms available to victims.

Together, these goals aim to improve services and change individual and institutional attitudes towards gender-based violence in Macedonia. The findings underscore the need for such a report – as there are numerous and significant service gaps for victims, making it difficult, if not impossible, to live a life that is truly safe and free from violence.

Methodology

The team of five researchers were selected based on their previous experience in research and writing, and their work with women's NGOs in Macedonia. The team first joined together in November 2006 in Skopje for a three-day meeting to develop their goals and design their methodology for achieving them.

The research team decided to contact every functioning women's NGO in Macedonia and create a directory that could be used by citizens of Macedonia, NGOs and government. (See Annex I). The substantive content of the mapping, they decided, would focus on gender-based violence.

Using government data bases and contacts with NGOs, the team devised a list of more than 200 organizations throughout the country. Their initial step was to contact each organization and receive basic information on their: 1) Mission; 2) current status; 3) number of staff; 4) major programmatic areas; and 4) their annual budgets. If organizations reported working on gender-based violence, the researchers asked for a face-to-face, comprehensive interview to find out about: 1) Their services; 2) the challenges they face; 3) their work with government institutions; 4) their work with other NGOs; and, 5) their achievements. (See Annex II.)

The process of contacting organizations uncovered a crucial finding: only 70 of the organizations contacted were reachable. Others were not operating for a variety of reasons, including temporary or permanent loss of funding, change in address and/or leadership, and outdated contact information. The process alone of contacting organizations proved the lack of accurate and updated information on women's NGOs in Macedonia.

Thirty-four of the organizations contacted by the research team reported working on gender based violence – all of them agreed to more extensive in-person interviews. Their conversations comprise the findings in Part II of the mapping. Several consultants worked together on Part I to gather the information on existing laws, mechanisms and institutions that support victims

The research team acknowledges the possibility that there are some women's NGOs who exist in Macedonia, but were unreachable during their four-months of conducting interviews. For that reason, UNIFEM does not consider this mapping an exhaustive study; rather, it is a profile of the majority of women's NGOs, specifically those working on gender based violence. It is the hope of UNIFEM and the research team that the mapping will provide sufficient evidence of the problems and needs facing victims of gender based violence in Macedonia today.

A Guide to the Mapping

The mapping is divided into two parts. The first is an overview of gender based violence and government initiatives to support victims. It is a profile of gender based violence in Macedonia and includes domestic and sexual violence, trafficking and child abuse. It also provides a description of the major laws and programmes that support victims.

The second part of the mapping focuses on women's NGOs, specifically those working on gender based violence. The report provides a profile of the organizations in Macedonia, and a snapshot into their work during a one-year period from 2005 to 2006. The report describes the most difficult challenges facing organizations working on gender based violence and highlights major service gaps for victims.

The first annex of the report is an updated list of all working women's NGOs in Macedonia at this time, along with their contact information. The second annex is an example of the interview guide used by the research team.

UNIFEM would like to thank all those who contributed to this mapping, including the 70 organizations who took the time to participate in interviews, and the research team, who spent hours working to get the information in this report. They include Gordana Cvetkoska, Alma Kaja, Irmela Kat, Mirlinda Sati, and Tatjana Petrovska. A special thanks to consultants Bastien Revel, Audur H Ingolfsdottir, for their extensive review of the final draft and to Boban Mitrovski and Sandra Engstrand for providing additional background research.

List of Abbreviations

UNIFEM	United Nations Development Fund for Women
NGO	Non-governmental Organization
CEDAW	Committee on the Elimination of Discrimination Against Women
ESE	The Association for Emancipation, Solidarity and Equality of Women
UWOM	Union of Women’s Organizations of the Republic of Macedonia
TVPA	Trafficking Victims Protection Act
IOM	International Organization for Migration
EU	European Union
OSCE	Organization for Security and Cooperation in Europe

Part I: Overview of Gender-Based Violence and Government Initiatives to Support Victims

I. Gender-Based Violence in Macedonia

A. Domestic Violence

Though much progress has been made over the past several decades, domestic violence remains prevalent in every part of the world, and is the most common form of gender-based violence. In fact, globally, domestic violence is one of the leading causes of violent deaths in young women. According to the World Health Organization, between 40-70 % of all murders in Europe today are committed by spouses and/or domestic partners.¹

Like its European neighbors, Macedonia is no stranger to domestic violence. Yet, as in many countries, the extent of the problem remains unclear. The government of Macedonia reported to the CEDAW Committee (Committee on the Elimination of Discrimination against Women) that domestic violence's occurrence in the country "is a well-known fact, despite the fact that it is rarely mentioned in the public. It is also a well-known fact that cultural norms discourage reporting domestic violence using the excuse that it is a private family matter."²

Secrecy about domestic violence, pressure not to report, and a lack of resources for victims, obscures the data on domestic violence in Macedonia. Over the past several years, women's NGOs in the country have tried to bring the problem into the public arena. They have conducted research, provided services, and advocated for more state support. In the year 2000, a women's NGO, the Association for Emancipation, Solidarity and Equality of Women (ESE), surveyed more than 850 adult women throughout Macedonia. More than 61 percent of the interviewees stated they had been victims of psychological abuse, and more than 23 percent reported physical abuse.

Research from three NGOs working with minorities in Macedonia suggests that domestic violence is more prevalent among the Romani communities than their Macedonian counterparts. Studies from these organizations showed that 70 percent of Roma women reported domestic violence.³

Many women in Macedonia, particularly those from rural areas, do not report domestic violence for a number of reasons. There are few services available to them; SOS lines are often short on funding; and the staff who operate them are seldom able to do more than provide basic counseling or referral services. Shelters are ill equipped for long-term assistance, and judicial and police personnel are not adequately sensitized to the problem.

¹ World Health Organization. Fact Sheet EURO/11/05 Rev. 1. *The Solid Facts of Unintentional Injuries and Violence in the European Region*. 2005.

² Committee on the Elimination of Discrimination against Women. Pre-session working group, thirty-fourth session. *Lists of Issues and Questions with Regard to the Consideration of Reports*. 2006.

³ Roma Center of Skopje, European Roma Rights Center, and Network Women's Program, Roma Women's Initiative. *Joint Submission. Shadow Report on the Situation of Romani Women in the Republic of Macedonia*. 2005-2006.

In sum, for some women, staying quiet and bearing the abuse seems a more viable option than seeking help. Nowhere is this more visible than in the statistics gathered by Macedonia's national SOS hotline. The government works with two NGOs on this hotline, ESE and UWOM. In 2004 and 2005 the hotline received an average of 120 calls per month.⁴ That same year only 55 cases of domestic violence were registered in the courts.⁵ Compared with the statistics reported through the ESE study, and similar studies throughout Europe, it is logical to conclude that thousands of women in Macedonia endure, but do not report domestic violence.

B. *Trafficking in Women and Girls*

The demand for commercial sex is large around the world. In fact, trafficking has grown into the third biggest source of organized crime following arms and drugs.⁶ Women and girls are duped, exploited, raped and forced into a life of sexual slavery. As a result, they suffer from HIV/AIDs, other STDs, unwanted pregnancies, depression, anxiety, and suicide. If they escape and can get back home, they are often shunned by their families and communities.

Macedonia is recognized as a "Tier 2" country by the United States Office of Monitoring and Combating Trafficking in Persons, meaning that the Macedonian government does not fully comply with the minimum standards regarding TVPA (Trafficking Victims Protection Act). Macedonia is foremost a transit and destination country for trafficking, however women are trafficked within the country as well. Most victims come from the eastern, rural parts of the country, and are trafficked to the western region of Macedonia.⁷

There is a lack of reliable data, and a great discrepancy in the research on trafficking between the government and women's NGOs. In 2001, the Ministry of Interior estimated that between 8,000 and 18,000 women and girls were trafficked to and through the country per year.⁸ Approximately 12 percent were under the age of 18.⁹ Five years later, the government reported a decrease in transboundary and internal trafficking. Women's NGOs, on the other hand, reported an increase in the problem. Experts from the International Organization for Migration (IOM) believe that the difference in estimations may be due to changes in police tactics to combat trafficking over the past several years. The authorities now emphasize long-term strategies, and conduct fewer bar raids. As a result, they find far fewer victims. Also, trafficking operations have become more sophisticated, and have gone further underground, making the problem more covert and less visible to law enforcement.¹⁰

⁴ Committee on the Elimination of Discrimination against Women. Thirty-fourth session. *Summary Record of the 711th Meeting*. 2006.

⁵ Open Society Institute. *Violence against Women. Does the Government Care in Macedonia? Fact Sheet*. 2006.

⁶ European Council. Parliamentary Assembly. *Opinion No. 253 (2005). Draft Council of European Convention on Action against Trafficking in Human Beings*. 2005

⁷ U.S. Department of State. Bureau of Democracy, Human Rights, and Labor. *Country Report on Human Rights Practices 2006. The Former Yugoslav Republic of Macedonia*. 2007.

⁸ U.S. Department of State. Bureau of Democracy, Human Rights, and Labor. *Country Report on Human Rights Practices 2001. The Former Yugoslav Republic of Macedonia*. 2002.

⁹ Office of the High Commissioner for Human Rights. *Second Periodic Report: The Former Yugoslav Republic of Macedonia*. 2007.

¹⁰ Committee on the Elimination of Discrimination against Women. Pre-session working group, thirty-fourth session. *Responses to the List of Issues and Questions for Consideration of the combined fourth and fifth Periodic Reports*. 2006.

Women who are identified by police run a risk of being re-trafficked. Almost 10 percent of victims who were assisted between 2001 and 2004 had been trafficked in Macedonia in the past.¹¹ The Ministry of Interior has neither programmes nor the means to help victims trafficked to Macedonia get home. Victims are often left at the Macedonian border, with no money, making them vulnerable for re-trafficking.

There is little done to deter trafficking operations on the part of the judicial system. In 2006, only 48 cases related to trafficking were prosecuted. In addition, two police officers went to prison for their involvement in trafficking.

The lack of clear data on trafficking in Macedonia obscures the extent of the problem, but not its existence. Clearly, trafficking occurs internally and across boundaries, and the potential number of children involved is alarming. Attention given the problem and assistance provided to victims are grossly inadequate, leaving thousands of women prey to trafficking within and out of Macedonia.

C. Sexual Violence/Assault

Sexual assault is the least reported form of gender based violence in Macedonia. There are no recent statistics available; and the recourse for victims is minimal. One in four women in Europe has either been raped, or the victim of an attempted rape in her life time.¹² There is no reason to suspect that this number would differ in Macedonia, but the lack of reliable data obscures the problem. In a study conducted by ESE, only five percent reported having been sexually violated; and 80 percent of the women who had been raped, were victimized by their husbands or partners.¹³ ESE concluded that the humiliation and shame surrounding the issue of sexual violence – particularly stranger and acquaintance rape, prevents women in Macedonia from reporting. Victims who want to report the crime must produce proof of penetration and active resistance.

Sexual harassment is a relatively new phenomenon in Macedonian law, however, no cases have yet been prosecuted, and it is unclear whether any cases have been reported. The low level of reporting on sexual assault, and the complete lack of information on sexual harassment suggests that victims may be silenced by cultural shame, and they may not believe that reporting would help them.

D. Child Marriage

Child marriage occurs mostly within the Roma population in Macedonia. The number of marriages per year is difficult to estimate as they are seldom registered, but one study conducted in 2005 estimated that 54 percent of Romani women had given birth prior to the age of 18.¹⁴ In 2005, in a statement from civil society to the Commission of Gender Equality

¹¹ International Organization for Migration. *Second Annual Report on Victims of Trafficking in South-East Europe*. 2005.

¹² World Health Organization. Fact Sheet EURO/11/05 Rev. 1. *The Solid Facts of Unintentional Injuries and Violence in the European Region*. 2005.

¹³ Association for Emancipation, Solidarity and Equality of Women – ESE. *Report on the Implemented Field Research on the Subject of: Domestic Violence*. 2000.

¹⁴ U.S. Department of State. Bureau of Democracy, Human Rights, and Labor. *Country Report on Human Rights Practices 2006. The Former Yugoslav Republic of Macedonia*. 2007.

within the municipality of Debar, child marriages were described as an “urgent problem.” Within the municipality, 73 child marriages were registered during 2003-2004, and the number was expected to increase by the end of 2005. According to these organizations, many girls are married young – some as young as 12 years old, and most of the marriages are arranged by the families without the consent of either child.¹⁵

When girls are married, they are expected to leave school. According to one study, approximately 60 percent of Romani women have not completed their primary school education.¹⁶ Their lack of education limits employment opportunities, making women increasingly dependent on their husbands.

This data highlights the vulnerability of minority women due to traditional/cultural practices, and the lack of access to educational and employment opportunities that could give them more power and autonomy.

E. Conclusion

Gender-based violence is a prevalent problem in Macedonia today. It remains a social ill still trapped in the confines of secrecy, leaving many women and girls with few options for help, and with an inability to share their plight with others. The most alarming problem begins with the lack of data – particularly on sexual violence. Without accurate information, it is virtually impossible to make a strong case for government intervention, legislative reform and an increase in services available to victims. There is an urgent need to gather data, while simultaneously educating the public, especially in rural areas, on the rights of women and girls and on gender-based violence prevention.

II. Laws on Gender-Based Violence in Macedonia

A. Laws and Standards on Family Violence

As a signatory of the 1993 UN Declaration on the Elimination of Violence against Women, the Macedonian government, like its fellow countries who have signed the declaration, is required to report on their progress every four years. In 2005, Macedonia ratified the Protocol to Prevent, Suppress and Punish Trafficking in Persons from the UN Convention against Transnational Organized Crime. While Macedonia has ratified these and most other major international declarations on human rights, the government’s ability to deliver on the action items has been limited.

Through Macedonia’s Constitutional Court, international declarations supersede national law. The Constitution of Macedonia recognizes equal freedoms and rights for citizens, regardless of gender, but, enforcing this rule, particularly in the case of gender-based violence, is not a government priority.

¹⁵ Civil Society report to the Gender Equality Commission in the Municipality of Debar. *Gender Equality Debar*. 2005.

¹⁶ Roma Center of Skopje, European Roma Rights Center, and Network Women’s Program, Roma Women’s Initiative. *Joint Submission. Shadow Report on the Situation of Romani Women in the Republic of Macedonia*. 2005-2006.

The Law on Family, Social Affairs Centre, under the Ministry of Labor and Social Policy stipulates that victims must be provided with protection, housing, health care and legal assistance.¹⁷ The government, however, does not allocate funds to sufficiently support this law.

In 2004, the Law on Family was amended to include domestic violence. Changes to the Criminal Code followed. Under the new code, a person who takes the life of another in an act of violence within the family receives the highest possible sentence for murder. The new law defines family violence as “abuse, rude insults, threatening of the safety, inflicting physical injuries, sexual or other psychological violence, which causes a feeling of insecurity, being threatened, of fear towards a spouse, parents or children or other persons, who live in a marital or other community or joint household, as well as toward former spouse or person, who have a common child or close personal relations.” (Article 123:2.2)

The code contains a clause on “extenuating circumstances” that enable the perpetrator to receive a milder sentence if he was “brought into a state of strong irritation, or as a consequence of family violence without his own fault, by an attack or heavy insult from the murdered person (...).” In this case the perpetrator can receive a much lesser sentence of one to five years imprisonment.

Marital rape is forbidden by law, yet, Article 186 on rape does not include any special provisions in relation to marital rape and domestic violence. Given the secrecy and shame around the issue of rape, reports of marital rape are strikingly low. The Ministry of Interior reports of family-related crimes in 2006 show only one case of marital rape. Further, the law makes a distinction between “coercion” and “rape.” The maximum punishment for “coercion” related to family violence is three years, while the maximum punishment for “rape” is ten years.

The exceptions to laws on family violence lead to grave danger for women. The extenuating circumstances in the Criminal Code, and the distinction between coercion and rape leave a great deal of opportunity for perpetrators to manipulate the law and avoid prosecution for their crimes.

B. Trafficking in Women

For the past six years the Macedonian government has taken a number of initiatives to stop trafficking in and through Macedonia. In 2001, the Macedonian government established a National Commission for Combating Human Trafficking and Illegal Migration. The Commission was charged with the task of working with governmental and non-governmental organizations to address the problem of trafficking.

¹⁷ Committee on the Elimination of Discrimination against Women. Pre-session working group, thirty-fourth session. *Responses to the List of Issues and Questions for Consideration of the combined fourth and fifth Periodic Reports*. 2006.

In 2002, trafficking was included in the Criminal Code, Article 418. Those accused of running trafficking operations can be imprisoned for up to four years. The same article requires that victims are compensated and granted the right to legal aid.¹⁸

As of January 2006, Macedonia passed a Law on Witness Protection that provides changes in identity for victims of trafficking, and assistance in relocating, (Articles 3 and 26). That same year, an amendment to the law was made to allow foreign victims of trafficking two months temporary residency in Macedonia.

As Macedonia seeks to become an active member of the EU, there is more of an emphasis placed on laws that prevent trafficking and assist victims. Recent changes in legislation are a step in the right direction, however, the country still does not meet all of the international standards it has accepted.

C. Sexual Violence and Sexual Harassment

Macedonia's domestic law is far from reaching the international standards it purports on paper. Requirements that the victim prove penetration and resistance make prosecution extremely difficult in Macedonia. This stipulation contrasts with the European Convention on Human Rights which Macedonia has ratified. According to the convention, proving active resistance should not be a prerequisite for prosecution.

Sexual harassment was incorporated into the Law on Labor Relations in 2005, as a way of harmonizing Macedonia's labor laws with the European Union's. Article 6 stipulates that sexual harassment is a form of discrimination and therefore forbidden. According to Article 9, the term includes "any verbal, nonverbal or physical behavior of a sexual nature...violating the dignity of the candidate seeking employment or the employee, and which causes fear or creates a hostile, humiliating or insulting environment."¹⁹ It is unclear whether and to what extent the government has utilized this law, as no cases have yet been reported. The lack of reporting indicates that the law has not been widely publicized.

D. Child Abuse

According to Article 93 of the Family Law, a parent who abuses his/her child can lose parental rights. The Social Affairs Centre handles all cases of child abuse.

The Criminal Code includes a section on child sexual abuse, stipulating a punishment of between six months and five years for offenders. The punishment for sexual violence against children who are mentally or physically disabled is at least four years imprisonment, (Article 188).

There is a notable discrepancy between the official age of a child in the Criminal and Family Laws. The Family Law cites that a child is anyone under the age of 18; whereas the Criminal Code refers to a child as anyone under the age of 14. For that reason, a victim of sexual abuse

¹⁸ Office of the High Commissioner for Human Rights. *Second Periodic Report: The Former Yugoslav Republic of Macedonia*. 2007.

¹⁹ Open Society Institute, Network Women's Program. *On the Road to the EU. Monitoring Equal Opportunities for Women and Men in South-Eastern Europe*. 2006.

between the ages of 14 and 18 would be required to produce proof of penetration and resistance in a court of law.²⁰

A similar discrepancy in age is present in the law on marriage. According to the law, persons under 18 years of age cannot get married. The courts will, nonetheless, make exceptions for persons who are 16 years old.²¹

The discrepancies in the laws on child abuse can leave a child as young as 14 with the burden of proof on her shoulders. The ramifications of such a law shed light on the low numbers of reporting in Macedonia: Women and girls must endure the agony of having been assaulted, and to make matters worse, they must prove they resisted. This practice puts victims in a humiliating position.

E. Conclusion

There are two overarching problems with the current legislation on gender based violence in Macedonia. First are the exceptions in the laws on domestic violence, sexual assault and child abuse. These discrepancies lead to a loose interpretation of the law that makes it almost impossible to prosecute perpetrators. Second is the lack of implementation of the laws that exist. Legislation that could protect women is not adequately enforced, leaving victims with no real recourse or help.

III. Government Institutions, Programmes and Interventions

A. The Gender Equality Unit

In 1997, Macedonia established the Gender Equality Unit, located within Ministry for Labor and Social Policy. The unit is responsible for ensuring women's legal rights, however, it is staffed by only two people.

In accordance with the Beijing Conference in 1995, Macedonia has a responsibility to develop comprehensive actions plans to address violence against women. In 2000, the government adopted a National Action Plan for Gender Equality which highlights the need to create legal and institutional mechanisms to address gender-based violence. The government has yet to allocate resources to promote this goal. Further, the action plan was deemed insufficient by government and many women's NGOs. Last year, government representatives and women's NGO leaders began revising the plan.²² While the plan is being re-drafted, some of the initiatives in the original document have been implemented. Municipal committees on gender equality were a part of the plan, and have been up and running since 2005.

²⁰ Association for Emancipation, Solidarity and Equality in the Republic of Macedonia – ESE. *Republic of Macedonia. Shadow Report on the Implementation of the Convention on the Elimination of all Forms of Discrimination against Women*. 2005.

²¹ Republic of Macedonia. Ministry of Labor and Social Policy – Unit for Promotion of Gender Equality, and Organization for Security and Cooperation in Europe (OSCE) – Spillover Monitor Mission to Skopje. *National Referral Mechanism for the Victims of Trafficking in Human Beings*. 2005-2006.

²² Open Society Institute. *Violence against Women. Does the Government Care in Macedonia? Fact Sheet*. 2006.

B. Government Programmes on Trafficking

The issue of trafficking has received more attention from the Macedonian government than any other form of gender based violence. In 2003, the government developed a national programme on trafficking, and there is now an Inter-ministerial National Commission for Combating Trafficking. There is also a department within the Ministry of Interior and a Task-Force Unit - both dedicated to identifying and prosecuting perpetrators.

Over the last four years, the Ministry of Justice has increased efforts to sensitize the judiciary to the issue of trafficking by training judges and prosecutors. Initiatives to educate the public about the trafficking have been extended beyond judges and law enforcement. In 2003, the National Commission for Combating Trafficking in collaboration with the International Organization for Migration sponsored a nation-wide campaign on trafficking prevention.

While the government has initiated trainings for police and judiciary on victim assistance, and coordinated a campaign on domestic violence in 2005, the issues of trafficking and domestic violence continue covertly with little awareness and virtually no long-lasting programmes through which women can seek justice, or prosecute perpetrators.

C. Protection and Assistance for Victims

In 2006, the government operated six shelters for victims of domestic violence - a step taken in accordance the Law on Family. The government also worked with two NGOs to establish a National SOS telephone line which provides women with access to assistance. The government does not provide women with free legal aid.

In 2001, the Ministry of Interior and the International Organization for Migration, opened a Foreigners Transit Centre where trafficking victims at the Centre can receive medical care, social assistance and free legal aid and representation. The Centre offers short-term shelter for victims, and has a capacity of 20.²³

Macedonia has established a National Referral Mechanism, with help from the Organization for Security and Cooperation in Europe (OSCE). The system primarily tracks victims who come to a single NGO – Open Gate/La Strada, for help. Many other women’s NGOs receive requests for help from victims, and several give temporary shelter for up to 48 hours. The government system, however, does not network with all of these organizations, leaving a gap in the numbers of cases they track.

²³ International Organization for Migration. *Second Annual Report on Victims of Trafficking in South-East Europe*. 2005.

D. Conclusion

Despite dozens of action plans and institutions, the government of Macedonia has not yet been able to address gender based violence in a meaningful way, nor to view it as a human rights issue. There are three main problems that prevent this from happening: 1) The absence of data; 2) the lack of implementation an insufficient laws and programmes; and, 3) a lack of awareness of the many forms of gender based violence that women endure, particularly in the case of sexual violence.

While statistics may prove otherwise, it is possible to assume that gender based violence has not changed – or worsened – in recent years. Victims of domestic violence and rape often don't report. Trafficking has gone deeper underground in the past several years, and consequently the statistics are lacking. The problem exists, but no one really knows to what extent. Victims who are identified are often left in a similar or more dangerous situation than when they started. Women who want to seek help though the judicial system often give up. They have neither the resources nor the support to get the help they need. The training for the judiciary and police are important steps, but too seldom, and for too few. In Macedonia today, there remains a dire need to assist victims of gender based violence.

Part II: Women's NGOs and Their Work on Gender Based Violence

I. A Profile of Women's NGOs in Macedonia

A. The Organizations

From interviews with 70 women's NGOs in Macedonia, the research team found that 34 of them deal specifically, though not solely, with gender based violence. The other 36 organizations run the gamut of women's issues from education, to vocational training, and advocacy on legal issues on the rights of women and girls.

Many of the women's NGOs in Macedonia interviewed for this mapping are young; in fact, more than half of them have been in existence for less than 10 years. Only three of the organizations interviewed have existed for 15 years or longer. There are two overarching reasons for the young age of most NGOs. First, there was a great increase in civil society participation due to a shift from a socialist to democratic government in 1992, when Macedonia won its independence. Second, the crisis in Kosovo throughout the mid and late portion of that same decade sent a flux of refugees into neighboring Macedonia. This led to a host of social and economic needs that were met by newly established and existing NGOs.

While there is no shortage of NGOs, there is a great need for people to work in them. Fifty-six of these organizations have no full time staff. They are funded on a project basis, and have a cadre of volunteers to assist them. A total of 14 organizations out of the 70 interviewed have full time staff, and none have more than 12 members.

The budgets of most of the women's NGOs explains the lack of full time staff. While close to half of the organizations interviewed did not want to share, or did not know their annual budget, 90% of the NGO presidents who disclosed their annual budget did not have more than 6,000 Euros per year. With the exception of two organizations, all receive funding through international donors or local donations. None of them reported income generating projects to sustain a portion or all of their operating costs.

B. Challenges for Women's NGOs in Macedonia

When asked to identify their biggest problem, the most common answer was funding. All but nine of the interviewees identified the lack of operational funds, space, equipment and materials as an obstacle in their work. Along these same lines, almost half of them believed that their mission as an organization is impossible to achieve because their funding is contingent on projects. They may, for example, run an awareness campaign on women's rights from one donor's funds, but are unable to follow through when the funds run out. This method of work prevents longevity, follow-through, and leads to disjointed efforts.

The lack of long-lasting funding causes competition between NGOs. Approximately 5 percent of the interviewees explained that there is a gap in information-sharing and coordination between women's NGOs because they compete for short-term funding from donors.

Funding is particularly problematic for women's NGOs in rural areas. While all of the organizations who were asked about support from government claim to have good working relationships with local institutions, there are no budgetary allocations at the municipal levels to support women's rights or efforts on gender based violence prevention.

The lack of funding is only one way in which women's NGOs feel unsupported by government. All but one organization receives no assistance for in-kind contributions from the state or local institutions.

C. Conclusion

The problems women's organizations face in Macedonia today do not differ from the larger NGO community: Funding, a lack of government support, and a donor-driven environment that fosters competition and stymies collaboration. As Macedonia aspires toward EU ascension, the country must meet the minimum standards to promote women's rights and stop gender based violence. NGOs can participate largely in this process, yet there remains an axiomatic need for government to divert more support and resources to these organizations.

II. NGOs Working on Gender Based Violence

A. The Types of Gender Based Violence

One-third of the women's NGOs interviewed who work on gender based violence handle cases of domestic abuse more than any other form of violence. Six of the organizations stated that they are also dealing with trafficking. Thirteen organizations reported dealing with rape and sexual assault.²⁴ Almost half of the organizations stated that victims come to them primarily to seek assistance with finances or shelter due to physical and/or emotional abuse.

The number of women who come to these NGOs for help is extremely low. In fact, almost 65 percent of the women's NGOs included in this study could not say precisely how many victims they had seen in a one-year period from 2005 to 2006. Only five out of the 34 organizations working on gender-based violence had served more than 100 women during the year. Eight organizations had served fewer than 10 victims.

For those women who do seek help, access is limited. More than half of the organizations outside of Skopje commented on the cultural norms of rural areas, which keep domestic violence and other forms of gender based violence locked behind closed doors. In addition, women who initiate the process by leaving an abusive relationship find that the authorities are insensitive and unwilling to support them.

While all of the women's NGOs reported advertising through brochures, flyers and the media, five of the interviewees stated that societal norms and/or the lack of access to resources prevent women from seeking help

²⁴ Four of the organizations did not answer this question during their interviews.

B. Services Offered by Women's NGOs Working on Gender Based Violence

The most common services offered by the NGOs interviewed were legal aid and training/educational workshops. The trainings encompass a wide variety of audiences such as law enforcement personnel, the judiciary and youth, on a diverse number of subjects including trafficking prevention, women's legal rights, and domestic violence. All of the organizations involved in education stated that the trainings had been an effective means of teaching people about their rights and generating public dialogues about gender based violence – particularly in rural areas. Four organizations working on training noted that after raising awareness, there may be little more they can do to help a woman who comes to them for assistance. They have neither enough staff nor resources, and end up referring clients to a state-run shelter.

Legal aid, according to all of the NGOs interviewed, means advice; none of the organizations provide legal representation. Women who come from single income homes therefore cannot access more than information.

Nine of the organizations interviewed run SOS hotlines and offer psychological counseling. One of them is currently non-operational due to funding constraints. The hotline workers listen to victims and, when possible, make referrals. Three of the organizations reported that they offer training to hotline volunteers.²⁵ The psychological services are often provided by volunteer psychologists.

Finding a safe haven for victims of any kind of abuse is a challenge in Macedonia. There are six state run shelters, and three of the women's NGOs interviewed provide transit shelter for up to 48 hours for victims and their children.

C. Conclusion

While domestic violence is clearly the issue women's NGOs see the most, many of the organizations are also dealing with other forms of gender based violence, including sexual assault, and to a lesser degree, trafficking. It is illogical to assume that based on the experiences of these NGOs domestic violence is the most prevalent form of gender based violence in Macedonia; rather it may be the most acceptable type to report.

Training and legal counsel are clearly the most common forms of support for victims in Macedonia. Both of these may help a victim in the initial stages of the process of seeking help, but they do not provide the tangible, long-lasting services women need if they are to live safe, independent lives and/or seek legal recourse.

²⁵ The organizations may not have been asked this question in the interviews. It is therefore inconclusive as to whether the other six organizations who run SOS hotlines offer training to their volunteers.

III. Service Gaps for Victims of Gender Based Violence

A. Statistics

The lack of data applies to all forms of gender based violence in Macedonia. While the government operates a tracking system of victims, they work primarily with one NGO, La Strada. Many victims are therefore not counted. The lack of statistics on gender based violence in Macedonia is the product of an inadequate data collection system and under-reporting. The absence of information obscures the problem, and more importantly, makes it impossible for women's NGOs to use data to lobby government for additional support and resources. Further, the lack of baseline data limits the capacity to conduct quantifiable research to measure the effectiveness of interventions over time.

As certain forms of gender based violence change, gathering accurate information becomes increasingly difficult. In the case of trafficking, for example, the government reports a decrease in the number of victims over the last five years. At the same time, women's NGOs believe that number is on the rise, (See I.B.) Along with the IOM, women's NGOs believe that since Macedonia began addressing trafficking several years ago, the practice has gone deeper underground, and is therefore more difficult to monitor. This trend, along with police efforts to focus on larger operations instead of clamping down on smaller establishments where women may be hidden, reduces the number of victims identified.

B. Sexual Assault

Between NGOs and government there are very few services available to victims of rape, harassment and other forms of sexual violence. The problem begins with the lack of legislation to protect the rights of women who have been violated. The burden of proof remains in the hands of the victim, making it almost impossible to seek retribution. The discrepancy between the Family and Criminal Codes regarding the age of a minor can leave children as young as 14 years old with that same burden of proof in a court of law. (See I.D.)

There has been only one reported programme on domestic violence in Macedonia to train judiciary and law enforcement personnel on victims' rights. In addition to the lack of legal services, women cannot access medical care designed specifically for victims of sexual violence. The Foreigners' Transit Centre for victims of trafficking is the exception to this rule. The Centre offers free medical treatment and shelter to women who have been sexually assaulted, however, there are no services for victims of date rape, rape in marriage, stranger rape, sexual assault in conflict, harassment and other forms of sexual violence. There are no rape crisis centres in the country.

C. Shelter/Housing

Many women in Macedonia have nowhere for them to turn for safe haven. Shelters in the rural areas are either non-existent or do not have the resources to provide assistance for longer than 48 hours. Statistics across the globe show that women are in the most danger of being killed by abusive husbands when they leave or after they leave the relationship. For that reason, long-term shelter, with a clandestine location, and programmes that offer rehabilitative economic and psychological assistance are a necessity.

D. The Lack of Awareness and Education – Especially for Men

Gender based violence is still not seen as a widespread problem by most people in Macedonia. Domestic violence largely remains behind closed doors, and is viewed as a private family matter, particularly in the rural areas. Open discussion about rape and other forms of sexual violence are generally taboo. Education on rights and resources for victims is sparse. While trafficking has received more public attention in Macedonia than any other form of gender based violence, the persisting and growing problem suggests that young women need more education on prevention.

“We need to educate perpetrators and all men in general,” says Marcia Veljjanovska, president of ISKRA – Women’s Association in Bitola.

There are no programmes or courses to work with abusers and young males to educate them on anger management tools, the cycle of violence, and women’s human rights. Men do not hear from other men about women’s rights, leaving the responsibility of addressing gender based violence on the shoulders of the victims.

E. The Continuum of Care

A life free of violence may seem impossible to many women in Macedonia. If they leave an abusive situation, or report a rape, they may be able to get temporary and immediate medical, legal and psychological assistance, but these services are short-term and fragmented. There is a need for a continuum of care via a system that provides women with comprehensive services over an extend period of time.

“The problem hasn’t been addressed fully....there is not enough services,” says President of the Femina Kumanovo, Jagoda Gligorovska

Some of these services could be provided by existing NGOs in Macedonia. Many smaller women’s NGOs already refer clients to larger ones, but there remains a lack of coordination and availability of services to help women live independent, safe and free lives. There are, for example, no programmes that link employment training services with shelters; nor are there halfway houses or long-term support groups. An effective level of care requires longevity and a variety of services.

F. Rural Outreach

Interviewees who commented on rural vs. urban communities agreed across the board that violence is more prevalent and covert in rural communities. Almost one fourth of the organizations interviewed claimed that there is not enough information, education and services provided to women in rural areas.

“The stereotypes, prejudices, fear, shame and economic uncertainty are all more common among women in the rural areas,” explains president of the Women’s Union Ezerka in Struga, Dragica Poposka.

Many of the women’s NGOs are located or try to reach out to rural areas, however, the organizations with the most funding, resources and programmes are primarily located in or near Skopje. Women from rural areas often do not have the means to travel to the capital, and cannot sustain a life there on their own.

G. Reaching the Roma Population

While there is no data to support the prevalence of gender based violence in Roma communities, many of the women’s NGOs interviewed believe that the rate of domestic violence is very high, as is the number of child marriages. As a minority group already marginalized by society, there is a need to target services specifically to Roma communities. These types of programmes must take into consideration the cultural differences that make them a unique population.

H. Conclusion

The level of support, resources and services available in Macedonia are inefficient to protect women from gender-based violence in all of its forms. Most lacking is a continuum of care, beginning with the collection of accurate data, and ending with long-term services that can support a woman’s safety and independence. This problem is heightened in rural areas of Macedonia, where the cultural norms that condone gender based violence have yet to be addressed in a way that impacts societal and cultural change. During every step of the process, whether it is legal, economic, or shelter there is a deficit in services available to help women in long-lasting, meaningful way.

IV. Challenges for Women’s NGOs Working on Gender Based Violence

A. The Lack of Government Support

Eighty-seven percent of the NGOs in this study believe that lack of funding is their biggest problem. Only two organizations reported receiving financial or in-kind support from the government. The rest of the organizations seek donor funding and volunteer contributions in the form of office space, equipment and services.

The lack of resources from the government leads to a lack of coordination between women’s NGOs and state institutions. Many of the NGOs in this study work with the government on new laws and changes to the Family Code, however, when it comes to providing victims with services, there is a notable gap in cooperation.

The government has made some effort in recent years to provide more funding and to collaborate with women's NGOs on gender based violence, particularly as they seek ascension to the European Union, but little has yet been achieved.

“Over the past couple of years cooperation with the government has improved,” says president of SOS – Kumanovo, Sonja Arsovska. “But everything is still on paper.”

This same problem is present at the local levels. Government at the municipal levels may support women's NGOs in theory, but not necessarily in practice. One organization, the Crisis Centre Hope reported struggling with the local municipality of Gazi Baba- Skopje. The centre uses facilities that belong to the local municipality, however, they are expected to pay rent for the space. Staff have asked for assistance many times, but receive no response from the municipality.

“Even the letter that we have sent to the mayor of the municipality was never answered,” explains Verka Ugrinovska, Executive Director of the Centre Hope.

B. A Donor Driven Environment

The lack of government support forces most NGOs to pursue grants from donors. This trend creates a civil society that is donor driven, causing organizations to forgo their long-term mission, and seek funds to implement specific short-term projects. An NGO may be able to pay staff and access resources, but only for a finite period of time and for a specific initiative. The costs of daily operations, overhead, and general support of the long-term mission of the organizations often fall to the wayside.

The donor driven environment for NGOs in Macedonia is not limited to women's organizations working on gender based violence, however, the impact on them is unique. In most cases the process of protecting victims requires a multitude of services over a long period of time, ranging from several weeks to years. In the case of a woman who wants to leave an abusive relationship, she may need safe haven, economic support, counselling, legal aid, and transitional housing. One or two of these resources alone may not be enough to help her. A project that is specific and finite is insufficient. As a result, many women can fall between the gaps.

One additional challenge to donor driven environments is the competition it fosters between NGOs. As international donors turn their attention and funding towards other, more pressing conflicts around the world, the competition in Macedonia gets fierce. This phenomenon prevents cooperation among NGOs.

“The reason there is a lack of cooperation among NGOs is the competition that exists between us,” says president of the Organization of Women in Skopje, Rajina Nadjova. “For this reason, there is also a lack of information sharing.”

C. Sensitivity and Education for Law Enforcement and Judicial Personnel

Over the last several years, Macedonia has approved laws related to domestic violence and trafficking to increase protection for victims. These laws, however, are not put into practice to the extent necessary. According to the NGOs interviewed, the reason, in part for this problem is the lack of education and sensitivity among law enforcement and judicial personnel.

“The courts and police are not sensitive; there are many gaps in the system,” explains President of Femina Kumanovo, Jagoda Gligorvska. “The state institutions are patriarchal and slow to change.”

In many cases of sexual assault, domestic violence and trafficking, law enforcement personnel are the first point of contact. Many victims feel they are blamed, accused of fabricating stories, or responsible for the violence when dealing with police officers. For this reason they lose faith in the process, and give up.

D. Insufficient Laws to Protect Women and Prosecute Perpetrators

Despite recent changes to legislation on trafficking, Macedonia does not comply fully with international standards. Few arrests are made each year based on estimated numbers of trafficking rings in Macedonia. Even fewer cases are prosecuted fully.

“One of our biggest problems is the lack of legal prosecution against perpetrators,” explains Mustafoska Fadrija, Coordinator of ZG Radika in Debar. “And, if there were better laws, we might see a decrease in the number of victims.”

The “extenuating circumstances” applied to the 2004 Law on Family Violence allow for a great deal of manipulation on the part of an abuser. If he can make a viable argument for provocation, his sentence can be lenient, or non-existent.

Laws regarding sexual assault place the burden of proof on women, forcing them to relive the event in court, and leading to humiliation, shame and trauma. The discrepancy between the age of a “minor” in two laws in the Criminal and Family codes obscures the terms of prosecution, and can treat a child as young as 14 years old as an adult.

Five of the 34 NGOs in this study brought up the fact that without laws in place, their services cannot truly help women to the extent needed.²⁶ Creating new laws and amending old ones is stated as a priority by most of the organizations interviewed.

²⁶ Interviewees were asked about the laws in place, however, there was not a specific question about the impact of their work despite or based on these laws. This finding came indirectly from the participants discussions with the researchers.

E. Conclusion

Some of the challenges facing women's NGOs working on gender based violence are endemic to the wider NGO community. Based on the needs of victims, however, these challenges may have a dire and dangerous impact on women and girls. The lack of funding and a donor driven environment are problems for many NGOs in Macedonia, yet it is precisely the continuity and inter-connectedness of services that women seeking to be free of abusive situations need most. The lack of legislation, the inability to enforce it, and insensitivity among judicial and law enforcement personnel, may impact many social issues, however, without institutional support at all levels women who try to leave abusive relationships, report rape, or are trafficked, can be isolated, shunned and even killed. Institutional apathy, and a lack of education keep gender based violence in all its forms hidden, unsupported, and largely unaddressed in Macedonia today.

V. Recommendations

The problems facing women's NGOs working on gender based violence in Macedonia are extensive. Legislation is inconsistent and inadequate; government funding for programmes and services is virtually non-existent; collaboration between state institutions and NGOs is minimal; police and the judiciary are not sensitized; a continuum of services are unavailable; and there is little education on gender based violence for civil society at large, including males. Women's NGOs working on gender based violence are fighting for resources, services and legal protection that do not exist.

This study highlights the need for change on how gender-based violence is addressed in four overarching areas:

1. Stronger linkages between government and women's NGOs. The need for increased financial support, coordination and cooperation with women's NGOs is particularly important on the part of state institutions currently working on gender based violence, including the Ministry of Interior, the Ministry of Justice and the Gender Equality Unit. Along with this kind of cooperation is the need for budgetary allocations at the local levels for education and services, and systems to gather data on domestic violence, sexual assault, child abuse, child marriages, trafficking and sexual harassment.

2. Increased coordination between women's NGOs. The practice of women's organizations working together to collaborate and provide a closer net of services to victims has yet to take root in Macedonia. Competition, a lack of staff and funding contribute greatly to this problem. One possible remedy is for organizations to apply jointly for funding from international donors. It would also be useful to establish women's NGO consortiums at the regional and/or national levels.

3. Revamping donor strategies. International organizations planning to stay in Macedonia must re-think their strategies of funding NGOs if they are going to effectively support a sustainable civil society in Macedonia. Donors may find, like the NGOs they fund, that consolidating resources and providing grants based on NGO and government partnerships may be the best way to prevent competition and make their funds stretch further. The problem

contributes greatly to the inability of women's NGOs to provide a continuum of care to victims, and it prevents organizations from working together.

4. Legislative reform on gender based violence. Until the laws fully prosecute perpetrators without exception, and free women from the burden of proof, there cannot be adequate protection for victims of gender based violence. Macedonia has not reached the level of the international standards they ratified.

The future of women in the country will depend largely on the laws and the government's ability to enforce them. For that reason, it is particularly important for women's NGOs and the government to train people in the fields of education, health, the judiciary and law enforcement on gender based violence and women's human rights.

4. An emphasis on services. Most of the women's NGOs working on gender based violence offer victims information and advice. These two services are a necessary part of the process, but alone, they are not enough. The six shelters and handful of programmes for victims of domestic violence and trafficking are not nearly enough to help women move successfully from a life of violence to a path that is safe, independent and free. There is a need for such services as rape crisis centres, rape kits and units in hospitals, half-way houses, support groups, reintegration programmes for victims of trafficking, economic training and re-training classes, free legal representation, and one-on-one psychological counselling.

Ultimately, the changes must come from a paradigm shift in the way people think and feel in Macedonia about gender based violence. This shift requires an understanding and acceptance of the premise that a measure of a country's success is a life for all people that is free from violence.

Key Activities on Gender Based Violence Taken by the Government and Women's NGOs in Macedonia²⁷

	Women's NGOs		Government Institutions
	Services	Organizations and Region	
Shelter for Victims of Gender-Based Violence	Three transient shelters exist, providing safe housing for up to 48 hours. The organizations coordinate with the six state-run shelters for longer-term services.	1.Organization of Women, Skopje 2.Dajakere chave, Pehcevo 3.Crisis Center, Nadez, Skopje	There are six shelters currently in operation throughout Macedonia.
Shelter for Victims of Trafficking			There is one shelter called the Foreigner's Transit Centre, operated by the government with support from IOM.
Shelter for Children			Two shelters exist in Skopje, and a third is scheduled to open in 2008.
SOS Hotline	Eight lines are currently operational. All are operated by volunteers, making hotline services available at certain times during the day. None are 24 hour hotlines.	1.Organization of Women, Skopje 2.Crisis Center, Nadez, Skopje 3.Orhideja, Prilep 4.Bisera, Orhid 5.Roma Women and Youth Association, Luludi, Skopje 6.Association of Roma Women, ESMA, Skopje 7.Iskra, Bitola 8.Citizen's Initiative for Equal Opportunities, SEMPER, Bitola	One national hotline is operational.
Data collection and tracking system for victims	One organization works with the government to track the number and collect data on victims	La Strada, Skopje	A national referral system has been created with support from the OSCE.
Legal Aid	Eleven organizations provide legal aid to victims of domestic and sexual violence, trafficking and sexual harassment. This consists of advice only, and does	1.Citizen Initiative for Equal Opportunities, SEMPER, Bitola 2. Women's Association, Bisera, Orhid 3.Crisis Centre Nadez, Skopje	

²⁷ This chart may not contain an exhaustive list of activities undertaken in Macedonia. It is based on a large sampling of organizations included in this study. The research team spent three months trying to contact more than 200 organizations - every women's NGO in Macedonia, however, some were not working, could not be reached, or had closed. The total number of organizations reached for the study was 70; a total of 34 organizations interviewed reported working on gender based violence. The chart include information from these organizations.

	not include representation and/or case management.	<ol style="list-style-type: none"> 4. Organization of Women of the City of Skopje, Skopje 5. Women's Organization KITKA, Prilep 6. Women's Association SIRMA, Kumanovo 7. Women's Organization Kumanovka, Kumanovo 8. Nacionalen Romski Center, Kumanovo 9. Group for Women's Rights "Femina, Kumanvo 10. ESE, Skopje 11. Women's Organization in the Municipality of Sv. Nikole 	
Psychological Counseling and Referrals	Nine organizations provide psychological counseling to victims of domestic and sexual violence, trafficking and sexual harassment. This consists mainly of trained volunteers listening to clients and offering advice and/or referrals to government institutions.	<ol style="list-style-type: none"> 1. ESE, Skopje 2. Organization of Women of the City of Skopje, Skopje 3. Women's Association, Bisera, Orhid 4. Citizen's Initiative for Equal Opportunities, SEMPER, Bitola 5. Florence Nightingale, Kumanovo 6. Dajakere chav, Pehcevo 7. Women's Union Ezerka, Struga 8. Organization of Albanian Women, Pespectiva, Prilep 9. SOS, Kumanovo 	
Training for Judiciary and Law Enforcement			Ongoing, intermittent training for judiciary and law enforcement personnel on trafficking and domestic violence.
Printed Educational Materials (brochures, leaflets, posters)	Twenty-three organizations publish leaflet, fliers, brochures and posters on their services. One organization, (ESE), conducted a study on domestic violence in Macedonia.	<ol style="list-style-type: none"> 1. ISKRA, Bitola 2. Eko-Zena, Bitola 3. ANIK, Kichevo 4. Women's Organization Luna, Makedonksi Brod 5. Hajat, Turkish Women's Organization Struga 6. PRESTIZ, Bitola 7. Harizma, Kicevo 8. Halcha al Brova, Kumanovo 9. Women's Organization, Strumica 10. Association of Albanian Women Intellectuals, Kumanovo 11. KITKA, Prilep 12. SIRMA, Kumanovo 	

		<ul style="list-style-type: none"> 13. Women's Organization Kumanovka, Kumanovo 14. Nacionalen Romski Centar – Kumanovo 15. Feminia, Kumanovo 16. SOS, Kumanvo 17. Organization of Albanian Women, Pespectiva, Prilep 18. Women's Union Ezerka, Struga 19. Florence Nightingale, Kumanovo 20. SEMPER, Bitola 21. Women's Association Bisera, Orhid 22. ESE, Skopje 23. Organization of Women of the City of Skopje, Skopje 	
Educational Campaigns			A national campaign to prevent trafficking was organized with the help of IOM in 2003.

Mapping Women's NGOs in Macedonia – UNIFEM Data Sheet

I. Organization (All WNGOs)

Name of Organization:

Address:

Contact person:

Position:

Telephone:

Fax:

E-mail:

Funding Sources:

Annual Budget:

Number of full time staff members:

Publications (titles, dates and copy):

II. Scope of Work (All WNGOs)

1. In which of these activities is your organization involved? (See definitions of terms)

- Information/ referral
- Policy development
- Public education
- Advocacy
- Direct service
- Training
- Hotline/SOS
- Other:

2. Please summarize your organization's mandate/mission.

3. In what sectors do you provide most of your services?

- Education
- Legal
- Health/Medical
- Economic
- Psychological
- Housing/shelter
- Other

Please briefly summarize your services in any area you work as noted above.

4. How do people find out about you?

5. In what languages do you provide services?

6. What are the eligibility requirements to receive services? (age and others)

7. How long has your organization been in operation?

III. Work on Gender-Based Violence

1. What types of violence are most of your clients facing? (domestic, rape, trafficking, sexual harassment, etc.)

2. How many victims of gender-based violence did you serve in 2005? If you have statistical information/records, can you share a copy with us?

3. Please describe the process by which victims receive assistance from your organization. (Step by step).

4. Describe your clients (approximate percentages served in one year)

Program or Activity	Urban or Rural	Age range	Ethnicity	How Long Victims Receive Services (Avg)	Gender

Mapping Women's NGOs in Macedonia Interview Guide

Part I: Services

1. Please describe the process of providing services work you for each of the sectors we discussed on the data sheet (legal, health/medical, etc)
2. What services or information are most commonly requested? Do you collect any data on this? If so, can we have a copy?
3. Please describe your implementation partners.
4. How did you services evolve? (Which kinds of services did you start with and how have they changed over time?)
5. What are the biggest challenges you face in providing services to victims?
6. Please describe the differing needs of women from rural vs. urban populations whom you serve
7. Please describe the differing needs of women from various ethnic groups whom you serve
8. Please describe the differing needs of women from different age groups whom you serve
9. What services do you offer to children?

Part II: Staff and Organization

1. How do you recruit and hire staff?
2. List the major positions within your organization.
3. What are the qualifications for these positions?
4. How do you promote volunteerism?
5. What kind of training do you provide to staff and volunteers and how often?
6. What does your organization need in order to further promote your staff's professional growth?
7. What does your organization need in order to grow (funding, more information, training, etc)
8. What is your organization's biggest challenge?
9. What do you consider your organization's biggest achievement?

Part III: Government/Institutional Support

1. In what areas do you feel the government provides sufficient support for victims of gender-based violence?
2. In what areas is government support most lacking for victims of gender-based violence? (policy, funding, legal prosecution, etc.)
3. How is the government supporting your organization specifically? (funding, office space, consultants)
4. In what ways does the government support efforts by your organization or others to assist street children who are victims of family violence?
5. How, if at all, does your organization contribute to the development of legislation and policies on gender-based violence?
6. How does legislation on gender-based violence impact your work?
7. Please describe in what ways the judicial system in Macedonia helps victims of gender-based violence?
8. What are some of the most significant problems with the judicial system in assisting victims? (police treatment or training, legal representation, sensitivity/knowledge among judges, etc)

Part IV: Cooperation with other WNGOs and across sectors

1. In what ways do you work with other WNGOs? (please provide specific examples)
2. What do you do if a victim is in need of services your organization doesn't provide?
3. How do you make and keep contact with other NGOs? (Do you meet regularly? If so, how often?)
4. In order to maximize your efforts, what kinds of support or help do you need from other NGOs?
5. If a victim comes to your organization for services you do not provide, (or if she is not eligible to receive services from your organization), what do you do?
6. What prevents NGOs from collaborating more effectively on gender-based violence?
7. How often and for what kinds of services to other NGOs contact you with questions or referrals?
8. Do you have a formal referral system in place? If so, how does it work?
9. Can you look at our list of WNGOs and tell me if you know of any organizations that are not on our list?

Part V: Cooperation with NGOs at the Municipal/Community Level

1. To what extent are government policies and laws implemented at the municipal level? If there is a gap from theory to practice, please explain why you think this happens
2. How do you work with local government? Please provide examples.
3. How do you contact and exchange information with local institutions that can help victims? (medical facilities, police departments, school counselors)
4. Are there any other NGOs that can help victims of gender-based violence in your community? If so, how do you work with them?
5. Is any part of the public (municipal or mayoral) budget allocated to providing services to victims of gender-based violence?
6. What is the greatest challenge for NGOs working on gender-based violence at the municipal level?