



**REPORT ON MEASURES TO COMBAT DISCRIMINATION
Directives 2000/43/EC and 2000/78/EC**

COUNTRY REPORT 2013

The former Yugoslav Republic of Macedonia (FYROM)

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State of affairs up to 1st January 2014

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INTRODUCTION

0.1 The national legal system

Explain briefly the key aspects of the national legal system that are essential to understanding the legal framework on discrimination. For example, in federal systems, it would be necessary to outline how legal competence for anti-discrimination law is distributed among different levels of government.

Former Yugoslav Republic of Macedonia (FYROM)¹ is a unitary state with a political system closest to a semi-parliamentarian model. It is a civil law country which adopts the monism principle regarding the relationship between international and municipal law. International law is considered part of the municipal law, and is superior to the domestic laws and bylaws.² Additionally, the Law on Courts states that in individual cases, if deemed fitted and appropriate, the court can use the final judgments of the European Court for Human Rights (ECtHR), International Criminal Court (ICC), or any other international court with jurisdiction over the country.³ But although in theory directly applicable, references to international law in the jurisprudence of the domestic courts are still very rare and, in practice, they do not seem to treat it as higher in the national legal hierarchy than the national laws.

The Constitution enforces the **principle of separation of powers**. The three branches of power are: legislative, executive and judicial branch.

The **legislative** is represented by the Assembly of the Republic, whose members are elected on general, direct and free elections and by secret ballot. The Assembly has, among others, the power to adopt and amend the Constitution, ratify international treaties as well as to adopt and amend laws. There are special procedures in place aiming to secure that no law touching upon issues of relevance for the non-majority ethnic communities in the country shall be adopted without them. This voting key is called a Badenter principle, and it requires two-thirds of the votes of the members with an affiliation to one of the non-majority ethnic communities. Within the frame of the Assembly, there is a Standing Inquiry Committee on Human Rights. This is a political body, tasked to follow and alert on developments related to Human Rights.

¹ The constitutional name of the country is 'Republic of Macedonia'. However, pending settlement with Greece on the (on-going) name dispute, under the UN Resolution A/RES/47/225, the country was admitted as UN member under the temporary reference "the former Yugoslav Republic of Macedonia", which is the term used by the European Commission, thus also used for the purposes of this report.

² Article 118 of the Constitution states: "International agreements ratified in accordance with the Constitution are part of the internal legal order and cannot be changed by law". Source: Constitution of the Republic of Macedonia". *Official Website of the Assembly of the Republic of Macedonia*.

<http://www.sobranie.mk/en/the-constitution-of-the-republic-of-macedonia.nspx> . Last accessed: 02.07.2014.

³ *Закон за судовите* [Law on Courts]. Official Gazette of the Republic of Macedonia. No. 58/2006, 35/2008, 150/2010; Const.Ct. Decision: Y.6p.256/2007 (16.04.2008), Y.6p.74/2008 (10.09.2008). Art.18(5).

The **executive** is represented by the President (who holds rather ceremonial competences) and the Government (with fifteen ministries, four deputy-Prime ministers and five ministers without portfolio). The President is elected on general, direct and free elections and by secret ballot. The President gives the mandate for Prime Minister to the political party with largest number of seats in the Assembly that appoints a candidate-Prime Minister and government, which is appointed by the Assembly. Within the government, several ministries share competences related to Human Rights. In order to improve the coordination and communication among the government sections on key Human Rights issues, an Inter-ministerial body on Human Rights was established, seated in the Ministry of Foreign Affairs. Aside from this body, and of relevance to this report, it is important to note the role of the Ministry of Labour and Social Policy (MLSP), which is tasked with the coordination and development of non-discrimination activities. The Representative on equal opportunities of women and men is seated in the MLSP; also, each state administrative body is obliged to appoint a coordinator on such equal opportunities.⁴

The **judiciary** consists of the courts.⁵ There are 27 courts of first instance (14 with basic competences, and 13 with expanded competences), 4 courts of appeal, and one Supreme Court. There is also an Administrative Court (court of first instance), and a Higher Administrative Court (court of second instance) with competence in processing administrative cases. Aside from the 'regular courts', there is the Constitutional Court, with primary competence to decide on constitutionality of laws and bylaws.

There are two institutions which can be considered as national Human Rights institutions, both acting as **quasi-judicial bodies**: the Commission for Protection against Discrimination - national equality body (CPAD) and the Ombudsperson of the Republic of Macedonia - with competences pertaining to Human Rights beyond equality and non-discrimination (Ombudsperson).

Local governance⁶ in the country is organized in local self-government units. These units are eighty municipalities⁷ and the City of Skopje (as a separate local self-government unit).

⁴ *Закон за еднакви можности на жените и мажите* [Law on Equal Opportunities of Women and Men], Official Gazette of the Republic of Macedonia No.06/2012.

⁵ The Judicial Council is the body established to secure and guard the autonomy and independence of the courts. Under the Law on the Academy of Judges and Public Prosecutors a public institution was established for vocational training of candidates for judges and public prosecutors.

⁶ Undergoing process of decentralisation foresees further transfer of competences from central government to units of local self-government in phases.

⁷ In 2013, according to the Law on Territorial Organization of the Local Self-government, four of the municipalities established in 2004 ceased to exist as separate municipalities and became part of the Municipality of Kichevo. Source: *Закон за територијална организација на локалната самоуправа* [Law on Territorial Organization of the Local Self-government], Official Gazette of the Republic of Macedonia, No.55/2004, 12/2005, 98/2008; Const.Ct.Decision: У.бр.40/2005 (26.10.2005). Art.16

Protection in discrimination cases, depending on the personal and material scope of the case, can be sought under **several procedures**: criminal procedure,⁸ civil procedure,⁹ administrative procedure,¹⁰ quasi-judicial procedure,¹¹ and a procedure in front of the Constitutional Court.¹²

As there was no comprehensive legislation on anti-discrimination until April 2010 when the Law on Prevention and Protection against Discrimination (Anti-discrimination Law) was adopted, protection and measures to combat discrimination were found scattered in various laws. Almost all of these provisions are still in force, making the national legal framework not harmonized internally.¹³ The implementation of the Anti-discrimination Law commenced on 01 January 2011. The equality body established under this law – CPAD, is the first body of its kind in the country.¹⁴ It started operating on the 1st of January, 2011. The text of the Anti-discrimination law and the adoption procedure were subject to severe critique, as was the equality body members' appointment procedure, due to their incomplete alignment with/breach of international law and principles (more details provided below in the relevant sections of this report).¹⁵

⁸ Criminal procedure is an option for the discrimination cases which amount to a criminal offence.

⁹ Under various laws, in civil proceedings (more details follow in the report below).

¹⁰ Including for misdemeanors.

¹¹ In front of the Commission for Protection against Discrimination and in front of the Ombudsperson.

¹² Citizens have the right to lodge "Requests for protection of human rights and freedoms" to this court when they deem they have been discriminated against on the grounds stipulated in the Constitution. This is a procedure based on urgency, and is envisaged as a mechanism to safeguard the set of rights laid out in the Constitution from unconstitutional acts (laws and bylaws). However, the effectiveness of this mechanism is still under question (according to the ECtHR, a legal remedy needs to be effective not just in theory but also in practice, while in its over twenty years of existence the Constitutional Court only once decided in favour of the applicants seeking protection under such a request, and has discarded almost all of the filed cases).

¹³ With assistance by the OSCE, the CPAD will conduct in 2014 an analysis on the harmonization of the Anti-discrimination Law with international law, and of other national laws with the Anti-discrimination Law (which acts as a *lex specialis* to these laws). The harmonization analysis should be completed and published by the end of 2014.

¹⁴ According to the preparatory documents for the law, this equality body is the competent body for the Directives 2000/43 and 2000/78.

¹⁵ For more, see: "How Macedonia can keep pace with European standards for prevention and protection against discrimination". CRPRC Studiorum, Policy Brief Series, 2010.

<http://studiorum.org.mk/en/?p=688>. Last accessed: 15.03.2014.

Another issue one must have in mind in order to understand the national legal system and the legal framework on equality and non-discrimination, is the existence of **terminological inconsistencies**.¹⁶ Notably, the same terms are used in various laws to refer to seemingly equivalent but in essence different terms, and also different terms are used to refer to terms of equivalent meaning. The Constitution and the laws are not consistent in the terminology they use in relation to discrimination and grounds of discrimination, resulting even with un-alignment with international law. The Anti-discrimination Law provided for definitions of basic terms, such as: affirmative measures, discrimination, person, architectural surrounding, marriage, equality, effective protection, legitimate (objectively justified) aim, legitimate interest, marginalized group, adjustments of infrastructure and services. However, some of these definitions contradict with definitions under other laws, as well as with relevant international law (noted in the appropriate sections of the report below). Moreover, the terminology used cannot be considered as sensitive and non-discriminatory (especially when it comes to people with disabilities).¹⁷

Set of **positive actions** have been developed in the country, as a result of the mixed ethnic makeup of the population, and especially as a direct result of the 2001 armed conflict and the signing of the Ohrid Framework Agreement (OFA). OFA was signed, *inter alia*, with an aim to advance the position of minority communities in the country, and to preserve and reflect the multi-ethnic character of the country in public life, including through actions directed towards non-discrimination and equitable representation. This agreement was reflected in the Constitution via amendments¹⁸ and later also in numerous laws. These changes regulate, *inter alia*, the use of language and the provision of 'equitable' representation in public administration and public institutions. The fundamental values of the Constitution (Article 8) were enlarged by introducing the principle of adequate and equitable representation of citizens from all communities in the government and other public institutions at all levels. Use of languages other than Macedonian and activation of certain provisions on achieving equality on grounds of ethnic affiliation comes into force if and when a minimum of 20 per cent of the population belongs to a particular minority ethnic group.¹⁹ All these provisions are restricted exclusively to citizens.

¹⁶ The author would like to draw the attention to several terminology inconsistencies regarding the terms used for grounds of discrimination. These are:

- Disability: In the Constitution and in most of the national laws, the terms "*invalid*" and "*invalidity*" are used in place of *disabled* and *disability*. The term "*invalidity*" is used even in the titles of some state bodies. The term *disability* used in the text of this report is not a literal translation of the wording of legislation.

- Gender: on occasions, sex and gender are used interchangeably.

- Sexual orientation: another term that could be encountered for this ground is "sexual direction" (Art. 6, para. 1 of Law on Labour Relations, and Art. 9 of Law on Volunteering).

¹⁷ Appropriate notes on these inconsistencies are provided below in the report.

¹⁸ Constitution of the Republic of Macedonia". *Official Website of the Assembly of the Republic of Macedonia*. <http://www.sobranie.mk/en/the-constitution-of-the-republic-of-macedonia.nspx> . Last accessed: 02.07.2014. Amendments IV, V, VI, VII, VIII, IX, X, XI, XII, XIII, XIV, XV, XVI, XVII and XVIII.

¹⁹ *Ibid.* Art.7.

Cooperation with NGOs remains dubious. The practice of cooperation (including involvement of NGOs in public and/or legal policy consultation processes, on projects, provision of services, capacity building activities, etc) of the government with selected NGOs continues, as does the practice of generating government-organized non-governmental organization (GONGOs), which was later mirrored in the practice by the opposition which seems to ‘produce’ its own “NGOs”.²⁰

0.2 Overview/State of implementation

List below the points where national law is in breach of the Directives or whether there are gaps in the transposition/implementation process, including issues where uncertainty remains and/or judicial interpretation is required. This paragraph should provide a concise summary, which may take the form of a bullet point list. Further explanation of the reasons supporting your analysis can be provided later in the report.

This section is also an opportunity to raise any important considerations regarding the implementation and enforcement of the Directives that have not been mentioned elsewhere in the report.

This could also be used to give an overview of the way (if at all) national law has given rise to complaints or changes, including possibly a reference to the number of complaints, whether instances of indirect discrimination have been found by judges, and if so, for which grounds, etc.

Please bear in mind that this report is focused on issues closely related to the implementation of the Directives. General information on discrimination in the domestic society (such as immigration law issues) are not appropriate for inclusion in this report.

Please ensure that you review the existing text and remove items where national law has changed and is no longer in breach.

The national anti-discrimination legislation is in breach with the Directives in several areas outlined below. Breaches with the text and the spirit of the directives are as follows:

- In general:
 - The Constitution and the laws are not consistent in the terminology they use on discrimination and grounds of discrimination, thus generating legal uncertainty;
 - The Constitution and the laws proscribe various procedures (one can say, allowing for forum shopping to take place) and rather vague sanctions.

²⁰ Радио слободна Европа - Radio Free Europe. ‘Протести и контра-протести’ [Protests and Counter-Protests]. 27.01.2011. <http://www.makdenes.org/content/article/2289001.html>. Last accessed: 22.03.2014.

- The Constitution:
 - Principle of equality is foreseen only for citizens of the country.
 - It contains a closed list of grounds for protection against discrimination, and disability, age and sexual orientation are not part of this list. Belief is part of this provision, however only the political and religious belief.²¹
 - Terminology used in the Constitution for people with disabilities cannot be considered as in compliance with the spirit of the directives.
- Anti-discrimination Law:
 - Essential weaknesses:
 - The object of the Law is not precisely defined. This resulted in adopting an Anti-discrimination Law which does not aim to contribute to the upholding of the principle of equality, which lies in the essence of the Directives.
 - The area of implementation of the Law is not precisely defined.
 - Although the Law contains a list of grounds in an open-ended provision, it does not explicitly include all standard EU grounds of discrimination. Namely, sexual orientation is not listed as a protected ground in this law.²²
 - According to the Directives, persons who consider themselves wronged because the principle of equal treatment has not been applied to them establish only facts from which it may be presumed that there has been discrimination. The Law, places a huge part of the burden in proving discrimination to the complainant, asking for submission of “*facts and proofs* (emphasis added) from which the act or action of discrimination can be *established* (emphasis added)”,²³ unlike the Directives which set a requirement for *facts* from which the discrimination may be *presumed*. This means that although the law claims that it is not the complainant that is to prove the facts but the respondent, we cannot say it is providing for a reversed burden of proof, as per the directives, as a step towards proving the facts is placed on burden of the complainant by asking for proofs aside from laying out of all known facts in relation to the case and leaving the respondent to show these facts as non/existent (i.e it makes a step from *onus proferendi* to *onus probandi*).
 - Unlike the EU Directives which state that "Member States shall encourage dialogue with non-governmental organizations which have, in accordance with their national law and practice, a legitimate interest in contributing to the fight against discrimination on grounds foreseen in the Directives, with a view to promoting the principle of equal treatment", the national legislation does not mention cooperation with NGOs.

²¹ From other grounds protected on EU level, gender is also not part of this provision, but sex.

²² The practice of the CPAD, though, shows that it does consider sexual orientation as protected ground, as it has processed several cases pertaining to this ground, and using the open-ended character of this provision.

²³ *Закон за спречување и заштита од дискриминација* [Law on Prevention and Protection against Discrimination], Official Gazette of the Republic of Macedonia, No.50/10; Const.Ct. Decision: У.бр.82/2010 (15.09.2010). Arts.25 (para.2), 38.

- The forms of discrimination as well as their definitions are not fully harmonized with the European ones. The definition of direct discrimination is unnecessarily complicated.
- The Law contains a wide, imprecise list of exceptions from discrimination. Such a list opens space for legal uncertainty. Moreover, some of these exceptions can be considered as in breach of the EU directives. For example, it shall not constitute discrimination if members of duly registered religions (this also applies to NGOs, political parties, trade unions and other organisations) act in accordance with their belief (Art.14, para.1, line 5). This would mean that this excuses these members even if, in doing so, they are discriminating on the grounds mentioned in Article 3 of the Anti-discrimination Law.
- The mechanism for protection foreseen in the Law is not precisely defined. Selection of members of the equality body is prone to political influence. Moreover, the competence of the members cannot be secured as the law does not require strictly for education and practice related to 'human rights' but to social sciences in general. Such provision can cause problems in practice.²⁴ Also, and although CPAD is financed under the state budget, the state allocated budget is not enough for this body to exercise its full mandate, thus bringing its effectiveness under question.
- The provisions on the sanctions foreseen in the law cannot be considered to be good grounds for making effective, dissuasive and proportionate sanctions.

Technical weaknesses:

- The Law contains an article with definitions of terms used in the law which added to terminological confusion already existing before its adoption, instead of contributing to its resolving. This list also contained terms not used in the law at all. Also, legal terms and key concepts were unnecessarily redefined (for example the term "family").
- The Law did not foresee any transitional provisions, preparatory activities for commencement of the implementation of the law, nor any deadlines for initiation and completion of these activities.
- The Law did not foresee procedures for unification of provisions, notably nulling or amending provisions in other laws which are not in line with this law as a *lex specialis*.

Ex-post evaluation of the implementation of the law:

- In 2013, the Ministry of Labour and Social Policy (MLSP) conducted an ex-post evaluation of the implementation of the Anti-discrimination Law, evaluating the process and the results from the implementation of this law, focusing on the prevention of discrimination and protection against

²⁴ This was already the case with the establishing of the Commission for Protection Against Discrimination. For more on this, please see: Flash Report, "The Assembly of the Republic of Macedonia appointed the members of the Commission for Protection against Discrimination", (01.02.2011). Available at: http://www.non-discrimination.net/content/media/MK-7-Members_of_first_equality_body_appointed.pdf. Last accessed: 22.03.2014.

discrimination. The results show that the aims of the law were only partly reached, which, according to the evaluation report, is justified given the amount of state-budget funds allocated for the implementation of the Law. Although noting numerous points where the implementation can be improved, the report explicitly spelled out only three recommendations for legislative changes for improving the implementation: amending the Anti-discrimination Law to allow for the establishment of an administrative support for the CPAD; explicit prescription of the “shift of burden of proof” for the CPAD; and enhancing the CPAD accountability mechanisms.

- Other laws:
 - Other laws are not fully in line with the Anti-discrimination Law, nor with the Directives (in terminology they use, listing protected grounds, definitions on direct discrimination, omitting victimisation, social dialogue, etc). The harmonisation of the legal framework with the ADL has been identified as a general strategic goal in the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability adopted in May 2012, and was part of the activities foreseen under the Action Plan for its implementation for 2013, including a continuous monitoring of the legislations from the perspective of international standards, in particular the EU Directives and the CJEU practice.²⁵ However, this harmonization has not taken place yet.²⁶
 - An exception to this would be the Law on Labour Relations which needs very few amendments to be in line with the Directives. This would be amending the definition on harassment, which is not completely in accordance with the Directives,²⁷ adding provisions on instruction to discriminate, as well as clarifying possibilities for positive actions and reasonable accommodation for people with disability.²⁸

0.3 Case-law

*Provide a list of any important case-law in 2012 within the national legal system relating to the application and interpretation of the Directives. (The **older case-law mentioned in the previous report should be moved to Annex 3**). Please ensure a follow-up of previous cases if these are going to higher courts. This should take the following format:*

²⁵ Action Plan (2013) for implementation of the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability for 2012-2015. *Ministry of Labour and Social Policy Website*. http://www.mtsp.gov.mk/WBStorage/Files/akciski_1_eng.doc. Last accessed: 22.03.2014.p.5.

²⁶ Please see also footnote 14 above.

²⁷ The Law on Labour Relations definition refers to establishing behaviour, instead of creating an offensive environment. Source: *Закон за работни односи – пречистен текст* [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia. No. 52/2012.

²⁸ *Закон за работни односи – пречистен текст* [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia. No. 52/2012. Art.9.



Name of the court

Date of decision

Name of the parties

Reference number (or place where the case is reported).

Address of the webpage (if the decision is available electronically)

Brief summary of the key points of law and of the actual facts (no more than several sentences).

→ Please use this section not only to update, complete or develop last year's report, but also to include information on important and relevant case law falling under both anti-discrimination Directives (Please note that you may include case-law going beyond discrimination in the employment field for grounds other than racial and ethnic origin)

Please describe trends and patterns in cases brought by Roma and Travellers, and provide figures – if available.

Brief note:

Availability of cases for public: under law, courts are now obliged to publish their judgments online. However, this practice is still uneven among the courts, as is the friendliness of their search engines, often making it close to impossible to identify the practice of the court pertaining to a specific issue or in a given period. The practice of the CPAD is published online only for its first year (2011),²⁹ and the one on the Ombudsperson is not published online at all, save for statistical summaries, and brief description of selected cases in its annual report. It would be safe to say that a practice of full publication online and in print is available only of the verdicts of the Constitutional Court.

Cases presented here coming from the courts' practice are the only cases, rather than important cases. This is so because cases on discrimination brought to judicial institutions are in very small numbers. The reporting to the CPAD and the Ombudsperson is higher, however it is still deemed low (especially for the Ombudsperson, as every year the percentage of discrimination cases filed to the Ombudsperson is the lowest one when compared on other breaches of rights). The same goes for the Constitutional Court, while cases in front of the regular courts are still difficult to identify and are not specifically reported.

The CPAD received 84 cases in 2013 (which is an increase compared to 2012, when it received 75 cases). These cases were on the following discrimination grounds: 21 on ethnicity, 8 on health status, 9 on belonging to a marginalised group, 12 on personal or social status, 6 on mental or physical disability, 7 on education, 6 on social origin, 9 on sex, 5 on religion or religious belief, 12 on political affiliation, 4 on age, 2 on family or marital status, 1 on other beliefs, 3 on race, 2 on colour of skin, 2

²⁹ Under a PROGRESS project conducted in 2013, the CPAD was to receive assistance with publishing all of its cases online. To this date this activity has not taken place yet.

on property status, 1 on citizenship, 1 on language, and 12 under 'any other ground'. Please note that some of the cases were submitted on several grounds thus the total number of cases does not reflect the sum of the cases on the individual grounds. No detailed statistics as to representation of grounds and/or combination of grounds in multiple discrimination cases are published. In filed cases, the alleged discrimination was in the following fields: 36 in employment and labour relations, 10 in education, science and sports, 9 in social security, 9 in access to goods and services, 7 in judiciary and administration, 2 in public information and media, 2 in membership in unions, political parties, associations, and other organizations based on membership, 1 in housing, 1 in culture, and 6 in other fields as provided for under the law. The body does not include statistics nor offers reasons for the backlog of cases in its annual reports.

63 discrimination cases were filed to the Ombudsperson (which represent 1,35% of the total number of cases). The trend of domination of the cases in the field of employment and on grounds of ethnicity continued in 2013.

In 2013, the Constitutional Court decided on ten cases on discrimination (out of twenty two received, and thirteen closed cases for the protection of the freedoms and rights). It did not find a breach in any of the discrimination cases (nor in any of the remaining three cases for protection of the freedoms and rights), thus continuing with demonstrating reluctance in finding discrimination.

The 2013 Ombudsperson's annual report notes a tendency when it comes to Roma cases. Namely, the Ombudsperson noted an increased number of reported cases on discrimination on ethnic grounds by Roma persons, due to returns from the borders of the state.³⁰ The recommendations issued by this institution on grounds of cases filed by Roma persons that were returned from the border were not accepted by the Ministry of Interior (Moi). In relation to these cases, the Ombudsperson requested information from the competent services – in this case the border police, and pointed out the prohibition of discrimination on any ground in relation to this issue. It filed information to the Minister of Interior and to the Government highlighting the compulsory and legally binding nature of the right to free movement vis-à-vis national and international standards, as well as the prohibition of discrimination on any ground in relation to this right. The Ombudsperson recommended mandatory safeguard of the right to free movement of all citizens of the state.

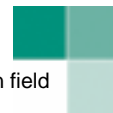
Name of the court: CPAD

Date of decision: 19 April 2013

Name of the parties: B.K. v OU Straso Pindzur and Gjorce Petrov Police Station

Reference number (or place where the case is reported): 07-561/10 (not reported)

³⁰ For context and more detailed elaboration, please see: Flash report MK-32 "Discrimination in relation to free movement of Roma by border officers". http://www.non-discrimination.net/content/media/MK-32-CourtCase_Roma.pdf Last accessed: 02.07.2014.



Address of the webpage (if the decision is available electronically): n/a

Brief summary: The case started from a fight which took place in a primary school among two children, one of Roma and one of Macedonian origin, both pupils at the school. Immediately after the fight, the father of the child of Macedonian ethnic origin came to the school and hit the child from Roma ethnic origin, leaving him with visible physical marks (noted in the doctor's report). Considering that there is unequal treatment in the reaction of the school authorities on the physical violence suffered by the child with Roma ethnic origin, as well as by the police in their subsequent reaction when the father of the Roma child and the child went to report the case in the police, as they all failed to react to the event, they filed the case to the CPAD.

From the documents filed by the applicants' lawyer, it follows that there are evidence which point to possible discriminatory behaviour. However, the evidence filed by the school and the police show different facts on the same situation.

The CPAD found that there was no discrimination in this case. They considered that the school did not have a record of discriminatory behaviour, which they concluded from the fact the school was participating in projects on integration of Roma children in schools (supported with statements from the NGO partner), and from the fact that the police did accept to file a report and did collect a statement from the father and the child.

Name of the court: CPAD

Date of decision: unknown (date of filing the case: 20 March 2013)

Name of the parties: CSO Sumnal v MARCEM DOO SKOPJE (or place where the case is reported): 07-633/01 (not reported)

Address of the webpage (if the decision is available electronically): n/a

Brief summary: This is a case regarding discrimination against Roma persons hired for provision of services through a sub-contracted company. In this case, the sub-contracted company "Land Service" was asked by the contracting company "MARCEM" to "remove" all employees of Roma ethnic origin that worked in the food department at City Mall (one of the largest trade centres in Skopje). The case was filed to CPAD by Sumnal, a CSO dealing with Roma rights. In this case, CPAD found that there is a direct discrimination on grounds of ethnic belonging.

CPAD issued an opinion stating that MARCEM should not allow neither exhibition of prejudice in any kind of internal communication nor should it separate the contracted Roma workers from the other ones; should pay additional attention towards each unfavourable treatment, distinction, exclusion or limitation which, as a consequence has, or could have the deprivation, violation or limitation of the equal recognition and enjoyment of human rights and fundamental freedoms, compared to the treatment that another person could have had under same or similar conditions. Also, a recommendation that MARCEM returns all expelled workers from their working positions, inter alia as a confirmation of no discriminatory intent which MARCEM claims is the case in its communication to the CPAD. The final recommendation was that, in its further work, MARCEM should respect the individual and the community

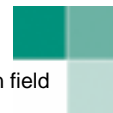


no matter which ethnic, social, religious or other type of community is concerned by its actions.

Although containing elements from which “instruction to discriminate” can be presumed, CPAD did not find such a breach in this case. No follow up on this case has been reported.

Note: Land Service itself later filed a case to the CPAD (Case: 07/705); however CPAD did not initiate proceedings, as it has already decided on the matter (Conclusion: 07/705/2, 23.05.2013). Land Service also filed a request to the Constitutional Court for protection of the freedoms and rights (protection against discrimination). However, in line with the already established principle by this institution, the case was rejected as filed by a legal and not a natural person.³¹

³¹ Constitutional Court Decision 65/2013-0-0 (06.11.2013).



1 GENERAL LEGAL FRAMEWORK

Constitutional provisions on protection against discrimination and the promotion of equality

- a) *Briefly specify the grounds covered (explicitly and implicitly) and the material scope of the relevant provisions. Do they apply to all areas covered by the Directives? Are they broader than the material scope of the Directives?*

In Article 9, the 1991 Constitution deals with equality regardless of sex, race, colour of skin, national or social origin, political and religious belief, property and social status. In defining cases in which the freedoms and rights of the individual and the citizen may be limited, the Constitution specifies (in Article 54) that this limitation may not be discriminatory with regard to sex, race, colour, language, religion, national or social origin, property or social status.

Compared to the Directives, racial and ethnic origin, and (political and religious) belief³² are covered. Disability,³³ age³⁴ and sexual orientation are not included in these provisions. The aforementioned list of protected grounds is not open-ended. The principle of non-discrimination covers all fields from the Directives, however it does not go beyond the material scope of the Directives. Personal scope is limited, as protection under the discrimination clause includes protection only of citizens, not of every individual. The practice of the Constitutional Court also makes it clear that protection is not provided for legal persons, but only for natural persons³⁵ (as opposed to the Anti-discrimination Law which applies to both natural and legal persons).

- b) *Are constitutional anti-discrimination provisions directly applicable?*

Constitution states that every citizen may invoke the protection of freedoms and rights determined by the Constitution before the regular courts, as well as before the Constitutional Court, through a procedure based upon the principles of priority and

³² Although belief is stated in this provision as being only limited to political and religious belief, the formulation of Article 16 implies a wider notion of this ground, meaning that could be considered legitimate grounds for initiating an anti-discrimination case at the Constitutional Court. This article guarantees freedom of personal conviction, conscience, thought and public expression of thought. Religious belief is separately further elaborated in article 19 which states that freedom of religious confession is guaranteed, as well as is the right to express one's faith freely and publicly, individually or with others. It continues by presenting the principle of separation of state and church, and noting the possibility to establish schools and other social and charitable institutions, by means of a procedure regulated by law. Source: Constitution of the Republic of Macedonia". *Official Website of the Assembly of the Republic of Macedonia*. <http://www.sobranie.mk/en/the-constitution-of-the-republic-of-macedonia.nspx>. Last accessed: 02.07.2014.

³³ Disability is mentioned only in the context of social assistance but not in the equality clause.

³⁴ Age is mentioned as a term only in the context of electoral rights (age 18), the minimum working age (age 15) and the minimum age for the President of the Republic (age 40).

³⁵ See, for example, Constitutional Court decision, У.Бр: 157/2013-0-0 (25.12.2013).



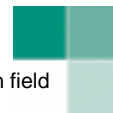
urgency. In 2012,³⁶ the Constitutional Court decided in 27 cases in relation to protection of Human Rights and fundamental freedoms (protection against discrimination falls within this category). It did not find a breach in 6 cases (2 of which discrimination cases) and rejected 21 of the cases (15 of which discrimination cases). The regular/ordinary courts, have a practice of rejecting cases claiming violation of Human Rights, on grounds of the Constitution.

The Constitution also guarantees judicial protection of the legality of individual acts of the state administration, as well as those of other institutions carrying out public mandates (Art.50, para.1). One can conclude from this that the provisions are directly applicable. However, this does not seem to be so in practice. The practice shows that mechanisms foreseen in the laws, which enable regular courts to directly apply the constitutional anti-discrimination provision, have had no practical use, and that no verdicts have been delivered under this mechanism. In practice courts insist that a lawsuit is brought invoking provisions of specific laws (no matter which procedure is at stake), and tend not to implement directly the Constitution. On the other hand, the Constitutional Court's practice is such that it clearly avoids revising regular court verdicts and decisions. Another side effect of this is that regular courts never request interpretation of constitutional provisions by the Constitutional Court and close to never implement its interpretations.

c) *In particular, where a constitutional equality clause exists, can it (also) be enforced against private actors (as opposed to the State)?*

There is no specific provision in the Constitution on the public and private sector in this context. Therefore there is no reason to suppose that the private sector is not under the jurisdiction of constitutional provisions.

³⁶ The statistics for 2013 were not available yet at the date of writing of this report.



2 THE DEFINITION OF DISCRIMINATION

2.1 Grounds of unlawful discrimination

Which grounds of discrimination are explicitly prohibited in national law? All grounds covered by national law should be listed, including those not covered by the Directives.

Anti-Discrimination Law grounds for unlawful discrimination are enumerated in a separate article on grounds of discrimination (Art.3) and are later repeated within the definition of discrimination (Art.5, para.3). Grounds enumerated in Article 3 of the Anti-Discrimination Law are: sex, race, colour, gender, belonging to a marginalized group, ethnic affiliation, language, citizenship, social origin, religion or religious conviction, other forms of belief, education, political affiliation, personal or social status, mental or physical disability, age, family or marital status, property status, health condition. Article 3 is an open-ended provision. As can be noted, this law covers all Directives grounds except sexual orientation.³⁷ Thus, the full list of grounds is not wider, as the initial minimum core protection is not explicitly ensured by law.

As until 2010 there was no comprehensive legislation on anti-discrimination in the country, the provisions prohibiting anti-discrimination, and containing protected grounds, were scattered throughout many laws. These laws remain in force as such, as the Anti-discrimination Law did not foresee any unification between it (as *lex specialis*) and these other laws. This is foreseen as one of the activities in the Operational Plan for the implementation of the National Equality Strategy that was adopted in 2012. The deadline foreseen for its implementation is by end of 2013.

Lists of grounds are included in the following laws:

- Law on Courts: article on aims and functions of courts states that courts aim to secure equality, equal rights and non-discrimination on any ground (Art.3, para.1-3); everybody has equal access to the courts (Art.6, para.1); during the election of judges and lay judges, there should be no discrimination on the basis of sex, race, colour of skin, national and social background, political and religious beliefs, or property or social status (Art.43, para.1).

³⁷ Omitting sexual orientation as a protected ground added confusion from a practitioners' point of view, given that it is already part of several other laws that cover same fields. These laws include: *Закон за заштита на права на пациенти* [Law on Protection of Patients' Rights], Official Gazette of the Republic of Macedonia. No. 82/2008, 12/2009, 53/2011 (Art. 5, para.2); *Закон за волонтерство* [Law on Volunteering], Official Gazette of the Republic of Macedonia. No. 85/2007, 161/2008 (Art. 9); *Закон за работни односи – пречистен текст* [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia. No. 52/2012. (Art. 6, p.1); *Закон за јавно здравје* [Law on Public Health], Official Gazette of the Republic of Macedonia. No. 22/2010, 136/2011. Art.16(5). Furthermore, the aforementioned Law on Public Health was in procedure in Parliament in parallel with the Anti-discrimination law.

- Criminal code:³⁸ article on breach of equality among the citizens covers sex, race, colour, national or social origin, political and religious belief, property and social position, language or any other personal quality or occurrence (Art. 137, para.1); article on incitement of national, racial or religious hatred, divisions and intolerance covers national belonging, race and religious belief (Art.319, para.1); article on spread of racist and xenophobic materials through computer systems covers racial, colour, national or ethnic origin, or religious belief (Art. 394-r); article on racial and other discrimination covers race, colour, national or ethnic origin (Art. 417, para.1).
- Law on Execution of Sanctions: covers race, colour, sex, language, religion, political or other beliefs, national or social origin, relation, property and social status or other status. Grounds refer to the person whose sanction is being executed. Special notion is made of the religious feelings, personal convictions and moral norms of the persons against whom the sanctions are enforced and which must be respected (Art.4, para.2,3).
- Law on Labour Relations: race or ethnic origin, colour, sex, age, health condition i.e. disability, religious, political or other belief, membership in a trade union, national or social origin, family status, property status, sexual orientation,³⁹ or other personal circumstances (Art.6, para.1).
- Law on Child Protection: race, colour, sex, language, religious conviction, political and other belief, national, ethnic or social origin, cultural and other affiliation, property status, disability, birth, or other status (Art.12, para.1).
- Law on Social Protection: sex, race, colour, national, ethnic social, political, religious, cultural, language, property and social belonging, disability and origin (Art.20, para.1).
- Law on Patients' Rights: sex, race, colour, language, religion, political or any other belief, national or social origin, belonging to a national minority, material position, birth origin, sexual orientation or any other status (Art.5, para.2).
- Law on Public Health: race, sex, national or social origin, or property status, religious belief, sexual orientation, or status of a person with disability (Art. 16. para.5).
- Law on Volunteering: race, colour, sex, age, health status or disability, religious or other conviction, national or social origin, family status, property status, sexual orientation, and other personal circumstances (Art.9).

³⁸ A Criminal Code amendment (adopted February 2014 – beyond the cut-off date for this report) introduced a change in the provision on determining/weighting the sentence. It fully replicated the grounds as noted in Article 3 of the Anti-discrimination Law (explicitly covering sex, race, colour, gender, belonging to a marginalized group, ethnic affiliation, language, citizenship, social origin, religion or religious conviction, other forms of belief, education, political affiliation, personal or social status, mental or physical disability, age, family or marital status, property status, health condition) and ending as an open-ended provision (Art.39, para.5). Source: Кривичен законик [*Criminal Code*]. Official Gazette of the Republic of Macedonia, Nos. 37/96, 80/99, 4/2002, 43/2003, 19/2004, 81/2005, 60/2006, 73/2006, 7/2008, 139/2008, 114/2009, 51/2011, 135/2011, 185/2011, 142/2012, 166/2012, 55/2013, 82/2013, 27/2014, 28/2014.

³⁹ Please see footnote 21 of this report for a note on term used to refer to sexual orientation.



2.1.1 Definition of the grounds of unlawful discrimination within the Directives

- a) *How does national law on discrimination define the following terms: (the expert can provide first a general explanation under a) and then has to provide an answer for each ground)*

Although the Anti-discrimination Law devotes an article to defining terms used in the law (Art. 5), it does not define terms for the Directives' grounds.

Grounds are only enumerated as grounds of discrimination (Art.3 and Art.5, para.3).

- i) *racial or ethnic origin,*

Not specifically defined in the Anti-discrimination Law.

- ii) *religion or belief,*

Not specifically defined in the Anti-discrimination Law.

- iii) *disability. Is there a definition of disability at the national level and how does it compare with the concept adopted by the Court of Justice of the European Union in Joined Cases C-335/11 and C-337/11 Skouboe Werge and Ring, Paragraph 38, according to which the concept of 'disability' must be understood as: "a limitation which results in particular from physical, mental or psychological impairments which in interaction with various barriers may hinder the full and effective participation of the person concerned in professional life on an equal basis with other workers" (based on Article 1 UN Convention on the Rights of Persons with Disabilities)?*

There is no definition of disability in the Anti-discrimination law, thus such the understanding of the CJEU in the case *Skouboe Werge and Ring* cannot be considered as reflected in it. However, please note that the Convention on the Rights of Persons with Disabilities (CRPD) was signed and ratified in 2012. The CRPD provides for a definition of disability which embraces the social model of disability (Article 1 CRPD). Although no further steps were taken regarding the implementation of this document, according to the Constitution the ratification of this Convention means that it has become part of domestic law. This means that individuals can rely on the Convention when they bring cases to courts.⁴⁰

⁴⁰ It should be born in mind that references to international law in front of the domestic courts are scarce, and that practice suggests it is very unlikely that a court will seriously consider applying international law if the specific issue is not somehow linked/referenced in national law (as noted in section 0.1 of this report).

iv) *age,*

Not specifically defined in the Anti-discrimination Law.

v) *sexual orientation?*

Sexual orientation is not part of the provision on grounds of discrimination at all in the Anti-discrimination Law, however, during the drafting of the law, notion of belonging to a marginalized group (together with the open ended clause) was noted in public debates⁴¹ as a substitute to not mentioning sexual orientation in the law.

Marginalized group is defined in the law as a group of individuals unified by a specific position in the society, being object to prejudice, and having special characteristics which make them likely subjected to certain types of violence, and having less opportunities for protection of their rights, or are subjected to an increased possibility for victimisation (Art.5, para.11).

b) *Where national law on discrimination does not define these grounds, how far have equivalent terms been used and interpreted elsewhere in national law? Is recital 17 of Directive 2000/78/EC reflected in the national anti-discrimination legislation?*

Recital 17 can be partially considered as reflected in national legislation. Law on Labour Relations contains a list of exceptions from discrimination, which replicates the formulation of the recital, however is limited only to the recruitment, promotion, maintenance in employment, and does not refer to training in any context (Art. 8).

i) *racial or ethnic origin*

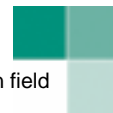
This ground is not defined in the Anti-discrimination Law, or elsewhere in the national legislation.

ii) *religion or belief (e.g. the interpretation of what is a 'religion' for the purposes of freedom of religion, or what is a "disability" sometimes defined only in social security legislation)?*

Law on the Legal Position of the Church, Communities of Faith and Religious Groups⁴² does not define a religion, however provides a definition of "church, communities of faith and religious groups" altogether, defining these three as

⁴¹ Please see: First reading of the Draft-law on Prevention and Protection against Discrimination. Assembly of the Republic of Macedonia. *Website of the Assembly of the Republic of Macedonia*. <http://www.sobranie.mk/materialdetails.nspx?materialId=7053403f-a021-4df0-9695-d548e0d8ea1f>
Last accessed: 03.07.2014.

⁴² *Закон за правна положба на црквите, верските задници и религиозни групи* [Law on the Legal Position of the Church, Communities of Faith and Religious Groups]. Official Gazette of the Republic of Macedonia, No. 113/07; Const.Ct. Decision: У.бр.104/2009 (22.09.2010).



voluntary communities of natural persons connected by the same religious determination without defining which is what or even what the difference between them is. It also defines freedom of belief, thought and consciousness, as a right belonging to every individual that includes freedom to manifest one's own religion or belief, as an individual or with others, publicly or privately.

iii) disability

Definitions of disability or of a person with a disability can be found in several laws, and in view of lack of definition of disability in the Anti-discrimination Law, definitions from other laws can be used in the context of non-discrimination (in the corresponding fields). Law on Social Protection defines a person with a disability as a person with a physical or intellectual⁴³ impairment (Art.17), while the Law on Employment of People with Disabilities finds this to be a person whose disability has been determined by a competent authority (Art.2). This is not further regulated in this law, however one can conclude that the Commission on Determination of Disability (part of the Ministry of Health), as a body that makes decisions on (among others) preconditions for early retirement because of *inter alia* disability is the authority mentioned in this article. Centres for social protection (part of the MLSP) have Committees that include one or more physicians that examine people requesting social assistance on grounds of *inter alia* disability.

iv) age

This ground is not defined in the Anti-discrimination Law, or elsewhere in the national legislation.

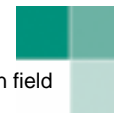
v) sexual orientation

This ground is not defined in the Anti-discrimination Law, or elsewhere in the national legislation. Moreover, sexual orientation is not expressly listed in the open-ended provision on protected grounds in the Anti-discrimination Law. It is listed, however, in other laws, but again it is not defined.

c) Are there any restrictions related to the scope of 'age' as a protected ground (e.g. a minimum age below which the anti-discrimination law does not apply)?

Anti-discrimination Law does not prescribe any restrictions related to the scope of 'age' as a protected ground.

⁴³ 'Intellectual' and 'mental' are sometimes used interchangeably; in the case of this law, intellectual seems to be referring to a disability resulting from mental health problems only.



2.1.2 Multiple discrimination

- a) *Please describe any legal rules (or plans for the adoption of rules) or case law (and its outcome) in the field of anti-discrimination which deal with situations of multiple discrimination. This includes the way the equality body (or bodies) are tackling cross-grounds or multiple grounds discrimination.*

Would, in your view, national or European legislation dealing with multiple discrimination be necessary in order to facilitate the adjudication of such cases?

Multiple discrimination is foreseen in the Anti-discrimination Law, as a grave form of discrimination, and it is defined as discrimination against a person on more (several) discrimination grounds (Art. 12). No further legal rules or case law exists that would provide for a more detailed guidance on how to deal with multiple discrimination cases.

- b) *How have multiple discrimination cases involving one of Art. 19 TFEU grounds and gender been adjudicated by the courts (regarding the burden of proof and the award of potential higher damages)? Have these cases been treated under one single ground or as multiple discrimination cases?*

Multiple discrimination was not foreseen in the national legislation until the adoption of the Anti-discrimination Law. In 2012 no such case was reported by the courts. The Ombudsperson has not yet reported a case on multiple discrimination.

Multiple discrimination cases have been filed to the CPAD. According to its annual report, this body received 84 cases in 2013 (the body does not give statistics in this report as to how many cases remain unprocessed, as a backlog, and the reasons for it). The CPAD reports that in 25 cases the applicants have claimed discrimination on multiple grounds. No conclusions can be drawn yet as to how this equality body processes these cases in terms of consideration of all/several/one ground, levels of sanctions, etc.

2.1.3 Assumed and associated discrimination

- a) *Does national law (including case law) prohibit discrimination based on perception or assumption of what a person is? (e.g. where a person is discriminated against because another person assumes that he/she is a Muslim or has a certain sexual orientation, even though that turns out to be an incorrect perception or assumption).*

Assumed discrimination does not feature in the Anti-discrimination Law or in any other national law.

- b) *Does national law (including case law) prohibit discrimination based on association with persons with particular characteristics (e.g. association with*

persons of a particular ethnic group or the primary carer of a disabled person)? If so, how? Is national law in line with the judgment in Case C-303/06 Coleman v Attridge Law and Steve Law?

Anti-discrimination Law does not contain any notion of a prohibition of discrimination based on association, and neither do other laws. In view of this, national law cannot be regarded as in line with the judgement in Case C-303/06 Coleman v Attridge Law and Steve Law.

2.2 Direct discrimination (Article 2(2)(a))

a) *How is direct discrimination defined in national law? Please indicate whether the definition complies with those given in the directives.*

Anti-discrimination Law defines direct discrimination; however the definition is unnecessarily more complicated than the one in the Directives. Under this law, direct discrimination shall be taken to occur when one person is treated less favourably, or when there is a differentiation, exclusion, or limitation that results or could result in deprivation, violation or restriction of the equal recognition or exercise of Human Rights and basic freedoms as compared to the treatment that another person has or could have in the same or similar conditions (Art.6, para.1). As opposed to the simple comprehensive encompassing wording of the definition contained in the Directives, this definition enters in enumerations of treatment (which are gradations of less favourable treatment), thus adding risk of excluding gradations not mentioned in the definition if restrictive judicial interpretation is applied. It ties the definition to Human Rights and basic freedoms, which is the formulation contained in the Constitution. Given the weak practice of using international human rights law in domestic courts practices, this could also be interpreted restrictively by courts (meaning only to discrimination by deprivation, violation or restriction of the equal recognition or exercise of rights mentioned in the Constitution).

Before the adoption of the Anti-discrimination Law, direct discrimination was defined in several other laws as well. These are the Law on Labour Relations (Art.7, para.2) replicating fully the definition from the Directives and the Law on Social Protection (Art.21, para.1) also presenting definition in line with the Directives. The newly adopted Law on Child Protection (2013), which replaced the former Law on Child Protection (2000) prohibits (Art.13, para.1) and defines (Art. 14, para.1) direct discrimination. This definition is not in line with the Directives as it defines direct discrimination only as a situation where a person *has been* treated less favourably in a comparable situation, but not if the person *would* be treated in such a manner. Although the literal meaning of the provision might suggest that a person that *is* treated less favourably is also not covered under the provision (because of the use of past tense in the provision), such a reading does not seem very likely.



- b) *Are discriminatory statements or discriminatory job vacancy announcements capable of constituting direct discrimination in national law? (as in Case C-54/07 Firma Feryn).*

Yes, this is a possibility under the Anti-discrimination Law. The national equality body – the CPAD, worked on this issue in 2013, analysing discrimination in the job vacancy announcements. Results showed that 24% of these announcements contained discriminatory statements.⁴⁴ The CPAD issued recommendations in this report. As these findings are rather recent (November 2013), it remains to be seen whether and to what extent will its recommendations be transformed into legal and policy changes.

Also, the Law on Labour Relations prohibits discriminatory criteria and conditions for selection of job candidates, thus it can be considered to prohibit discriminatory job vacancy announcements (Art.7, para.4/1). Given the definitions of what constitutes discrimination under this law, one can draw a conclusion that, although not expressly spelled out in the law, such acts can constitute direct discrimination.⁴⁵

A job applicant that has not been selected for the position, and that considers herself/himself discriminated against, can initiate procedures before a competent court of law within 15 days of the receipt of the notification from the employer (Art. 181, para.6).

- c) *Does the law permit justification of direct discrimination generally, or in relation to particular grounds? If so, what test must be satisfied to justify direct discrimination? (See also 4.7.1 below).*

Anti-discrimination Law permits justification of discrimination generally, and does not tie this to single grounds (Art.14). However, several grounds are much more frequent in the justifications numbered, notably religion or belief, age, ethnic origin, gender. There are tests that must be satisfied to justify direct discrimination. These include: objective justification, proportionality, legitimate aim, appropriateness and necessity, genuine and determining occupational requirement.

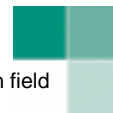
Prior to the Anti-discrimination Law, legislation only included exemptions from discrimination, and did not use justified direct discrimination as such. This also implies the non-existence of tests to be satisfied to justify direct discrimination.

- d) *In relation to age discrimination, if the definition is based on 'less favourable treatment' does the law specify how a comparison is to be made?*

The law does not specify how such a comparison is to be made.

⁴⁴ "Discrimination in the job vacancy announcements – a research report", OSCE and CPAD (2013).

⁴⁵ Although outside of the scope of this report, it is worth noting that the Law contains a specific article prohibiting discrimination in relation to sex (Art.24).



2.2.1 Situation Testing

- a) *Does national law clearly permit or prohibit the use of ‘situation testing’? If so, how is this defined and what are the procedural conditions for admissibility of such evidence in court? For what discrimination grounds is situation testing permitted? If not all grounds are included, what are the reasons given for this limitation? If the law is silent please indicate.*

The law is silent on this issue. Situation testing is discussed and mentioned only by NGOs that work on non-discrimination.

However, the President of the CPAD has publically stated on several occasions that in his view there was room under the Anti-discrimination Law to use situation testing. Thus, although the law is silent on this issue, there seems to be readiness on part of the CPAD to accept the use of situation testing.

- b) *Outline how situation testing is used in practice and by whom (e.g. NGOs, equality body, etc.).*

On very few occasions national NGOs tried using situation testing, with the assistance of trainers from European organizations that have expertise in situation testing. These efforts were conducted within the frame of trainings on doing situation testing, and were not part of any systematic application or regular activities; no results were made public, thus no arguments exist on whether these exercises were carefully planned and documented, as well as whether conditions of comparability, fairness and credibility, and representativeness were respected.

The OSCE Mission to Skopje implemented a capacity building activity for situation testing for CSOs in 2013. The training took place in July 2013, and was conducted by international trainers. Following this activity, and the expressed interest of CSOs to conduct a proper situation testing (where criteria of comparability, fairness and credibility, and representativeness will be respected), it has allocated part of its budget for 2014 for supporting CSOs to conduct a situation testing.

- c) *Is there any reluctance to use situation testing as evidence in court (e.g. ethical or methodology issues)? In this respect, does evolution in other countries influence your national law (European strategic litigation issue)?*

No attempts to use situation testing as evidence in court have been reported.⁴⁶ However, in several public statements the President of the CPAD stated that in his view there was room under the Anti-discrimination Law to use situation testing. Thus,

⁴⁶ Aside from this, and falling outside from the cut-off date of the report (01.01.2014), it should be noted that a case is currently in procedure in court, for which the applicants plan to put forward situation testing results as evidence. No further information exist on this case to this date.



although the law is silent on this issue, there seems to be readiness on part of the CPAD to accept the use of situation testing.

Following from this, no signs of influence from developments in other countries can be reported yet.

d) *Outline important case law within the national legal system on this issue.*

There is no case law in relation to this issue.⁴⁷

2.3 Indirect discrimination (Article 2(2)(b))

a) *How is indirect discrimination defined in national law on discrimination? Please indicate whether the definition complies with those given in the directives.*

Anti-discrimination Law fully replicates the definition of indirect discrimination from the Directives. Indirect discrimination on any protected ground is taken to occur when an apparently neutral provision, criterion or practice would put a person or a group at a particular disadvantage compared with other persons, unless that provision, criterion or practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary (Art.6, para.2).

Definitions of indirect discrimination in accordance with the Directives are also defined in Law on Labour Relations (Art.7, para.3), Child Protection Law (Art.14, para.2) and Law on Social Protection (Art.21, para.2). An exception is justified if the differentiation is based on criteria and practices objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary.

b) *What test must be satisfied to justify indirect discrimination? What are the legitimate aims that can be accepted by courts? Do the legitimate aims as accepted by courts have the same value as the general principle of equality, from a human rights perspective as prescribed in domestic law? What is considered as an appropriate and necessary measure to pursue a legitimate aim?*

Anti-discrimination Law justifies an indirect discrimination if the provision, criterion, or practice can be considered to have a justified aim, and the means of achieving that aim are appropriate and necessary. Lack of judicial practice disables further comprehension of the elements of the tests.

c) *Is this compatible with the Directives?*

The provision of the Anti-discrimination Law is compatible with the Directives.

⁴⁷ Please see section 2.2.1.(b).

- d) *In relation to age discrimination, does the law specify how a comparison is to be made?*

There are no specific references provided on how to develop a test and how to use comparable data in particular cases including in age discrimination cases.

- e) *Have differences in treatment based on language been perceived as potential indirect discrimination on the grounds of racial or ethnic origin?*

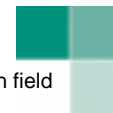
Differences in treatment based on language have been perceived as potential indirect discrimination on the grounds of racial or ethnic origin. It is often argued that positive actions directed towards ethnic communities which comprise over 20 per cent of the population unjustly privilege when compared to ethnic communities below 20 per cent, given that there is only one ethnic community in the country on state level that is over 20 per cent, making such provisions apparently neutral ones.

Notably, the Constitution states that the Macedonian language and its Cyrillic alphabet is the official language throughout the country and in its international relations, and any other language and its alphabet spoken by at least 20 per cent of the population is also an official language⁴⁸ (Art.7 – Amendment V).⁴⁹

A provision which can be seen as unequal treatment does exist in the Anti-discrimination Law referring to the language in which members of ethnic communities can initiate a procedure in front of the Commission, as well as file their cases. Notably, this law states that the procedure in front of the Commission for the persons living in the local self-government units in which at least 20% of the citizens speak an official language different from the Macedonian language can address the Commission in any of the official languages (Art.25, para.3). The internal subsequent procedure is conducted in Macedonian, as the Commission translates these cases into Macedonian. However, taking into consideration that in the above case a

⁴⁸ The Article continues: ... (3) Any official personal documents of citizens speaking an official language other than Macedonian shall also be issued in that language, in addition to the Macedonian language, in accordance with the law. (4) Any person living in a unit of local self-government in which at least 20 per cent of the population speaks an official language other than Macedonian may use any official language to communicate with the regional office of central government with responsibility for that municipality; this office shall reply in that language in addition to Macedonian. Any person may use any official language to communicate with a main office of the central government, which shall reply in that language in addition to Macedonian. (5) In the organs of the Republic of Macedonia, any official language other than Macedonian may be used in accordance with the law. (6) In the units of local self-government where at least 20 per cent of the population speaks a particular language, that language and its alphabet shall be used as an official language in addition to the Macedonian language and the Cyrillic alphabet. With respect to languages spoken by less than 20 per cent of the population of a unit of local self-government, the local authorities shall decide on their use in public bodies.

⁴⁹ Constitution of the Republic of Macedonia". *Official Website of the Assembly of the Republic of Macedonia*. <http://www.sobranie.mk/en/the-constitution-of-the-republic-of-macedonia.nsp>. Last accessed: 02.07.2014. Art.7.



language is taken to be in official use only on local level, as different procedures are valid for state level; and given that the Commission itself does not have local offices in the units of self-government, one can deem that there is an unequal treatment of members of ethnic communities on the basis of their current residence, as such a provision does not seem to serve a legitimate aim, nor does it seem to be necessary and proportionate.

To put it simple, this means that a Turk in the Municipality of Gostivar, for example, can address the Commission in Turkish, while a Turk living in Municipality of Karposh, cannot, or a Roma from Municipality of Suto Orizari can address the Commission in Roma language, while the Roma from Municipality of Bitola cannot, although the Commission does not have local branch offices/units. The fact that such provision is in line with other legislation regulating the use of languages does not change the fact that it has a discriminatory nature and effect.

Several laws, such as the Criminal Procedure Law, Law on Misdemeanours, and the Law on the General Administrative Procedure, also guarantee the use of another language spoken by at least 20 per cent of citizens in the respective procedure. Due to the implementation of these provisions only in favour of the only ethnic community that makes up over 20 per cent of the population, the Albanian community, the smaller ethnic communities believe that not only language rights, but also the whole spectrum of rights in fact is predicated on census findings of over 20 per cent. The fact that they cannot use their own languages in criminal and administrative procedures on equal footing like the state and other languages in use is such an example.

The majority population of ethnic Macedonians believe that they are in a less favourable position since the condition emphasised in the language provisions mentioned above – that the other language is to be used alongside the Macedonian language – is not respected. In practice there are examples where ethnic Albanians use only Albanian language and not alongside the Macedonian language, as prescribed by law. Ethnic Albanians believe or state that the Ohrid Framework Agreement of 2001 is not being well implemented, and that they are still not fully able to practice their language freely and without any inhibitions.

As opposed to these two, the other ethnic communities in the country which under law can enjoy certain benefits under the OFA (so-called “small ethnic communities”)⁵⁰ are often forgotten, and feel that the OFA is a contract leading to creation of a bi-national state and not towards preserving and advancing multiculturalism in the country.

⁵⁰ See sections on non-discrimination in 2011 Baseline Study and Policy Report “Effective Political Participation of the Small(er) Ethnic Communities in Local-Self Government in Macedonia” of the CRPRC Studiorum, at: <http://studiorum.org.mk/en/?p=831>. Last accessed: 22.03.2014.



2.3.1 Statistical Evidence

- a) *Does national law permit the use of statistical evidence to establish indirect discrimination? If so, what are the conditions for it to be admissible in court?*

Anti-discrimination Law does not regulate the use of statistical evidence to establish indirect discrimination. This was not even discussed in the course of preparation of the draft-law. Statistical evidence is only mentioned in the law as part of the competences of the CPAD (Art.24, para.10). Statistical evidence are also not mentioned in provisions regulating the procedure in front of the Commission nor other procedural laws.

Statistical evidence as such is not mentioned elsewhere in national law. The Law on State Statistics⁵¹ does not discuss use of statistical data as evidence in general, meaning it also does not mention such possibility in the context of indirect discrimination. Thus, no procedures, conditions for admissibility of such statistical evidence exist, making a breakthrough and usage of such data a distant possibility.

- b) *Is the use of such evidence widespread? Is there any reluctance to use statistical data as evidence in court (e.g. ethical or methodology issues)? In this respect, does evolution in other countries influence your national law (European strategic litigation issue)?*

There is no record of cases where statistics were used as evidence. It is still rather an issue of neglecting statistics and collection of statistics in total, rather than an issue of courts' reluctance to use statistics.

Thus, it cannot be said that the practice in other countries influences the national law or developments.

- c) *Please illustrate the most important case law in this area.*

No such case has been reported in this area.

- d) *Are there national rules which permit data collection? Please answer in respect to all five grounds. The aim of this question is to find out whether or not data collection is allowed for the purposes of litigation and positive action measures. Specifically, are statistical data used to design positive action measures? How are these data collected/ generated?*

⁵¹ Закон за државна статистика [Law on State Statistics]. Official Gazette of the Republic of Macedonia, No.54/97; 21/2007, 135/2011.

Main legislation in this area is the Law on State Statistics.⁵² Data are collected covering all the five grounds except sexual orientation. The data are anonymous and as such are not in collision with the Law on Protection of the Personal Data.⁵³

In relation to data collection, it is also worth noting here that Article 206 of the Law on Civil Procedure states that all facts that can be used as evidence, and which are important for reaching a decision, but that it is up to the courts to decide which facts need to be proven and which not. Furthermore, in continuation, the text of this law focuses on specific forms of evidence, and statistical evidence is not spelled out as such.

The Agency for Administration is obliged⁵⁴ to collect data on civil servants only; they are not anonymous and include the grounds of racial or ethnic origin and age. The grounds of religion or belief, disability and sexual orientation are not covered.

The (State) Employment Agency also collects data on job seekers. The data are not anonymous and cover the grounds of racial or ethnic origin and age. The grounds of belief, disability and sexual orientation are not covered.

Statistics are not used in litigation. However, they are widely used for designing of strategic policy documents, including design and planning of national action plans (also on positive actions). The Ministerial Cabinet uses statistics extensively in national strategies and positive action measures. With regard to issues of ethnicity, these include employment of under-represented non-majority communities (national minorities) and the priorities in relation to the Decade of the Roma.⁵⁵

On disability, this applies to the National Strategy on Equalisation of the Rights of Persons with Disabilities. On age, this applies to the National Strategy on Elderly. Statistics were also used during the preparation of the first equality strategy adopted in 2012, the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability.

2.4 Harassment (Article 2(3))

- a) *How is harassment defined in national law? Does this definition comply with those of the directives? Include reference to criminal offences of harassment*

⁵² *Ibid.*

⁵³ *Закон за заштита на лични податоци* [Law on Protection of Personal Data]. Official Gazette of the Republic of Macedonia, No. 7/2005, 103/2008, 124/2010, 135/2011.

⁵⁴ *Закон за државни службеници* [Law on Civil Servants] Official Gazette of the Republic of Macedonia, No. 59/2000, 112/2000, 34/2001, 103/2001, 43/2002, 98/2002, 17/2003, 40/2003, 85/2003, 17/2004, 69/2004, 81/2005, 61/2006, 36/2007, 161/2008, 06/2009, 114/2009, 35/10, 167/10, 36/2011, 6/2012, 24/2012.

⁵⁵ The full title is "Decade of Roma Inclusion". For more info on the Decade and the MLSP activities, please see: Ministry of Labour and Social Policy. *Ministry of Labour and Social Policy Website*. http://www.mtsp.gov.mk/WBStorage/Files/strategija_romi.pdf. Last accessed: 22.03.2014.

insofar as these could be used to tackle discrimination falling within the scope of the Directives.

Under the Anti-discrimination Law, harassment shall be taken to occur when there is an act which violates the dignity of a person or group of persons on any of the discrimination grounds, with an aim to or result in violation of the dignity of a specific person or creating an intimidating, hostile, degrading, humiliating or offensive environment (Art.7). The definition complies with the Directives.

Harassment does not constitute a criminal offence. It is part of the provisions of the Law on Labour Relations. It looks into harassment, sexual harassment and mobbing. The definition on harassment is in line with the Directives (Art.9, 9-a). This definition states that harassment is an unwanted conduct related to the protected grounds with the purpose or effect of violating the dignity of the applicant for employment or the worker, and of creating an intimidating, hostile, humiliating or offensive environment (Art.9, para.3). Sexual harassment is every verbal, non-verbal or physical conduct of a sexual character with the purpose or effect of violating the dignity of the job applicant or worker, or of creating an intimidating, hostile, humiliating or offensive environment (Art.9, para.4). The law defines psychological harassment or so-called “mobbing” as every negative and repetitive (for at least a six month period) conduct with the purpose or effect of violating the dignity of the job applicant or worker, or of creating an intimidating, hostile, humiliating or offensive environment and which has the final objective of ending the working relationship or forcing victims to leave their working positions (Art.9-a, para.2).

In 2013, a special Law on Protection against Harassment at the Work Place⁵⁶ was adopted. In terms of the elements constituting harassment, the definitions of the different types of harassment - psychological and sexual, are in line with the ones in the Directives. This legislation also outlaws instruction or incitement to harass. The law is silent as to the grounds it covers for psychological harassment. For the sexual harassment, the ground – sex, is contained in the title of the type of harassment, though without any clear guidance as to whether multiple grounds could also be considered.

b) Is harassment prohibited as a form of discrimination?

Harassment is prohibited as a form of discrimination in the Anti-discrimination Law.

c) Are there any additional sources on the concept of harassment (e.g. an official Code of Practice)?

No.

⁵⁶ Закон за заштита од вознемирување на работно место [*Law on Protection against Harassment at the Work Place*], Official Gazette of the Republic of Macedonia, No.79/2013

- d) *What is the scope of liability for discrimination)? Specifically, can employers or service providers (in the case of racial or ethnic origin, but please also look at the other grounds of discrimination) e.g. landlords, schools, hospitals, be held liable for the actions of employees? Can they be held liable for actions of third parties (e.g. tenants, clients or customers)? Can the individual harasser or discriminator (e.g. co-worker or client) be held liable? Can trade unions or other trade/professional associations be held liable for actions of their members?*

Laws do not make specific reference to liability of legal persons for such actions. However, given the general clause that under the law a person is deemed to be any natural or legal person, one could argue that this is a possibility. Moreover, the Anti-discrimination Law states that discriminatory behaviour can be conducted by legal persons. However, it prescribes that the fines related to the breach of the provisions (i.e. including harassment) of the law by legal persons are to be borne by the responsible person (individual).

Under the Law on Labour Relations, the employer as a natural person or as a responsible person and the worker can both be found in breach of the provision regulating the psychological harassment at work (named as mobbing in the law; Article 9-a). The individual harasser can be held liable if the case is brought personally against him/her. The new Law on Protection against Harassment at the Work Place is in the field of employment. The liability scope is the same as the one under the Law on Labour Relations.

The liability for actions of third parties (tenants, clients, customers, etc), seems to be subject to judicial interpretation.

2.5 Instructions to discriminate (Article 2(4))

- a) *Does national law (including case law) prohibit instructions to discriminate? If yes, does it contain any specific provisions regarding the liability of legal persons for such actions?*

Anti-discrimination Law contains an article on invoking and inciting discrimination which also includes instructions to discriminate. Notably, this article states that it considers as discrimination every activity that directly or indirectly invokes, encourages, instructs or instigates another person to commit discrimination (Art.9).

Criminal Code also contains prohibition of instructions to discriminate. Although its articles do not include specifically the terms “instruction”, they do speak of instigating or stimulating discrimination, notably when fuelling national, racial or religious hatred, discord or intolerance will be considered a criminal offence (Art.319), or when spreading racist and xenophobic materials through computer systems (Art.394-d).

Laws do not make specific reference to liability of legal persons for such actions. However, given the general clause that under the law a person is deemed to be any natural or legal person, one could argue that this is a possibility.

It is important to note that a case whose facts point to possible elements of instruction to discriminate was put forward to the CPAD in 2013. It is a case regarding discrimination against Roma persons hired for provision of services through a sub-contracted company. In this case, the sub-contracted company “Land Service” was asked by the contracted company “MARCEM” to “remove” all employees of Roma ethnic origin that worked in the food department at City Mall (one of the largest trade centres in Skopje). In this case, CPAD found that there is a direct discrimination on grounds of ethnic belonging by the contracted company, but it did not find instruction to discrimination. The case was filed by Sumnal, a CSO dealing with Roma rights. Land Service itself later filed a case to the CPAD; however CPAD did not initiate proceedings, as it has already decided on the matter. Land Service also filed a request to the Constitutional Court for protection of the freedoms and rights (protection against discrimination). However, in line with the already established principle by this institution, Land Service’s case was rejected as it is filed by a legal and not a natural person.⁵⁷ Follow up on this case has not been reported yet.

b) Does national law go beyond the Directives’ requirement? (e.g. including incitement)

Aside from prohibiting instructions to discrimination, the Anti-discrimination Law also contains an article on invoking and inciting discrimination. This article also includes instructions to discriminate. The article states that it considers as discrimination every activity that directly or indirectly invokes, encourages, instructs or instigates another person to commit discrimination (Art.9).

Criminal Code goes along the same lines. It contains an article on incitement of discrimination (exact term used: ‘instigating or stimulating discrimination’), notably when fuelling national, racial or religious hatred, discord or intolerance will be considered a criminal offence (Art.319; provides for one to ten years of imprisonment), or when spreading racist and xenophobic materials through computer systems (Art.394-r; provides for one to ten years of imprisonment).

c) What is the scope of liability for discrimination? Specifically, can employers or service providers (in the case of racial or ethnic origin)(e.g. landlords, schools, hospitals) be held liable for the actions of employees giving instruction to discriminate? Can the individual who discriminated because s/he received such an instruction be held liable?

⁵⁷ Constitutional Court Decision 65/2013-0-0 (06.11.2013).

Laws do not make specific reference to liability of legal persons for such actions. However, given the general clause that under the law a person is deemed to be any natural or legal person, one could argue that this is a possibility. Moreover, the Anti-discrimination Law states that discriminatory behaviour can be conducted by legal persons. However, it prescribes that the fines related to the breach of the provisions of the law by legal persons are to be borne by the responsible person (individual).

It is worth noting here that in the 2013 City Mall case (mentioned above, under 2.5 – a), CPAD found that there is a direct discrimination on grounds of ethnic belonging by the contracted company – MARCEM, which requested from the sub-contracted company Land Service to “remove” all employees of Roma ethnic origin that worked in the food department at City Mall (one of the largest trade centres in Skopje).

The Law on Labour Relations does not contain a provision on instructions to discriminate. However, one can argue that instructions to discriminate can still be covered under the Anti-discrimination Law (as provided for above).

As noted above, the Criminal Code contains provisions on fuelling national, racial or religious hatred, discord or intolerance will be considered a criminal offence (Art.319; provides for one to ten years of imprisonment) and on spreading racist and xenophobic materials through computer systems (Art.394-r; provides for one to ten years of imprisonment). It provides that the persons committing the crimes will be held liable for the actions (including if the crime was conducted via the media; Art.395-r, para.2).

2.6 Reasonable accommodation duties (Article 2(2)(b)(ii) and Article 5 Directive 2000/78)

- a) *How does national law implement the duty to provide reasonable accommodation for people with disabilities? In particular, specify when the duty applies, the criteria for assessing the extent of the duty and any definition of ‘reasonable’. For example, does national law define what would be a “disproportionate burden” for employers? Is the availability of financial assistance from the State to be taken into account in assessing whether there is a disproportionate burden?*

Anti-discrimination Law tackles the issue of reasonable accommodation in two ways, by first defining adjustment of infrastructure and services and second by defining discrimination against people with disability.

It is worth mentioning here that the Convention on the Rights of Persons with Disabilities was signed and ratified in 2012. Although no further steps were taken regarding the implementation of this document, according to the Constitution the ratification of this Convention means that it has become part of domestic law. This Convention defines a failure to make a reasonable accommodation as a form of discrimination.



The law defines adjustment of infrastructure and services as an act of undertaking appropriate measures, where needed in a particular case, to enable a person with an mental and physical disability to have access to, participate in, or advance in employment, unless such measures would impose a disproportionate burden on the employer (Art.5, para.1, pt.12). This definition is similar in wording to the Article 5 of Directive 2000/78, however is limited to infrastructure and service. It also does not define what would be a disproportionate burden for employers or whether the availability of financial assistance from the State is to be taken into account in assessing whether there is a disproportionate burden. The second point is the definition of discrimination against people with disability. Notably, the law deems lack of measures undertaken for removal of obstacles and limitations, or measures for adjustment of infrastructure, space, usage of publicly available resources or participation in public and social life for people with intellectual disability and physical disability to amount to discrimination (Art.8, para.2). However, the law does not go into this issue into more details than this.

The Law on Labour Relations does not specifically mention reasonable accommodation for people with disabilities.⁵⁸ Law on Employment of People with Disabilities⁵⁹ also does not contain a definition of reasonable accommodation, but it contains references to accommodation related measures for improving employment conditions and condition for executing of working duties of people with disabilities. The law establishes a duty for the employer to provide for working space, equipment, and other relevant conditions for work and for adaptation of the working environment (Art.7, para.2). Employers' measures undertaken to accommodate people with disability are subjected to inspection and can be fined, however this law makes no special reference as to whether the worker him/herself can request for the above numbered measures to be undertaken.

It also contains 'specific employment and working conditions of people with disabilities', when they run their own businesses or when they are employed in individual commercial companies owned by others. It sets out measures to enhance the employment and working conditions of people with disabilities, their vocational training, and financial support for employers who employ persons with disabilities. Measures established under this law can be used by people with disability who have their disability recognised by the Commission for evaluation of the working capability of a person which is part of the Pensions and Disability Insurance Fund (Art.2).

According to the Law on employment of people with disability, there is an obligation for the employer to provide adequate conditions for work and to adapt working position depending on the workplace, the type and level of education and type and

⁵⁸ *Закон за работни односи – пречистен текст* [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia. No. 52/2012.

⁵⁹ *Закон за вработување на инвалидни лица* [Law on Employment of People with Disabilities], Official Gazette of Republic of Macedonia, No. 44/00, 16/2004, 62/2005, 113/2005, 29/2007, 88/2008, 161/2008, 99/2009, 136/2011.

degree of disability of the employed person with disability.⁶⁰ Additional measures to enhance conditions for employment and work of people with disabilities are the responsibility of the employer.⁶¹

In the period 2000-2010, financial incentives to support factual reasonable accommodation have been gradually withdrawn. In 2000, when the law was adopted special conditions for employment and benefits to people with disability were offered, including exemption from taxes and providing funds for contributions; and financial support for the employer.⁶²

In order to finance the above mentioned measures, a Special Fund was established which ring-fences 15 per cent of total revenue from the existing tax on employment, placing it in a the sub-account of the Employment Agency, by the thirtieth day of the month at the latest for the previous month. The Agency is obliged to use the resources set apart in the Special Fund exclusively for these purposes.⁶³

The benefits for employment of persons with disabilities provided by the state were gradually restricted and reduced.⁶⁴ The percentage allocation to the Special Fund was reduced initially from 15 per cent to 10 per cent, and later to 5 per cent. Thus there is now a lack of funds for employment of people with disability, equipping and adaptation.

b) Please also specify if the definition of a disability for the purposes of claiming a reasonable accommodation is the same as for claiming protection from non-discrimination in general, i.e. is the personal scope of the national law different (more limited) in the context of reasonable accommodation than it is with regard to other elements of disability non-discrimination law.

The Anti-discrimination Law does provide for a special definition of discrimination against people with disability, within the chapter on forms of discrimination. It considers lack of measures undertaken for removal of obstacles and limitations, or measures for adjustment of infrastructure, space, usage of publicly available resources or participation in public and social life for people with mental disability and physical disability to amount to discrimination (Art.8, para.2). This definition does not provide for a different personal scope in the context of reasonable accommodation when compared to the one provided for discrimination in general. In the article on protective measures for specific categories of persons, this law also provides that different treatment of persons with disability in relation to training and education,

⁶⁰ *Закон за вработување на инвалидни лица* [Law on Employment of People with Disabilities], Official Gazette of Republic of Macedonia, No. 44/00, 16/2004, 62/2005, 113/2005, 29/2007, 88/2008, 161/2008, 99/2009, 136/2011. Art.5.

⁶¹ *Ibid.* Art.6.

⁶² *Ibid.* Art.4.

⁶³ *Ibid.* Art.13.

⁶⁴ *Ibid.*

aiming to address their specific education needs in order to create equality of opportunity, will not be considered as discrimination (Art.15, para.1, line 3). The law refers explicitly only to mental and physical disability, however it is not excluded that in practice the reading of the provision would be that it also covers sensory, psycho-social and intellectual (learning) disability.

The Law on Employment of People with Disabilities provides that a person with disability needs to have his/her disability recognised by the Commission for evaluation of the working capability of a person which is part of the Pensions and Disability Insurance Fund (Art.2). This means that only a limited group of people with disabilities can claim violations of accommodation under this measure. This would be people that have had both their disability recognised by the social security office and are working in the private sector can claim such benefits. The portion of people with a disability that can benefit from such protection is more limited than the group of people who are protected from discrimination on the ground of disability.

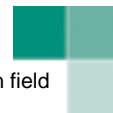
- c) *Does national law provide for a duty to provide a reasonable accommodation for people with disabilities in areas outside employment? Does the definition of “disproportionate burden” in this context, as contained in legislation and developed in case law, differ in any way from the definition used with regard to employment?*

The Anti-discrimination Law has a specific article relating to discrimination of people with disability (Art.8, para.2). Under this article, discrimination of people with mental and physical disability shall exist even when no measures are undertaken to remove obstacles, or when no measures are made to adjust infrastructure and space, as well as when there are obstacles for these people to use publicly available resources and/or participate in public life. Thus, this law can provide for reasonable accommodation of people with disability outside of employment.

With regards to reasonable accommodation for people with disabilities in the area of housing, the Law on Housing does not present such a requirement (for provisions from the Law on Construction, please see below).

- d) *Does failure to meet the duty of reasonable accommodation count as discrimination? Is there a justification defence? How does this relate to the prohibition of direct and indirect discrimination? What is the potential sanction? (i.e.: fine)*

The Anti-discrimination Law classifies lack of reasonable accommodation for people with intellectual and physical disabilities as discrimination (Art.8, para.2). However, the Law on Employment of People with Disabilities and the Law on Construction do not include specific sanctions if proper adaptation is not carried out. This failure is not considered to be discrimination.



The misdemeanour provisions from the Anti-discrimination Law do not contain a special provision on fines regarding Art.8, para.2 which provides for reasonable accommodation, thus the issue would be subject to judicial interpretation.

e) *Has national law (including case law) implemented the duty to provide reasonable accommodation in respect of any of the other grounds (e.g. religion)*

i) *race or ethnic origin*

Limited accommodation in respect of ethnicity can be found in the Law on Holidays of the Republic of Macedonia.⁶⁵ Under this law vacation days are to be granted for specific celebrations of some ethnic communities (Arts.1, 2).

ii) *religion or belief*

In prison facilities space for inmates to express their religious commitment is provided. Law on Execution of Sanctions states that inmates are allowed to satisfy their religious feelings and needs in accordance with the conditions and possibilities of the institution.⁶⁶ Limited accommodation in respect of religion is also mentioned in Law on Holidays of the Republic of Macedonia.⁶⁷ Under this law vacation days are to be granted for religious celebrations on the basis of the faith of the employee (Arts.1,2).⁶⁸

iii) *age*

There are special measures for protection of elder workers in the Law on Labour Relations, regarding the working hours of younger and of elder workers. It provides that these workers cannot be assigned to work overtime or in night shifts (Art. 180).

⁶⁵ *Закон за празниците на Република Македонија* [Law on Holidays of the Republic of Macedonia], Official Gazette of the Republic of Macedonia, No. 21/1998, 18/2007.

⁶⁶ *Закон за извршување на санкции* [Law on Execution of Sanctions], Official Gazette of the Republic of Macedonia, No.2/2006, 57/2010; Const.Ct. Decision: У.бр.09/2006 (10.05.2006). Art.141.

⁶⁷ *Закон за празниците на Република Македонија* [Law on Holidays of the Republic of Macedonia], Official Gazette of the Republic of Macedonia, No. 21/1998, 18/2007.

⁶⁸ In the ECtHR *Kosteski v the former Yugoslav Republic of Macedonia* case, the applicant complained of a breach to Article 9 alone, and Article 14 in conjunction with Article 9 to the ECHR, for being fined by his employer (a state owned company) for one day unauthorised leave, after failing to show up at work on a Muslim religious holiday. The domestic court found that he did not produce evidence of his religious affiliation, while the defence brought evidence that Kosteski, aside from having his way of life not in line with Muslim customs (including diet) he never prior to that year celebrated Bayram, nor did his family celebrate it. The domestic court found that there was no violation by the employer.

ECtHR concluded that the request by the employer was not unreasonable as all circumstances, including the applicant's previous practice, seemed to point that he was in fact aiming to abuse the holidays provision; it found that there was no violation by the State Party. The ECtHR failed, however, to comment further on what kind of proof he could have submitted in favour of his claim. Source: *Kosteski v Former Yugoslav Republic of Macedonia* [2007] 45 E.H.R.R. 31.



This measure is provided only for workers over the age of 57 for women and 59 for men (Art.179).

iv) sexual orientation

No.

f) Please specify whether this is within the employment field or in areas outside employment

i) race or ethnic origin

Within the area of employment.

ii) religion or belief

Within the area of employment and outside (administration of criminal justice).

iii) age

Within the area of employment.

iv) sexual orientation

N/a.

g) Is it common practice to provide for reasonable accommodation for other grounds than disability in the public or private sector?

Reasonable accommodation as such is a new concept in the country. Thus, although sets of measures are undertaken to accommodate ethnicity and religion, it is in the opinion of the author that we cannot speak of a common practice.

h) Does national law clearly provide for the shift of the burden of proof, when claiming the right to reasonable accommodation?

The Anti-discrimination Law does not clearly provide for the shift of the burden of proof when claiming the right to reasonable accommodation. However, as this provision is part of the chapter on forms of discrimination, and the shift of the burden of proof is prescribed in general, it seems that if a case related to reasonable accommodation were to appear, a shift of the burden of proof will need to be applied.

i) Does national law require services available to the public, buildings and infrastructure to be designed and built in a disability-accessible way? If so, could and has a failure to comply with such legislation be relied upon in a discrimination case based on the legislation transposing Directive 2000/78?

Law on Construction does give possibility for lowering of basic demands for re-construction and adaptation of a building if this is intended to provide for free access, movement, stay and work of people with disability. It goes even further posing an obligation for construction plans to ensure that the built object shall provide for open access and movement in and over it aiming to free access, movement, stay and work of people with disability.

The Law on Construction requires public buildings to be designed and built in an accessible way. It asks that construction of public buildings and structures for commercial use, those with the purpose of residential housing and buildings with housing and business purpose must be designed and constructed to allow unimpeded access, movement, residence and work to persons with disabilities. Anti-discrimination Law states that failure to comply with such legislation (referring also to relevant provisions in any other laws, such as the aforementioned Law on Construction) would be treated as discrimination.

The manner of providing unimpeded access, movement, residence and work for people with disability to buildings should be prescribed by the minister who heads the state authority responsible for performing the work in the field of urban planning. It also states that there is no need for approval to build structures which allow and facilitate the movement of people with disability in the building.⁶⁹ Furthermore, public and business facilities must ensure unimpeded access to persons with a disability as prescribed by this Law within four years of the date of entry into force of this law, and adapt outside staircases for public use within two years of the date of the entry into force of this Law (the date of entry into force was 05.11.2009).⁷⁰

j) *Does national law contain a general duty to provide accessibility by anticipation for people with disabilities? If so, how is accessibility defined, in what fields (employment, social protection, goods and services, transport, housing, education, etc.) and who is covered by this obligation? On what grounds can a failure to provide accessibility be justified?*

Except for the Law on Construction (Art.170), other legislation concerning persons with disabilities does not include any duty to provide accessibility for people with disabilities by anticipation.⁷¹

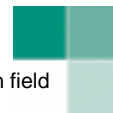
The Anti-discrimination Law defines reasonable accommodation⁷² and lack of adjustment of infrastructure as a form of discrimination (Art.8). The formulation is in line with the Directives.

⁶⁹ *Закон за градење* [Law on Construction], Official Gazette, No. 130/2009, 124/2010, 18/2011, 36/2011, 54/2011, 13/2012, 144/2012, 25/13, 79/13, 137/13, 163/2013.

⁷⁰ *Ibid.* Art.170.

⁷¹ *Ibid.* Art.170.

⁷² *Ibid.* Art.5 (para.12).



- k) *Does national law require public services to also translate some or all of their documents in Braille? (i.e. Tax declarations, general information) Is translation in sign languages provided in some of the public services where needed? What is the practice?*

No such requirements exist for now. However, it is worth noting that recent vacancies added by government for employment of people with disabilities was published in Braille.⁷³ This was not a general recruitment add, and solely persons with disabilities could apply for these positions.

- l) *Please explain briefly the existing national legislation concerning people with disabilities (beyond the simple prohibition of discrimination). Does national law provide for special rights for people with disabilities?*

The Constitution notes that the Republic provides particular protection for people with disability and conditions for their involvement in social life (Art.35).

National law provides for special rights for people with disabilities in the fields of employment (special conditions and protection),⁷⁴ social protection, health and education. The Anti-discrimination Law declares discriminatory all actions of not allowing people with disabilities or impediments to exercise their rights in the areas of healthcare, marriage and family, education and employment.

2.7 Sheltered or semi-sheltered accommodation/employment

- a) *To what extent does national law make provision for sheltered or semi-sheltered accommodation/employment for workers with disabilities?*

Under the Law on Employment of People with Disabilities, sheltered companies have been established for the employment of people with disability.⁷⁵ A sheltered company can be established if it employs at least ten persons; of whom at least 40 per cent are people with disabilities. Of this 40 per cent, at least half should be with a visual, hearing, physical, or intellectual impairment, or with a combination of impairments and/or people with psychosis who, due to the level of disorder, have specific needs in

⁷³ *Слепите лица го поздравиле огласот за вработување* [People with visual impairments hailed vacancy add]. Press24. <http://www.press24.mk/slepите-лица-го-поздравиле-огласот-за-вработување-300-лица-со-invalidnost>. Last accessed: 17.03.2014.

⁷⁴ *Закон за работни односи – пречистен текст* [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia. No. 52/2012. Arts. 8, 137, 177-178.

⁷⁵ There are about 400 registered shelter companies in the country that employ 8000 people. (Official State Statistics Office). There was a recent initiative by the CSO Polio Plus which called upon the Government to introduce measures to stimulate employment of people with disability in the public administration, which is current the biggest employer in the country. *Еднаквост за лицата со инвалидитет* [Equality for the People with Disability]. Online Portal Deneshen. <http://deneshen.mk/web/2012/07/09/ednakvost-za-licata-so-invaliditet/>. Last accessed: 29 March 2013.

employment and work.⁷⁶ Employees in the shelter companies that do not have a disability, are exempted from payment of personal income tax, and shelter companies as a whole are exempt from paying taxes on profits.⁷⁷

Unfortunately, many employers attracted by the benefits were only interested in using the irretrievable funds given by the Special Fund at the Employment Agency. The benefits for these companies are misused in many ways, including falsely reporting the employment of people with disability (as these people are not really engaged in the working process, nor are paid) in order to use the shelter companies subsidies and then liquidate the firms,⁷⁸ or do employ these people but later severely violate their rights as workers (including by decreasing their pay, or providing no pay at all).

b) *Would such activities be considered to constitute employment under national law- including for the purposes of application of the anti-discrimination law?*

Anti-discrimination Law also covers these activities. In addition, the Law on Employment of People with Disabilities does not make a difference in and during the employment of people with disability in the shelter company and in the open economy; the employers utilise the same benefits and financial exemptions, and enjoy the same protection under non-discrimination legislation.

⁷⁶ Закон за вработување на инвалидни лица [Law on Employment of People with Disabilities], Official Gazette of Republic of Macedonia, No. 44/00, 16/2004, 62/2005, 113/2005, 29/2007, 88/2008, 161/2008, 99/2009, 136/2011. Art.9.

⁷⁷ *Ibid.*

⁷⁸ Grujevski Georgi, "Review on the Law on employment of people with disability". Journal of Special Education and Rehabilitation.

http://jser.fzf.ukim.edu.mk/index.php?option=com_content&view=article&id=301:review-on-law-for-employment-of-disabled-people&catid=48:200412&Itemid=1. Last accessed: 22.03.2014.



3 PERSONAL AND MATERIAL SCOPE

3.1 Personal scope

3.1.1 EU and non-EU nationals (Recital 13 and Article 3(2) Directive 2000/43 and Recital 12 and Article 3(2) Directive 2000/78)

Are there residence or citizenship/nationality requirements for protection under the relevant national laws transposing the Directives?

The country is a candidate for EU membership. Until today, the course of approximation of the legislation has not reached the stage where provisions on distinction between EU and non-EU nationals are incorporated in laws. Until present, no clear plans have been made on how this will be regulated. A sign of planned developments in this direction is that special provisions have been inserted in the Law on Internal Affairs which regulate special rules with much eased procedures for short term and long term stay and residence in the country, for EU citizens.

On provisions of relevance for non-discrimination, the Constitution sets a requirement of citizenship in order for a person to enjoy the protection of rights under the Constitution, including protection against discrimination. Stricter conditions also apply to residents without a Macedonian citizenship with regards to employment and acquiring social protection.⁷⁹ In other areas including self-employment, access to training and membership in workers' organisations there is no legal inhibition and there are no reports of less favourable treatment. With regard to the Constitution, the approach implemented in practice gives opportunities for foreign citizens to participate in the social and economic life in the country. No such requirement exists under the Anti-discrimination Law.

3.1.2 Natural persons and legal persons (Recital 16 Directive 2000/43)

a) *Does national law distinguish between natural persons and legal persons, either for purposes of protection against discrimination or liability for discrimination?*

National law does not distinguish between natural and legal persons, either for the purposes of protection against discrimination or for liability for discrimination. In Article 2, the Anti-discrimination Law provides that the law is applied to both natural and legal persons, while in Article 5, paragraph 9 it defines a person as both natural and legal person. Article 4 provides for the fields of discrimination covered with the law, adding that the law applies to all natural and legal persons.

⁷⁹ *Закон за социјална заштита* [Law on Social Protection], Official Gazette of Republic of Macedonia, No. 79/2009, 36/2011, 51/2011, 166/2012, 15/2013, 79/2013, 187/2013. Art.15.

As the law uses the term person throughout the law for both protection against discrimination or for liability for discrimination, it is clear that such a distinction is not made. However, there is a distinction when speaking of the sanctions, as fines for misdemeanours are divided on fines for natural and for legal persons and vary on the amount of the fine (Art. 42 to 45). Also, it should be noted that under the Constitution, only citizens are included in the general equality clause, and also that the Constitutional Court's practice is clear that human rights protection (which also includes protection against discrimination) can be sought by natural persons only.

b) *Is national law applicable to both private and public sector including public bodies?*

The Anti-discrimination Law states that the law applies to all natural and legal persons (Art.2) and that it covers both the private and the public sector, including the public bodies (Art.4).

3.1.3 Scope of liability

Are there any liability provisions other than those mentioned under harassment and instruction to discriminate? (e.g. employers, landlords, tenants, clients, customers, trade unions)

The Anti-discrimination Law clearly states that legal persons are held liable for natural persons that are employed by or are members of a legal person. However, the issue of third parties would depend at this stage on the court practice, the character of the relationship with the legal person involved and the court decisions.

As far as other legislation is concerned, the Law on Labour Relations specifies that liability is only on the side of the employer (Art. 181). If the worker believes that she/he has been discriminated against, the first step would be to inform the employer giving the employer a chance to resolve the issue. Only if this is not done can the worker lodge a lawsuit against the employer. In this case, the employer takes responsibility for the discrimination. Under the Law on Social Protection, only a legal person can be held liable. Under the Child Protection Law, all those authorised to deal with children's issues, regardless of being natural or legal persons, can be held liable.

3.2 Material Scope

3.2.1 Employment, self-employment and occupation

Does national anti-discrimination legislation apply to all sectors of public and private employment and occupation, including contract work, self-employment, military service, holding statutory office? In case national anti-discrimination law does not do so, is discrimination in employment, self-employment and occupation dealt with in any other legislation?

In paragraphs 3.2.2 - 3.2.5, you should specify if each of the following areas is fully and expressly covered by national law for each of the grounds covered by the Directives.

Anti-discrimination Law applies to all sectors of public and private employment and occupation (Article 4). Articles 6-11 of the Law on Labour Relations⁸⁰ prohibit various aspects of discrimination in labour relations and, in general, do not distinguish between different types of actors (public or private, secular or religious). It states that it regulates the labour relations of workers employed by the state, local government, public institutions, public enterprises, institutes, foundations, organisations and other legal and individual employers, unless another law determines otherwise.⁸¹

Having agreed with the general approach, it should be noted that practically all major areas of public employment are covered also by the Law on Civil Servants,⁸² the Law on the Police,⁸³ the Law on Defence and the Law on Foreign Affairs for labour relations of the employees in the respective ministries.

3.2.2 Conditions for access to employment, to self-employment or to occupation, including selection criteria, recruitment conditions and promotion, whatever the branch of activity and at all levels of the professional hierarchy (Article 3(1)(a))

Does national law on discrimination include access to employment, self-employment or occupation as described in the Directives? In case national anti-discrimination law does not do so, is discrimination regarding access to employment, self-employment and occupation dealt with in any other legislation?

Is the public sector dealt with differently to the private sector?

Anti-discrimination Law includes labour and labour relations in public and private sectors (Article 4), thus should be read as including employment, self-employment or occupation. It does not seem to deal differently with the private sector on this matter.

The general non-discrimination article in the Law on Labour Relations⁸⁴ encompasses selection criteria, recruitment conditions, treatment at work, promotion, professional training and other benefits, as well as ending employment. A specific ban on discrimination in vacancy announcements is prescribed with the Law on

⁸⁰ *Закон за работни односи – пречистен текст* [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia. No. 52/2012. Art. 6-11.

⁸¹ *Ibid.* Art. 3.

⁸² Please note that a new law (Law on Administrative Service), replacing the Law on Civil Servants and the Law on Public Servants, was adopted in 2014.

⁸³ *Закон за полицијата* [Law on the Police], Official Gazette, No. 114/2006, 06/2009, 145/2012. Art.96 and *Закон за внатрешни работи* [Law on Internal Affairs], Official Gazette, No. 92/2009, 118/2009 (correction), 39/2010, 36/2011, 158/2011, 114/2012. Art.48.

⁸⁴ *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012. Art.6.

Labour Relations.⁸⁵ It provides very weak protection against discrimination for people with disabilities.⁸⁶ According to this article, when concluding an employment contract the applicant is not obliged to submit a health certificate, though the employer can send her or him for a medical examination.⁸⁷ The only legal limitation is that the examination should be strictly necessarily linked to the specific working position.

None of the provisions in the non-discrimination articles should be interpreted as restrictions on the employer's right to refuse to hire a person who does not meet the occupational requirements in that particular field, as long as the measures are objectively justified by a legitimate aim and the methods pursued are adequate and necessary.⁸⁸

Conditions for access to employment and criteria for various professional activities in the public sector are mostly determined by specialised laws. However, no equivalent and consistent approach or scope of protection is contained in these laws.

Health status is also mentioned as a condition for employment in the Law on the Police and the Law on Army Service, and in the Law on Civil Servants.⁸⁹

According to this law, general conditions for employment as a civil servant are general health capability and other conditions specified in the act of systematisation of jobs (Art.13).⁹⁰ None of these laws sets out a procedure to protect against discrimination. However, there is an established system of state inspection which conducts supervision of implementation of the Law on Labour Relations, and of other laws and regulations for labour relations, collective agreements and job contracts that regulate the rights and obligations of the employee and the employer, is carried out by the state body responsible for labour inspection.⁹¹

3.2.3 Employment and working conditions, including pay and dismissals (Article 3(1)(c))

Does national law on discrimination include working conditions including pay and dismissals? In case national anti-discrimination law does not do so, is discrimination regarding working conditions dealt with in any other legislation?

⁸⁵ *Ibid.* Art.24.

⁸⁶ *Ibid.* Art.25.

⁸⁷ *Ibid.*

⁸⁸ *Ibid.* Art.8.

⁸⁹ *Закон за државни службеници* [Law on Civil Servants] Official Gazette of the Republic of Macedonia, No. 59/2000, 112/2000, 34/2001, 103/2001, 43/2002, 98/2002, 17/2003, 40/2003, 85/2003, 17/2004, 69/2004, 81/2005, 61/2006, 36/2007, 161/2008, 06/2009 114/2009, 35/10, 167/10, 36/2011, 6/2012, 24/2012.

⁹⁰ *Ibid.*

⁹¹ *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012. Art.256.

In respect of occupational pensions, how does national law on discrimination ensure the prohibition of discrimination on all the grounds covered by Directive 2000/78 EC? NB: Case C-267/06 Maruko confirmed that occupational pensions constitute part of an employee's pay under Directive 2000/78 EC. In case national anti-discrimination law does not do so, is it dealt with in any other legislation?

Note that this can include contractual conditions of employment as well as the conditions in which work is, or is expected to be, carried out.

Article 4 of the Anti-discrimination Law covers the area of employment and labour relations, thus it can also be interpreted to include pay and dismissals (it applies to both public and private sector).

Aside from this law, the Law on Labour Relations contains a provision stating that for equal work workers should be equally paid. The only category specifically mentioned is women.⁹² The Law on Civil Servants has a whole range of provisions introducing so-called salary scales. Salaries are elaborated in detail; but no specific category of employees is mentioned by name.⁹³ So far no cases of discrimination have been reported in the area of salaries.

There are three laws dealing with pensions.⁹⁴ However, only one of these contains a prohibition of discrimination. This is the Law on Voluntary Fully Funded Pension Insurance (Art.3).⁹⁵ It states that voluntary fully funded pension insurance prohibits any discrimination against members on the grounds of sex, race, colour, language, faith and religion, political or other orientation, national or social origin, belonging to a national or ethnic minority, or on the basis of property, family, health and age.

However, in the same Law: a company cannot refuse membership of the Voluntary Pension Fund to any employee if the person is at least 15 years old and not more than 70 years of age.⁹⁶ This means that disability is not a ground for refusal; or if it is

⁹² *Ibid.* Art.108.

⁹³ *Закон за државни службеници* [Law on Civil Servants] Official Gazette of the Republic of Macedonia, No. 59/2000, 112/2000, 34/2001, 103/2001, 43/2002, 98/2002, 17/2003, 40/2003, 85/2003, 17/2004, 69/2004, 81/2005, 61/2006, 36/2007, 161/2008, 06/2009 114/2009, 35/10, 167/10, 36/2011, 6/2012, 24/2012.

⁹⁴ *Закон за пензиско и инвалидско осигурување* [Law on Pension and Disability Insurance], Official Gazette of the Republic of Macedonia, No.98/2012, 166/2012, 15/2013, 170/2013; *Закон за доброволно капитално финансирано пензиско осигурување* [Law on Voluntary Fully Funded Pension Insurance], Official Gazette of the Republic of Macedonia, No.07/2008, 124/2010, 17/2011, 13/2013, *Закон за задолжително капитално пензиско осигурување* [Law on Mandatory Fully Funded Pension Insurance], Official Gazette of the Republic of Macedonia, No.29/2002, 85/2003, 40/2004, 113/2005, 29/2007, 88/2008, 48/2009, 50/2010, 171/2011, 36/2011, 98/2012, 13/2013, 164/2013.

⁹⁵ *Закон за доброволно капитално финансирано пензиско осигурување* [Law on Voluntary Fully Funded Pension Insurance], Official Gazette of the Republic of Macedonia, No.07/2008, 124/2010, 17/2011, 13/2013.

⁹⁶ *Ibid.* Art.94.

treated as a health condition it falls under anti-discrimination protection. The Law on Voluntary Fully Funded Pension Insurance does not include any sanction equivalent to the prohibition of discrimination for facultative pension schemes. There are no articles on discrimination or equality in the framework Law on Pensions and Disability Insurance⁹⁷ and in the Law on Mandatory Fully Funded Pension Insurance.

3.2.4 Access to all types and to all levels of vocational guidance, vocational training, advanced vocational training and retraining, including practical work experience (Article 3(1)(b))

Does national law on discrimination include access to guidance and training as defined and formulated in the directives? In case national anti-discrimination law does not do so, is discrimination regarding working conditions dealt with in any other legislation?

Note that there is an overlap between ‘vocational training’ and ‘education’. For example, university courses have been treated as vocational training in the past by the Court of Justice. Other courses, especially those taken after leaving school, may fall into this category. Does national law on discrimination apply to vocational training outside the employment relationship, such as that provided by technical schools or universities, or such as adult lifelong learning courses? If not does any other legislation do so?

Article 4 of the Anti-discrimination Law covers the area of employment and labour relations, and includes education, thus it can also be interpreted to include access to guidance and training, as per the directives.

Though not expressly using the wording of Article 3(1)(b) of Directive 2000/43, the prohibitions against discrimination in access to vocational guidance, professional training, continuing professional training and practical work experience is stipulated in the general prohibition on discrimination in the Law on Labour Relations⁹⁸ and laws on different stages of education. National legislation gives everyone equal rights to acquire higher education and to be educated throughout their lives, and equal rights to lifelong learning.⁹⁹

According to the Law on University Graduate Education,¹⁰⁰ citizens of the country are equally entitled to education in higher educational institutions in the country. The

⁹⁷ *Закон за пензиско и инвалидско осигурување* [Law on Pension and Disability Insurance], Official Gazette of the Republic of Macedonia, No.98/2012, 166/2012, 15/2013, 170/2013.

⁹⁸ *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012. Art.7.

⁹⁹ *Закон за високо образование* [Law on University Graduate Education], Official Gazette of the Republic of Macedonia, No. 35/08, 103/2008, 26/2009, 83/2009, 99/2009, 115/10, 17/2011, 51/2011, 123/2012, 15/2013. Art.3.

¹⁰⁰ *Ibid.* Art.7.

approach to nationality is different, and foreign nationals can use the principle of reciprocity (meaning that if Macedonian students are given national treatment in a certain country, nationals of that country may study in Macedonia as if they were Macedonian citizens). The right to education of stateless persons has still to be determined in law and under ratified international agreements.

The selection of candidates by the university cannot be discriminatory on the grounds of race, colour of skin, sex, language, religion, political or other beliefs, ethnic, national or social origin, property, birth, social position, disability, sexual orientation or age.¹⁰¹

The Law on Adult Education states that the point of adult education is to provide an opportunity for everyone in all adult groups to achieve their appropriate educational level and enable them to acquire knowledge, skills and attitudes that will comply with the requirements of society and the labour market (Art.4).¹⁰²

3.2.5 Membership of, and involvement in, an organisation of workers or employers, or any organisation whose members carry on a particular profession, including the benefits provided for by such organisations (Article 3(1)(d))

Does national law on discrimination include membership of, and involvement in workers or employers' organisations as defined and formulated in the directives? In case national anti-discrimination law does not do so, is it dealt with in any other legislation?

In relation to paragraphs 3.2.6 – 3.2.10 you should focus on how discrimination based on racial or ethnic origin is covered by national law, but you should also mention if the law extends to other grounds.

Article 4 of the Anti-discrimination Law covers membership and acting in unions, political parties, associations of citizens and foundations, and other organizations based on membership.

The Law on Labour Relations only provides for the freedom of the workers and employers to establish and participate or not in the work of such an association.¹⁰³ There are no anti-discrimination provisions related to the Directive grounds. Having said that, it should be also noted that *mutatis mutandi* the general anti-discrimination

¹⁰¹ Закон за високо образование [Law on University Graduate Education], Official Gazette of the Republic of Macedonia, No. 35/08, 103/2008, 26/2009, 83/2009, 99/2009, 115/10, 17/2011, 51/2011, 123/2012, 15/2013. Art.108.

¹⁰² Закон за образование на возрасните [Law on Adult Education], Official Gazette of the Republic of Macedonia, No.07/2008, 17/2011, 51/2011.74/2012.

¹⁰³ Закон за работни односи – пречистен текст [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012. Arts. 183, 184, 185, 198.

provision in the Law on Labour Relations should be applicable to these situations as well. Following the same line of reasoning, the provisions from the Anti-discrimination Law would also be applicable.

3.2.6 Social protection, including social security and healthcare (Article 3(1)(e) Directive 2000/43)

Does national law on discrimination cover social protection, including social security and healthcare? In case national anti-discrimination law does not do so, is it dealt with in any other legislation?

In relation to religion or belief, age, disability and sexual orientation, does national law seek to rely on the exception in Article 3(3), Directive 2000/78?

Macedonian legislation does not include any exemptions from payments of any kind made by state schemes or similar, including state social security or social protection schemes, relying on the exception allowed in Article 3(3), Directive 2000/78.

According to the Constitution, the Republic provides for social protection and social security of citizens in accordance with the principle of social justice. It guarantees the right of the assistance to those infirm or unfit for work.

The Anti-discrimination Law provides for prohibition of discrimination in social security (including social protection, pension insurance and health protection). The provision on the protected grounds is open-ended, and explicitly lists racial and ethnic origin, disability, belief, and age. Sexual orientation is not explicitly mentioned in this provision.

The general and specific provisions on prohibition of discrimination in social services are also listed in the Law on Social Protection;¹⁰⁴ racial and ethnic origin and disability are protected as grounds, while belief, age and sexual orientation are not. According to the Law on Social Protection, the ban is related to both public institutions for social care and private institutions.¹⁰⁵ Protection in cases of discrimination in the field of social care is covered by the possibility for the 'applicant or user of social protection to seek protection from the competent authority'.¹⁰⁶ In cases of discrimination, there is shift of the burden of proof¹⁰⁷ and financial sanctions of 3000-5000 euro in national currency are envisaged.¹⁰⁸

¹⁰⁴ *Закон за социјална заштита* [Law on Social Protection], Official Gazette of Republic of Macedonia, No. 79/2009, 36/2011, 51/2011, 166/2012, 15/2013, 79/2013, 164/2013, 187/2013. Art.21.

¹⁰⁵ *Ibid.* Art.20.

¹⁰⁶ *Ibid.* Art.22.

¹⁰⁷ *Ibid.* Art.23.

¹⁰⁸ *Ibid.* Art.254.

The Law on Healthcare Protection defines as one of the basic principles of provision of healthcare the principle of equity which it defines through the prohibition of discrimination. Notably, in Article 9 the law states that the healthcare is realised through prohibition of discrimination in provision of healthcare protection on grounds of race, sex, age, nationality, social origin, religion, political or other belief, property status, culture, language, type of illness, mental or physical disability.¹⁰⁹ It does not include sexual orientation as one of the protected grounds. In the Law on Health Insurance, in Article 2 it is stated that health insurance is mandatory for all citizens on the principles of comprehensiveness, solidarity, equality and effective use of resources under conditions determined by Law.¹¹⁰

The Child Protection Law has articles on discrimination.¹¹¹ In addition to definitions of direct and indirect discrimination, specific measures are introduced for protection of children and their parents or guardians when applying for social care. However, the procedure is so complicated that it is very unlikely that these articles will be used in practice (especially because the whole procedure should be carried out by the potential victims without any institutional help).

3.2.7 Social advantages (Article 3(1)(f) Directive 2000/43)

Does national law on discrimination cover social advantages? In case national anti-discrimination law does not do so, is it dealt with in any other legislation?

This covers a broad category of benefits that may be provided by either public or private actors to people because of their employment or residence status, for example reduced rate train travel for large families, child birth grants, funeral grants and discounts on access to municipal leisure facilities. It may be difficult to give an exhaustive analysis of whether this category is fully covered in national law, but you should indicate whether national law explicitly addresses the category of 'social advantages' or if discrimination in this area is likely to be unlawful.

The Constitution says that the Republic provides for social protection and social security of citizens in accordance with the principle of social justice. It guarantees the right of the assistance to those infirm or unfit for work. It also provides for particular protection for people with disability and ensures that their involvement in social life is possible.¹¹²

¹⁰⁹ *Закон за здравствената заштита* [Law on Healthcare], Official Gazette of the Republic of Macedonia, No. 43/2012, 145/2012, 87/2013, 164/2013, Constitutional Court Decision U.br.59/2012 (24.04.2013).

¹¹⁰ *Закон за здравствено осигурување – пречистен текст* [Law on Health Insurance – consolidated version], Official Gazette of the Republic of Macedonia, No. 65/2012.

¹¹¹ *Закон за заштита на децата* [Law on Protection of Children], Official Gazette of the Republic of Macedonia, No. 23/2013. Art.12, 13, 14, 15.

¹¹² Constitution of the Republic of Macedonia". *Official Website of the Assembly of the Republic of Macedonia*. <http://www.sobranie.mk/en/the-constitution-of-the-republic-of-macedonia.nspx>. Last accessed: 02.07.2014. Art.35.

Social advantages are stipulated by law. For instance, the Law on Social Protection envisages that due to age and disability, beneficiaries of social financial assistance are relieved from public service duties.¹¹³ This law also contains a general anti-discrimination provision (Art. 20) and an article defining direct and indirect discrimination (Art.21). Although not explicitly addressed, discrimination in the area of social advantages is likely to be unlawful also under the Anti-discrimination Law. Albeit not containing a special anti-discrimination provision specifically concerning social advantages, it is safe to conclude that the legal framework implicitly upholds the concept of non-discrimination with regard to the social advantages.

3.2.8 Education (Article 3(1)(g) Directive 2000/43)

Does national law on discrimination cover education? In case national anti-discrimination law does not do so, is it dealt with in any other legislation?

This covers all aspects of education, including all types of schools. Please also consider cases and/ or patterns of segregation and discrimination in schools, affecting notably the Roma community and people with disabilities. If these cases and/ or patterns exist, please refer also to relevant legal/political discussions that may exist in your country on the issue.

Please briefly describe the general approach to education for children with disabilities in your country, and the extent to which mainstream education and segregated “special” education are favoured and supported.

Under the Anti-discrimination Law, discrimination is prohibited in the educational process, at all levels and in all forms, both private and public. All directive grounds are explicitly listed in the provision on protected grounds, save sexual orientation. Aside from the Anti-discrimination Law (Art.4, para.1, line 2), laws which regulate primary¹¹⁴ and secondary¹¹⁵ education also prohibit discrimination. Primary and secondary education is compulsory in the country. The legislation covers the Directive grounds of race or ethnic origin and belief (political and religious), while disability, sexual orientation and belief (other aspects) are missing. Although disability is not covered as a ground for discrimination, there are specific articles dealing with the education of children with disabilities. In this sense, a parent of a

¹¹³ *Закон за социјална заштита* [Law on Social Protection], Official Gazette of Republic of Macedonia, No. 79/2009, 36/2011, 51/2011, 166/2012, 15/2013, 79/2013, 187/2013. Art.55.

¹¹⁴ “Every child has the right to primary education. (2) Discrimination on the grounds of sex, race, colour, national, social, political, religious, property and social background in realisation of the rights of education and primary education, as defined by this Law are prohibited.” Source: *Закон за основно образование* [Law on Primary Education], Official Gazette of the Republic of Macedonia, No. 103/2008, 33/2010, 116/2010, 156/2010, 18/2011, 51/2011, 100/2012, 24/2013. Art.2.

¹¹⁵ *Закон за средно образование* [Law on Secondary Education]. Official Gazette of the Republic of Macedonia, No. 44/95, 24/96, 34/96, 35/97, 82/99, 29/2002, 40/2003, 42/2003, 67/2004, 55/2005, 113/2005, 35/2006, 30/2007, 49/2007, 81/2008, 92/2008, 33/10, 116/10, 156/10, 18/2011, 42/2011, (correction), 51/2011, 100/2012, 24/2013. Art.3.

child with “special educational needs” has the right to enrol the child at primary school, except in cases where the “special educational needs” of the child are such that the child should be taught in a specialised primary school.

The manner and conditions for the enrolment of students with special educational needs in primary schools is determined by the Minister, on a proposal of the Bureau for Development of Education (an independent body within the Ministry).¹¹⁶

According to Macedonian legislation there is specialised primary education for children with disabilities and specialised schools are considered equivalent to state schools.¹¹⁷ In general, children are enrolled in these specialised schools instead of being enrolled in mainstream schools. The Law on University Graduate Education¹¹⁸ does not explicitly prohibit discrimination on the ground of disability; however there are articles on the special benefits for students with disabilities (exemption from payment of tuition fees,¹¹⁹ selection of students,¹²⁰ and special benefits settled by the university).¹²¹ It also lists special conditions for enrolment of students with a citizenship other than Macedonian.

The data from the State Statistical Office say that one in ten Roma children completes primary education (please also note that 95% of the children on the streets are Roma children),¹²² in spite of the fact primary education (as well as secondary) are compulsory in the country. According to United Nations Children's Fund (UNICEF) data,¹²³ Roma children have the lowest level of educational achievement, noting also that 39 per cent of Roma do not attend primary school; only

¹¹⁶ *Закон за основно образование* [Law on Primary Education], Official Gazette of the Republic of Macedonia, No. 103/2008, 33/2010, 116/2010, 156/2010, 18/2011, 51/2011, 100/2012, 24/2013. Art.51.

¹¹⁷ At the present, there are: four primary schools for students with moderate intellectual disabilities; one elementary school for children with more severe intellectual disabilities; a primary school for blind and visual impaired children; a primary school for deaf and hearing impaired children; a primary school for students with serious physical disabilities; two secondary schools for students with moderate intellectual disabilities; a school for blind and partially blind students; a school for deaf and hard of hearing students; 80 special classes for pupils in regular primary schools; and two day care centres for young people with moderate or severe combined disabilities. These schools enroll in total about 1700 students. Please see: *Закон за основно образование* [Law on Primary Education], Official Gazette of the Republic of Macedonia, No. 103/2008, 33/2010, 116/2010, 156/2010, 18/2011, 51/2011, 100/2012, 24/2013. Art.186.

¹¹⁸ *Закон за високо образование* [Law on University Graduate Education], Official Gazette of the Republic of Macedonia, No. 35/08, 103/2008, 26/2009, 83/2009, 99/2009, 115/10, 17/2011, 51/2011, 123/2012, 15/2013, 24/2013.

¹¹⁹ *Ibid.* Art.87.

¹²⁰ *Ibid.* Art.108.

¹²¹ *Ibid.* Art.150.

¹²² Breaking the Wall of Silence, Institute on Human Rights, Skopje (2013).

<http://www.ihr.org.mk/images/pub/covekovi-prava-web.pdf>. Last accessed: 10.03.2014

¹²³ The Macedonian Helsinki Committee conducted a study on Roma inclusion in 2013. The study is not yet published (expected in first half of 2014); once it is, there should be newer data regarding education of Roma children.

44.6 per cent complete primary school; and only 17.4 per cent enrol in secondary education.¹²⁴ According to the same study, 95.2 per cent of children of primary school entry age attend primary school. The lowest proportion of children attending primary school is observed in the poorest wealth quintile (86.3 per cent), and among the Roma (61.1 per cent).¹²⁵

In 2005 the policy document “Strategy for the Roma in the Republic of Macedonia” was adopted.¹²⁶ In this strategy, education for Roma was proclaimed a government priority. The strategy highlighted the following concerns with regard to the situation of the Roma population (of relevance for education): the poor economic and social position of a significant number of Roma families; the high percentage of children not attending preschool education; the small number of children attending elementary education; lack of adequate conditions in the homes; economic exploitation of children; lack of sufficient knowledge of Macedonian language; high number of children dropping out of education; and a lack of awareness for the need of education.¹²⁷ Some parents of Roma origin intentionally enrol their non-disabled children in special schools for children with moderate intellectual disabilities where they can learn crafts. The reasons for this include the fact that it is much easier for the children to complete these schools and find employment.¹²⁸

According to the Strategy, segregation often occurs in the process of education. However, in spite of numerous inspections and public statements, no sanctions have been imposed on segregation in schools. A case was raised in 2011 by the Helsinki Committee of the Republic of Macedonia on segregation of Roma children in schools in Bitola. However, the CPAD still has not decided upon this case, in breach of all procedural deadlines provided by the Law on Prevention and Protection Against Discrimination. The problem with segregation has obviously been acknowledged as an existing one.

Eight Roma information centres were established to support the implementation of the strategy and to monitor, inter alia, this situation on the ground.¹²⁹ Many Roma NGOs are working on countering the issue of segregation in education. However, segregation continues to take place and is becoming even more visible with the

¹²⁴ “Children in FYR Macedonia – a situation analysis (February 2008)”. *UNICEF website*. http://www.unicef.org/tfymacedonia/MK_SITAN_ENG.pdf. Last accessed: 22.03.2014.

¹²⁵ *Ibid.*

¹²⁶ There are also several policy documents targeting Roma women. For more, please see MLSP website at: <http://mtsp.gov.mk/?ItemID=6FC822BBA79A61429117F41943673AE4>. Last accessed: 22.03.2014.

¹²⁷ “Стратегија за Ромите во Република Македонија”. Ministry of Labour and Social Policy. *Ministry of Labour and Social Policy Website*. http://www.mtsp.gov.mk/WBStorage/Files/strategija_romi.pdf. Last accessed: 22.03.2014.

¹²⁸ *Ibid.*

¹²⁹ For more information on the Roma Information Centres, please see: Ministry of Labour and Social Policy. *Ministry of Labour and Social Policy Website*. <http://mtsp.gov.mk/?ItemID=16963527D912DC41B48380E0B6034274>. Last accessed: 22.03.2014.

increase in the number of Roma pupils. In 2011, the Macedonian Helsinki Committee filed a case to the CPAD in relation to segregation at five primary schools in Bitola. These schools have been refusing to register Roma pupils, claiming no availability of spaces. Furthermore, they have been redirecting all pupils to the primary school 'Gjorgji Sugarev' where the majority of pupils are Roma. In spite of this practice which is well known to the state and to other state institutions, the CPAD has not decided upon this case yet, regardless of the fact that all deadlines have passed.

Many reports have been published on the issue of Roma education in the country (including an Open Society Institute - OSI - report,¹³⁰ Roma Education Fund,¹³¹ a UNICEF situation analysis¹³² and a UNICEF analysis of segregation in education)¹³³ with very similar conclusions on segregation and enrolment barriers. They find the most significant problem in the education field regarding Roma to be similar to those faced by Roma throughout the Western Balkans. Critical issues include low enrolment, poor performance, and a high drop-out rate for Roma children – combined with in-school segregation and discrimination, referral to special schools, restricted availability to pre-school, and lack of support for further education.¹³⁴

The newest study published in 2013 by the Institute for Human Rights, supported by the Roma Education Fund, looks at Roma children in primary and secondary education, noting that the problems range from general level of living conditions, discrimination, up to clear examples of segregation (including making Roma children sit in the last rows in classes, complaints by parents from other ethnicities that they do not want their children to study with Roma children, even reporting getting lower grades with explicit mentioning by the teacher that the grade is lower because the student is from Roma ethnic origin).¹³⁵

Special provisions provide for education of pupils and students with disabilities. These are educated according to the laws on primary and secondary education. Notably, students with special educational needs are provided with appropriate conditions for acquiring basic education and life skills in regular and special primary

¹³⁰ "Equal Access to Quality Education for Roma, Volume 2: Croatia, Macedonia, Montenegro and Slovakia". *Open Society Foundations Website*.

http://www.opensocietyfoundations.org/sites/default/files/equal_20071218.pdf. Last accessed: 22.03.2014.

¹³¹ "Advancing Education of Roma in Macedonia". Roma Education Fund. *REF Website*.

http://www.romaeducationfund.hu/sites/default/files/publications/macedonia_report.pdf. Last accessed: 22.03.2014.

¹³² "Children in FYR Macedonia – a situation analysis (February 2008)". *UNICEF website*.

http://www.unicef.org/tfymacedonia/MK_SITAN_ENG.pdf. Last accessed: 22.03.2014.

¹³³ "Мултикултурализмот и меѓуетничките односи во образованието". *UNICEF website*.

[http://www.unicef.org/tfymacedonia/New_MKVersionsm2\(3\).pdf](http://www.unicef.org/tfymacedonia/New_MKVersionsm2(3).pdf). Last accessed: 22.03.2014.

¹³⁴ "Advancing Education of Roma in Macedonia". *REF Website*.

http://www.romaeducationfund.hu/sites/default/files/publications/macedonia_report.pdf. Last accessed: 01 April 2013.22.03.2014.

¹³⁵ *Breaking the Wall of Silence*, Institute on Human Rights, Skopje (2013).

<http://www.ihr.org.mk/images/pub/covekovi-prava-web.pdf>. Last accessed: 10.03.2014.

schools and are entitled to individual assistance for the acquisition of primary education.¹³⁶

There are special curricula for students with disabilities developed by the Department for Development of Education.¹³⁷ At present there is much stronger support for segregated education of children with disabilities than for their inclusion in regular schools.¹³⁸ According to the Law on Primary Education, children with disabilities are entitled to shorter class time, a lower number of children per class and engagement of specialists. In practice, just a few of the standards in the law are implemented.

In 2006, the Ombudsperson of the Republic of Macedonia (the Ombudsperson) prepared a special report on the inclusion of children with special needs in education.¹³⁹ This report underlines that the practical application of legal solutions entails a lot of problems and obstacles that do not allow for the provision of adequate and equal access to education for children with disabilities, having practicing this right to often result in discrimination.¹⁴⁰

There are separate secondary schools for children with special needs.¹⁴¹ Secondary school students with “special educational needs” are educated under adjusted programmes for job training.¹⁴² A programme called “Open the Windows” runs several years now aiming to promote assistance technology for children with disabilities from primary school.¹⁴³ There are no specific articles which regulate the education of children with special needs in regular secondary schools.

¹³⁶ *Закон за основно образование* [Law on Primary Education], Official Gazette of the Republic of Macedonia, No. 103/2008, 33/2010, 116/2010, 156/2010, 18/2011, 51/2011, 100/2012, 24/2013. Art.6.

¹³⁷ *Ibid.* Art.30.

¹³⁸ “Се гетоизираат ромските ученици во Битола”. *Nova Makedonija Website*.

<http://www.novamakedonija.com.mk/NewsDetal.asp?vest=9119922592&id=9&setlzdanie=21785>. Last accessed: 22.03.2014.

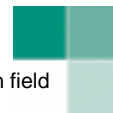
¹³⁹ “Посебен извештај на народниот правобранител за вклученоста на децата со посебни потреби во образованието”. Ombudsperson of the Republic of Macedonia. *Ombudsperson Website*. <http://ombudsman.mk/upload/documents/Posebni%20potrebi%20na%20decata1%20-mak.pdf>. Last accessed: 22.03.2014.

¹⁴⁰ There are cases of non-admittance of children with disabilities into regular primary education, or in some other cases these children were admitted at first, but after a certain period they were expelled, thus leaving their parents to cope with the children on their own. Teachers themselves have problems dealing with these children because they are not trained adequately to work with them to find the most appropriate methods for including children with special needs in school activities.

¹⁴¹ *Закон за средно образование* [Law on Secondary Education]. Official Gazette of the Republic of Macedonia, No. 44/95, 24/96, 34/96, 35/97, 82/99, 29/2002, 40/2003, 42/2003, 67/2004, 55/2005, 113/2005, 35/2006, 30/2007, 49/2007, 81/2008, 92/2008, 33/10, 116/10, 156/10, 18/2011, 42/2011 (correction), 51/2011, 100/2012, 24/2013. Art.43.

¹⁴² *Ibid.* Art.50.

¹⁴³ *Open the windows website*. <http://openthewindows.org/>. Last accessed: 22.03.2014.



3.2.9 Access to and supply of goods and services which are available to the public (Article 3(1)(h) Directive 2000/43)

Does national law on discrimination cover access to and supply of goods and services? In case national anti-discrimination law does not do so, is it dealt with in any other legislation?

- a) *Does the law distinguish between goods and services available to the public (e.g. in shops, restaurants, banks) and those only available privately (e.g. limited to members of a private association)? If so, explain the content of this distinction.*

There are no specific articles forbidding discrimination concerning goods and services available to the public which makes a distinction between the goods and services available to the public and those available privately. However there is a general provision on access to goods and services in the Anti-discrimination Law forbidding any limiting or disabling access to goods and services on any of the grounds protected with this law (Art.11).

In recent years there have been several cases of discrimination against Roma people in this area.¹⁴⁴

The legislation on consumer protection¹⁴⁵ notes that a merchant providing public services through a distribution network must allow users to join and use the network and e-services under non-discriminatory, previously known and agreed conditions.¹⁴⁶ There are no specific grounds for discrimination mentioned.

- b) *Does the law allow for differences in treatment on the grounds of age and disability in the provision of financial services? If so, does the law impose any limitations on how age or disability should be used in this context, e.g. does the assessment of risk have to be based on relevant and accurate actuarial or statistical data?*

There is no explicit prohibition of discrimination on the grounds of age and disability in the provisions of financial services. However, as the provision on fields of application of the Anti-discrimination Law is open to any area provided for by another law, it is to be expected that if another law governing financial services does insert a

¹⁴⁴ “Бојата на кожата ги затвора кафулињата за битолските роми”. *Utrinski vesnik website*. <http://utrinski.mk/?ItemID=1ED1DAC6F4C67C4E8B110E7B8869838D>. Last accessed: 22.03.2014.; “Ромска дискриминација”, 02 January 2007. *BBC website*. http://www.bbc.co.uk/macedonian/news/story/2007/01/printable/070102_romi.shtml. Last accessed: 22.03.2014.

¹⁴⁵ *Закон за заштита на потрошувачите* [Law on Consumer Protection]. Official Gazette of the Republic of Macedonia, No. 38/2004, 77/2007, 103/2008, 24/2011, 164/2013.

¹⁴⁶ *Ibid.* Art.119.

provision prohibiting discrimination, this will also be considered as falling under the Anti-discrimination Law. This type of services can also be considered as covered under Article 11 which provides for non-discrimination in the area of provision of goods and services. Differential treatment of people on the ground of age exists in practice,¹⁴⁷ however no such case has been filed thus far.

In 2013, a coalition of CSOs filed a case to the CPAD on discrimination of people with disabilities (in this case with visual impairment) in provision of financial services. They went against all banks operating in the country, as they found that none of the banks enables people with disabilities to gain access to financial services in an autonomous way, meaning they always needed assistance from a third person. This included not only over the counter services, but also use of ATMs. This case is still in process, however, following the submission of this case, one of the banks signed a memorandum for understanding with the CSO coalition, in which they oblige themselves to do all necessary changes to rectify the situation. The initial activities have already started with trainings of the bank staff on how to act when providing services to people with disabilities. Amendment of the internal regulations of the banks are currently underway.

3.2.10 Housing (Article 3(1)(h) Directive 2000/43)

Does national law on discrimination cover housing? In case national anti-discrimination law does not do so, is it dealt with in any other legislation?

To which aspects of housing does the law apply? Are there any exceptions? Please also consider cases and patterns of housing segregation and discrimination against the Roma and other minorities or groups, and the extent to which the law requires or promotes the availability of housing which is accessible to people with disabilities and older people.

Anti-discrimination Law clearly states that housing is an area to which the law applies (Art.4, para.1, line 5). However, there is no legislation that covers selling or renting a piece of land or a building for housing purposes, or illegal forced evictions and deportations with regard to any of the grounds protected.

Under Article 104 of the Law on Housing¹⁴⁸ a Regulatory Commission was established with a mandate, *inter alia*, to prevent discrimination in the field of housing,¹⁴⁹ however it does not contain any further explanations as to protective mechanisms, nor does it mention grounds of discrimination. Disability is only mentioned in so far as the manager of the building should know the standards and

¹⁴⁷ For example, it is still difficult for people under a certain age to get travel insurance for travelling abroad.

¹⁴⁸ Закон за домување [Law on Housing], Official Gazette of the Republic of Macedonia, No. 99/2009, 57/2010, 36/2011, 54/2011, 13/2012, 55/2013, 163/2013.

¹⁴⁹ *Ibid.* Art.104.

norms for accessibility for persons with disabilities in a residential facility (Art.19, para.1, line 12) (under the same article, this can also be taken as posing obligation on her/him to initiate court procedures against the constructors for improper and incomplete execution of the actions).

Referring to the issue of housing of Roma in the country, one should bear in mind that they are concentrated in ten municipalities. Usually there is a concentration of the Roma population in one part of the town.¹⁵⁰ There are no official statistics on racist incidents and discrimination in housing against Roma.¹⁵¹

However, the media and NGOs report cases of institutional violence and assault against Roma,¹⁵² particularly police raids and evictions (after the Roma are accused of residing in unlawfully built buildings), that deprive the Roma of their housing, and do not provide them with alternative accommodation.¹⁵³

A report on the conditions of housing and health in the Roma community states that Roma families often live in badly built sub-standard houses, without in-house water supply and sanitation. Data show that 7.25 per cent of the families live in improvised houses built from non-construction materials (cardboard, nylon, tin, plastic, etc.), 29.5 per cent in dilapidated and montage houses, and only 63 per cent in solid-construction houses.¹⁵⁴ More than 10 per cent of the families don't have access to any kind of water supply. The sewerage conditions are extremely bad, with an estimate of 50 per cent of families having no access to proper solution for the discharge of the sewage and communal water.¹⁵⁵

¹⁵⁰ "Report on the condition of housing and health among the Roma Community in Macedonia". *CRPRC Studiorum Website*. http://www.studiorum.org.mk/n_mesechina-en.asp. Last accessed: 22.03.2014. 13.

¹⁵¹ In 2013, the Macedonian Helsinki Committee conducted a research on integration of Roma in, inter alia, housing. The research results will become available in the first half of 2014.

¹⁵² "Извештај до комитетот за економски, социјални и културни права на Обединетите нации". National Roma Centrum NGO. *NRC Website*.

<http://www.nationalromacentrum.org.mk/publikacii/istrazuvanja/izvestaj-do-komitot-za-ekonomski/>. Last accessed: 22.03.2014.; "Во дискотеката Калипсо во Берово е забранет влезот за Ромите". Kanal 5 Television. *Kanal 5 Television website [Cache]*. [http://star.kanal5.com.mk/\(S\(zjddxt455rd2idzcbfej3aqq\)\)/default.aspx?mId=37&eventId=53923&egId=13](http://star.kanal5.com.mk/(S(zjddxt455rd2idzcbfej3aqq))/default.aspx?mId=37&eventId=53923&egId=13). Last accessed: 03.07.2014.

¹⁵³ "Проценка на напредокот на декадата на ромите". Helsinki Committee for Human Rights of the Republic of Macedonia. *MHC Website*. <http://www.mhc.org.mk/?ItemID=3DE4E8C7F50F194281021DB76FAD9E1E>. Last accessed: 22.03.2014.

¹⁵⁴ Roma houses are small, planned to serve the elementary needs, with housing space less than 5 m² per member for more than 50 per cent of the families. About 40 per cent of the families live in shared houses. Only 16 per cent of the houses have toilet and bathroom in the house; 77 per cent of the families use a toilet in the yard and 58 per cent use tap in the yard.

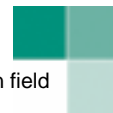
¹⁵⁵ "Report on the condition of housing and health among the Roma Community in Macedonia". *CRPRC Studiorum Website*. http://www.studiorum.org.mk/n_mesechina-en.asp. Last accessed: 22.03.2014.

UNICEF study “Children in FYR Macedonia – a situation analysis”¹⁵⁶ claims that Roma generally live in informal settlements on the outskirts of urban centres and that this further obstructs their access to basic social services. In general, while many Macedonians live in privately owned apartments (previously state-owned public housing made available for sale), some 15 to 25 per cent of the population live in about 100 informal urban settlements. According to the same study ‘there has been no research to date on how housing conditions in the country impact on children, but official government statistics suggest that 95 per cent (or 47,408) of Roma live in informal settlements located on the cities’ peripheries. These settlements are typified by higher levels of unemployment, crime, illiteracy, juvenile delinquency, drug abuse and other social problems, all of which can negatively affect children’s social development.

The lack of stable land tenure can be a factor to this end, as without a sense of permanence and stability communities are less cohesive and more prone to dysfunction. Roma and Albanians are sometimes forced by land tenure disputes, bureaucratic delays, high communal taxes and the high birth rates within their communities to erect illegal buildings without a construction permit which may result in further tenure disputes and unsafe building practices’.¹⁵⁷ The Law on Housing does not require or promote the availability of housing which is accessible to older people. Within the article on types of apartments, it does contain a special provision defining units for stay of elder and incapacitated people as units where these tenants get 24 hours assistance by an institution under the condition that these are architecturally adjusted as apartments for elderly (Art.7, para.3), however it does not go beyond foreseeing the possibility of establishing such a unit into clarifying this issue further. No assessment on the implementation of/compliance with this provision has been conducted yet.

¹⁵⁶ “Children in FYR Macedonia – a situation analysis (February 2008)”. *UNICEF website*. http://www.unicef.org/tfymacedonia/MK_SITAN_ENG.pdf. Last accessed: 22.03.2014.

¹⁵⁷ *Ibid.* 32.



4 EXCEPTIONS

4.1 Genuine and determining occupational requirements (Article 4)

Does national law provide an exception for genuine and determining occupational requirements? If so, does this comply with Article 4 of Directive 2000/43 and Article 4(1) of Directive 2000/78?

The Anti-discrimination Law contains a general clause stating that difference of treatment which is based on a characteristic related to any of the discriminatory grounds shall not constitute discrimination if, by reason of the nature of the particular occupational activities concerned or of the context in which they are carried out, such a characteristic constitutes a genuine and determining occupational requirement, provided that the objective is legitimate and the requirement does not overstep the level necessary for implementation.

The article in the Law on Labour Relations¹⁵⁸ uses wording on exemptions from occupational requirements in the context of access to labour (Art.8), which corresponds to the language of Article 4 of Directive 2000/43/EC. Notably the law states that it will not be considered discrimination making a difference, exclusion or giving priority in terms of a certain thing, when the nature of the work is such or the work is performed in such conditions that the characteristics associated with some of the cases (Art.6) of this law are essential and decisive conditions for performing the work, providing that the objective to be achieved is justified and the requirement has been carefully considered.¹⁵⁹

The grounds covered by the Law on Labour Relations are broader than the protected grounds of the two Directives, and the differences in treatment in cases of determining occupational requirements need not only be based on the five grounds mentioned in the Directives, but can cover all protected grounds.¹⁶⁰

4.2 Employers with an ethos based on religion or belief (Art. 4(2) Directive 2000/78)

a) *Does national law provide an exception for employers with an ethos based on religion or belief? If so, does this comply with Article 4(2) of Directive 2000/78?*

¹⁵⁸ *Закон за работни односи – пречистен текст* [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia. No. 52/2012.

¹⁵⁹ *Ibid.* Art.8.

¹⁶⁰ The Directive Grounds Law goes beyond the Directives grounds of race, belief, disability, age and sexual orientation are all covered, and the Law goes beyond them in an open-ended list numbers: sex, health condition, membership of trade union, social origin, position of the family, property, or other personal issue.

The Anti-discrimination Law includes such an exception fully in compliance with Article 4(2) of Directive 2000/78 (Art.14, para.1, line 3-5). However, under this same law it shall not constitute discrimination if members of duly registered churches and religious communities (this also applies to NGOs, political parties, trade unions and other organisations) act in accordance with their belief (Art.14, para.1, line 5).

The Law on the Legal Position of Churches, Religious Communities and Religious Groups¹⁶¹ contains no specific articles on employment and labour relations. Other laws also do not include specific provisions on exemptions for employers with ethos based on religion or belief. However, the Law on Labour Relations contains in the exemptions from prohibition of discrimination, sufficient space for churches, religious communities and groups to be exempt in accordance with Article 4(2) of Directive 2000/78 (Art.8).

b) *Are there any specific provisions or case law in this area relating to conflicts between the rights of organisations with an ethos based on religion or belief and other rights to non-discrimination? (e.g. organisations with an ethos based on religion v. sexual orientation or other ground).*

In the Law on the Legal Position of Churches, Religious Communities and Religious Groups there are no specific articles related to such conflicts. Such case law does not exist until present. However, the Macedonian Orthodox Church and the Islamic Religious Community have very clearly expressed their opinions that sexual orientation should not be mentioned in the anti-discrimination legislation.¹⁶² Also, the end of 2010 saw an initiative on their behalf to open a cycle of constitutional changes that should, in their words, strengthen the traditional form of the family; however which are clearly motivated to target homosexuals. Notably, these are stating that a marriage is a union of one woman and one man, as well as to insert provisions which will limit the possibility for homosexuals to adopt of children.

In the Anti-discrimination Law there is no such anti-conflict provision. However, it should be noted that it shall not constitute discrimination if members of duly registered religions (this also applies to NGOs, political parties, trade unions and other organisations) act in accordance with their belief (Art.14, para.1, line 5). This would mean that this excuses these members even if, in doing so, they are discriminating on the grounds mentioned in Article 3.

¹⁶¹ Закон за правна положба на црквите, верските задници и религиозни групи [Law on the Legal Position of the Church, Communities of Faith and Religious Groups]. Official Gazette of the Republic of Macedonia, No. 113/07.

¹⁶² “Ориентирани кон сексуална дискриминација” [Oriented Towards Sexual Discrimination]. Dnevnik, daily newspaper. *Dnevnik website*.

<http://www.dnevnik.com.mk/default.asp?ItemID=2747A65351BB6544AC31869A1784FEDC>. Last accessed: 22.03.2014.; “2010 Annual report on sexual and health rights of marginalized communities”. <http://xa.yimg.com/kq/groups/23471982/269959960/name/Analiza+finalna+verzija.pdf>. Last accessed: 22.03.2014.

Laws which regulate the founding and eligible activities of these associations (civil society organizations, foundations,¹⁶³ as well as religion communities and religious groups) regulate this issue as well, stating that an association shall cease to exist if they engage in such actions contrary to the Constitution and laws, and violating other people's rights.

It also declares that it shall not constitute discrimination when a marriage, out-of-wedlock community and family are regulated exclusively as communities of opposite sexes i.e. of one man and one woman. (Art.14, para.1, line 6 of the Anti-discrimination Law).

- c) *Are religious institutions permitted to select people (on the basis of their religion) to hire or to dismiss from a job when that job is in a state entity, or in an entity financed by the State (e.g. the Catholic church in Italy or Spain can select religious teachers in state schools)? What are the conditions for such selection? Is this possibility provided for by national law only, or international agreements with the Holy See, or a combination of both? Is there any case law on this?*

There are no such possibilities according to Macedonian legislation. The only attempt in that direction was the introduction of religious education into state elementary schools. Without any legal basis, the main two religious groups – the Macedonian Orthodox Church and Islamic Religious Community – selected the teachers. However the Constitutional Court, acting upon petition by NGOs, declared the introduction of religious education null and void.

4.3 Armed forces and other specific occupations (Art. 3(4) and Recital 18 Directive 2000/78)

- a) *Does national law provide for an exception for the armed forces in relation to age or disability discrimination (Article 3(4), Directive 2000/78)?*

Yes, the Law on Army Service envisages different age limitations, and disability is a ground for losing military status. Professional soldiers are not to be older than 26 years of age¹⁶⁴ at the day of the closing of the vacancy add. The contract is renewable every three years up to a maximum age of 45.¹⁶⁵ Junior officers must not be older than 25 years of age (or 33 years of age, depending on experience, qualifications, as well as previous status in the army forces, if any),¹⁶⁶ or senior officer older than 30 years of age when entering the Army (or 35 years of age if

¹⁶³ *Закон за здруженија и фондации* [Law on associations and foundations]. Official Gazette of the Republic of Macedonia, No.52/2010, 135/2011. Art.4.

¹⁶⁴ *Закон за служба во армијата* [Law on Army Service]. Official Gazette of the Republic of Macedonia, No. 36/2010, 23/2011, 47/2011, 148/2011, 55/2012. Art.36.

¹⁶⁵ *Ibid.* Arts.40, 42, 43.

¹⁶⁶ *Ibid.* Arts.34, 35.

coming to the senior officer position from a junior officer position).¹⁶⁷ Upper limit for civilian personnel is 40 years of age. The retirement age for active military and civilian personnel is 25 years of pension insurance, out of which 15 in army service (if this has not been fulfilled, and army service has ended, the Ministry of Defence must provide for further employment or education to allow the person to accumulate years necessary for retirement age).¹⁶⁸

People with disability are prevented from entering the Army since general and specific health and good physical condition are unavoidable prerequisites.¹⁶⁹

Even if the disability is a result of army service it would still lead to loss of military status. The best scenario is that the person could remain as civilian personnel retaining the salary received and rank held prior to the health degradation (or goes one rank below, if same rank cannot be awarded).¹⁷⁰ Extra three days of vacation are foreseen for personal with disability or a person taking care of a child with disability.¹⁷¹

Ethnicity is dealt with in law in several respects. Persons belonging to minorities should be adequately and fairly represented in the Army providing they are dully trained and competent.¹⁷² Vacancies public adds need to be published in, *inter alia*, at least one newspaper printed on a language used by at least 20% of the population in the country.¹⁷³ With regard to the oath, the document to be signed is both in Macedonian and in the language of that person.¹⁷⁴

With regards to gender, the law states that principle of equality between the sexes should be dully taken into consideration.¹⁷⁵ Also, provisions on maternity leave are included in the law.¹⁷⁶

The previous law - Law on Army Service of 2002, contained "homosexuality"¹⁷⁷ as in breach of army discipline thus a ground for discipline measure. This was erased in subsequent amendments of this Law. The current law does not contain such reference.

b) *Are there any provisions or exceptions relating to employment in the police, prison or emergency services (Recital 18, Directive 2000/78)?*

¹⁶⁷ *Ibid.* Art.32.

¹⁶⁸ *Ibid.* Art.220 (para.2).

¹⁶⁹ *Ibid.* Arts.31, 202-210.

¹⁷⁰ *Ibid.* Art.78.

¹⁷¹ *Ibid.* Art.98 (para.2).

¹⁷² *Ibid.* Art.30, para.5.

¹⁷³ *Ibid.* Art.39 (para.2).

¹⁷⁴ *Ibid.* Art.7 (para.2).

¹⁷⁵ *Ibid.* Art.30 (para.6).

¹⁷⁶ *Ibid.* Arts.99 (para.4), 161, 164.

¹⁷⁷ *Ibid.* Art.121 (para.1, item 16).

Yes, the Law on the Police envisages different age limitations. However, disability is not a ground for losing the status of a police officer. Police officers must not be older than 25 for duties requiring secondary education and 30 for graduate duties when entering the police force.¹⁷⁸ The retirement age is privileged, meaning that each 12 months of service are treated as 16 months.

People with disability are in fact prevented from entry into the police (like the army) since physical and mental health statuses are unavoidable prerequisites. However police officers that are rendered disabled as a result of their policing work should be redeployed according to their capabilities, keeping the salary and rank they held prior to the incident.¹⁷⁹

Ethnicity is treated as an issue of proportional representation - persons belonging to minorities should be adequately and fairly represented in the police, providing they are duly trained and competent.¹⁸⁰ Like in the Army, there is an obligatory oath, yet although the Law is more recent (from 2009) the document is to be signed, unlike that for the Army, only in Macedonian language (as under the Law).¹⁸¹

In practice, both structures are gradually increasing the percentage of employees from minority ethnic groups. Success is measured by coming closer to the percentages of each community in the number of the total population, though the percentages are not formally declared to be quotas.

The Law on the Police has basically only one, rather short, provision on sex equality, stating that within the employment process in the police, the principle of equality between the sexes should be fully taken into consideration. The Law on Internal Affairs makes a further step by stating that equality of sexes is to be upheld.¹⁸²

4.4 Nationality discrimination (Art. 3(2))

Both the Racial Equality Directive and the Employment Equality Directive include exceptions relating to difference of treatment based on nationality (Article 3(2) in both Directives).

- a) *How does national law treat nationality discrimination? Does this include stateless status?
What is the relationship between 'nationality' and 'race or ethnic origin', in particular in the context of indirect discrimination?*

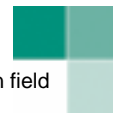
¹⁷⁸ *Закон за полицијата* [Law on the Police]. Official Gazette of the Republic of Macedonia, No. 114/2006, 06/2009, 145/2012. Art.95.

¹⁷⁹ *Ibid.* Arts.95,109.

¹⁸⁰ *Ibid.* Art.96.

¹⁸¹ *Закон за внатрешни работи* [Law on Internal Affairs]. Official Gazette of the Republic of Macedonia, No. 92/2009, 118/2009 (correction), 35/2010, 36/2011, 158/2011, 187/2013. Art.52.

¹⁸² *Ibid.* Art.48.



Is there overlap in case law between discrimination on grounds of nationality and ethnicity (i.e. where nationality discrimination may constitute ethnic discrimination as well?)

The Constitution does not clearly distinguish between nationality (in the meaning of state citizenship) and ethnic affiliation. The Constitution states that “citizens of the Republic of Macedonia have citizenship of the Republic of Macedonia [and it declares] the free expression of national identity [as] a fundamental value”.¹⁸³

However, in later articles, nationality, rather than ethnicity, is mentioned as a ground of discrimination (Art.9, 20, 54, 110). The words ethnic and ethnicity are not mentioned in the Constitution at all. The Constitution makes it clear that the rights and freedoms enshrined in it are reserved for the citizens, and that a foreigner enjoys freedoms and rights guaranteed by the Constitution only under conditions regulated by law and international agreements. In this context, the term discrimination on grounds of nationality in Macedonian law actually refers to ethnic discrimination.

Nationality understood as origin from another country is not covered by Anti-discrimination Law. However, citizenship, understood as the legal link of a person with a certain country, is part of the grounds covered by the Anti-discrimination Law (Article 3).¹⁸⁴ Although not explicitly referred to, the same would be true for stateless persons.

The lack of clarity deepens in some laws which refer to nationality and ethnicity as different grounds for discrimination.¹⁸⁵ No definition is provided, which also adds to the confusion of the terms, since in some laws the term 'national belonging' is used.¹⁸⁶ The courts consistently use the terms 'foreigner' and 'foreign' when referring to nationals of another country.

b) Are there exceptions in anti-discrimination law that seek to rely on Article 3(2)?

The Anti-discrimination Law features a general exception based on nationality understood as citizenship. This law states that different treatment of persons who are not citizens of the country regarding the freedoms and rights enshrined in the Constitution, in laws and in international treaties, which directly stem from citizenship, will not be considered discrimination (Art.14, para.1, line 1).

¹⁸³ Constitution of the Republic of Macedonia". *Official Website of the Assembly of the Republic of Macedonia*. <http://www.sobranie.mk/en/the-constitution-of-the-republic-of-macedonia.nsp.x>. Last accessed: 02.07.2014. Art.4,6.

¹⁸⁴ However, please see the exceptions in relation to nationality mentioned below in section 4.4. – b.

¹⁸⁵ For example, Article 3 of the Law on Voluntary Fully Pension Insurance, Article 20 of the Law on Social Protection.

¹⁸⁶ Article 6 of the Law on Primary Education and Article 6 of the Law on Labour Relations.



4.5 Work-related family benefits (Recital 22 Directive 2000/78)

Some employers, both public and private, provide benefits to employees in respect of their partners. For example, an employer might provide employees with free or subsidised private health insurance, covering both the employees and their partners. Certain employers limit these benefits to the married partners (e.g. Case C-267/06 Maruko) or unmarried opposite-sex partners of employees. This question aims to establish how national law treats such practices. Please note: this question is focused on benefits provided by the employer. We are not looking for information on state social security arrangements.

- a) *Would it constitute unlawful discrimination in national law if an employer only provides benefits to those employees who are married?*

Macedonian legislation does not mention the right of employers to provide benefits solely to a certain category of employees (such as those married or with children).

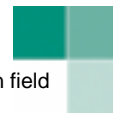
However, the constitutional provision under which the Republic provides particular care and protection for the family¹⁸⁷ could be interpreted as opening space for, *inter alia*, such privileges.¹⁸⁸ An addition to this argumentation could be the provision of the Anti-discrimination Law which provides as part of the article on unequal treatment that will not be considered as discrimination the regulation of the family, marriage, and out of wedlock partnerships as limited to opposite sex partners (Art.15, para.1,line.6).

- b) *Would it constitute unlawful discrimination in national law if an employer only provides benefits to those employees with opposite-sex partners?*

Same-sex partnership is not recognised under Macedonian legislation, while the Law on Family and Marriage clearly states that marriage is a union between a man and a woman. Therefore, it would not constitute unlawful discrimination if an employer provides benefits that are limited to those employees with opposite-sex partners. There has not been a case on these issues. Moreover, the Anti-discrimination Law provides as part of the article on unequal treatment that will not be considered as discrimination the regulation of the family, marriage, and out of wedlock partnerships as limited to opposite sex partners (Art.15, para.1, line.6).

¹⁸⁷ Constitution of the Republic of Macedonia". *Official Website of the Assembly of the Republic of Macedonia*. <http://www.sobranie.mk/en/the-constitution-of-the-republic-of-macedonia.nspx>. Last accessed: 02.07.2014. Art.40.

¹⁸⁸ One needs to have in mind here that family is not defined in the Constitution, but it is defined in the Law on Family as a community of parents and children and/or other relatives, provided that they live in the same household (Art. 2(1); Law on Family).



4.6 Health and safety (Art. 7(2) Directive 2000/78)

- a) *Are there exceptions in relation to disability and health and safety (Article 7(2), Directive 2000/78)?*

The anti-discrimination legislation does not provide for specific exceptions in relation to disability in the context of health and safety regulations similar to the provisions of Article 7(2) of Directive 2000/78. However, the general exception of objective and justified limitation, allowed for by Article 8 of the Law on Labour Relations could be applicable.

This article states that it will not be considered discrimination making a difference, exclusion or giving priority in terms of a certain thing, when the nature of the work is such or work is performed in such conditions that the characteristics associated with some of the cases in Article 6 of this law are an essential and decisive condition for performing the work, providing that the objective to be achieved is justified and the requirement is carefully considered.¹⁸⁹

- b) *Are there exceptions relating to health and safety law in relation to other grounds, for example, ethnic origin or religion where there may be issues of dress or personal appearance (turbans, hair, beards, jewellery, etc.)?*

In the Anti-discrimination Law it is explicitly stated that special protection of pregnant women or mothers shall not be considered as amounting to discrimination (Art.15, para.1, line 1).

However, aside from this, issues of dress or personal appearance (turbans, hair, beards, jewellery, etc) are not subject of special regulation in relation to health and safety, meaning that general provisions and principles in deciding upon a discrimination case will apply.

Law on Labour Relations does not specify exceptions in relation to health and safety on any other ground, thus legitimacy and proportionality test indicated in the Law on Labour Relations would be applicable for exceptions based on dress codes or religious tenets (Art.8). However, the law does provide for other health and safety related special protective measures in relation to employees younger than 18 years of age, as well as for older employees¹⁹⁰ (over 57 years of age for women and 59 years of age for men). The protection encompasses hours of work, night work, work in special conditions and supplementary vacation (for younger than 18 years of age) and prohibition of overtime work as well as night shift (for older workers), as well as

¹⁸⁹ *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012. Art.8.

¹⁹⁰ *Ibid.* Chapter XV.

other special measures provided with this and other laws.¹⁹¹ There are also exceptions for protective measures because of pregnancy and parenting.¹⁹²

4.7 Exceptions related to discrimination on the ground of age (Art. 6 Directive 2000/78)

4.7.1 Direct discrimination

Please, indicate whether national law provides an exception for age? (Does the law allow for direct discrimination on the ground of age?)

Is it possible, generally, or in specified circumstances, to justify direct discrimination on the ground of age? If so, is the test compliant with the test in Article 6, Directive 2000/78, account being taken of the Court of Justice of the European Union in the Case C-144/04, Mangold and Case C-555/07 Kucukdeveci?

The Anti-discrimination Law contains a provision that is in line with the test required in Article 6 of The Directive 2000/78 (Art.14, para.1, line 9). The Law on Labour Relations does not mention specific exceptions concerning discrimination on the ground of age, that relate to the wording of Article 6 of Directive 2000/78. However, the general exception laid out in Article 8 of the Law on Labour Relations could be used to justify such discrimination. The Law on Labour Relations could be interpreted more widely to give the possibility to the employer of setting specific conditions connected with the age of the employee. It states that at the time of signing of the contract the applicant is obliged to submit evidence to the employer of capability to fulfil the terms of the contract (Art.26).

a) *Does national law permit differences of treatment based on age for any activities within the material scope of Directive 2000/78?*

The Anti-discrimination Law contains a clause that is in line with the test required in Article 6 of the Directive 2000/78 (Art.14, para.1, line 9). The Law on Labour Relations provides for specific protective measures in relation to employees younger than 18, as well as for older employees (over 57 years of age for women and 59 years of age for men). The protection encompasses hours of work, night work, work in special conditions and supplementary vacation (for younger than 18 years of age) and prohibition of overtime work as well as night shift (for older workers), as well as other special measures provided by this and other laws.¹⁹³

¹⁹¹ Please see Charter XIII: Protection of Workers under 18 Years, and Chapter XV: Special protection of older workers of: *Закон за работни односи – пречистен текст* [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia, No. 52/2012.

¹⁹² *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012. Art.161.

¹⁹³ Charter XIII: Protection of Workers under 18 Years, and Chapter XV: Special protection of older workers. *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012.

- b) *Does national legislation allow occupational pension schemes to fix ages for admission to the scheme or entitlement to benefits, taking up the possibility provided for by article 6(2)?*

The Anti-discrimination Law contains a clause that allows for occupational pension schemes to fix ages for admission to the scheme or entitlement to benefits (Art.14, para.1, line 9).

The pension system is composed of three pillars established by three laws: the Law on Voluntary Fully Funded Pension Insurance, the Law on Pension and Disability Insurance, and the Law on Mandatory Fully Funded Pension Insurance. The Law on Pension and Disability Insurance¹⁹⁴ establishes the general age of retirement. This is 64 years of age for men and 62 years of age for women. At least 15 years of age of pension contributions (i.e. working years covered by pension insurance) is also required (Art.18). The Law on Pension and Disability Insurance provides for different criteria for calculation in special cases,¹⁹⁵ for jobs that are considered to require high levels of physical fitness that would prevent an older employee from being able to successfully perform certain tasks. The ages set for occupational pensions contradict Article 104 of the Law on Labour Relations with regards to women, as this article sets only age of 64 and does not distinguish between men and women. This is complemented by a provision stating that the employer, upon request of the employee, may extend the contract of employment up to 65 years of age, unless the law determines otherwise.¹⁹⁶

4.7.2 Special conditions for young people, older workers and persons with caring responsibilities

Are there any special conditions set by law for older or younger workers in order to promote their vocational integration, or for persons with caring responsibilities to ensure their protection? If so, please describe these.

In the Anti-discrimination Law there is a general clause making an exception in relation to special protection of parentless children and of single parents (Art.15, para.1, line 7). Although the term “parentless children” should mean persons up to 18 years of age, it is used also in the context of protective measures once these persons have reached adulthood (such as privileged housing and privileged employment).

The Law on Labour Relations provides for specific protective measures in relation to employees younger than 18 years of age.¹⁹⁷ The protection encompasses hours of

¹⁹⁴ *Закон за пензиско и инвалидско осигурување* [Law on Pension and Disability Insurance], Official Gazette of the Republic of Macedonia, No.98/2012, 166/2012, 15/2013, 170/2013.

¹⁹⁵ *Ibid.*

¹⁹⁶ *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012.

¹⁹⁷ *Ibid.* Charter XIII.

work, night work, work in special conditions and supplementary vacation. It allows for providing special care for older workers (Art.179). The same Law restricts overtime and night work for older workers (Art.180). The same restrictions apply to persons with caring responsibilities for children not older than 7 years of age.¹⁹⁸

4.7.3 Minimum and maximum age requirements

Are there exceptions permitting minimum and/or maximum age requirements in relation to access to employment (notably in the public sector) and training?

The Anti-discrimination Law makes two provisions exempting discrimination with regard to minimum age in relation to professional requirements and career advancement as well maximum age for recruitment for, as stated in law, the need for rational time limitations connected to retirement and stipulated by law (Art.14, para.1, line 8 and 9).

Law on Labour Relations establishes 15 years of age as the minimum age for employment (Art.250).

There is a general prohibition on employment of children under 15 years of age, except for recording films, preparing and performing arts, stage and other similar works (cultural, artistic, sports and advertising activities). A special procedure and approval is required for this. There are also special provisions for the work of students (as practical work experience) and for apprentices.¹⁹⁹

4.7.4 Retirement

In this question it is important to distinguish between pensionable age (the age set by the state, or by employers or by collective agreements, at which individuals become entitled to a state pension, as distinct from the age at which individuals actually retire from work), and mandatory retirement ages (which can be state-imposed, employer-imposed, imposed by an employee's employment contract or imposed by a collective agreement).

For these questions, please indicate whether the ages are different for women and men.

- a) *Is there a state pension age, at which individuals must begin to collect their state pensions? Can this be deferred if an individual wishes to work longer, or can a person collect a pension and still work?*

¹⁹⁸ *Ibid.* Art.164.

¹⁹⁹ *Ibid.* Art.251.

The Law on Pension and Disability Insurance²⁰⁰ establishes the general age for retirement of 64 years of age (for men) or 62 years of age (for women) with at least 15 years of pension contributions accrued. Individuals who reach the pensionable age but want to work longer can continue if their employers agree, but not after the age of 65.²⁰¹ The Law on Pension and Disability Insurance provides for different criteria for calculation in special cases.²⁰² According to this law, pension and disability insurance rights depend on wages earned and the total length of contributions. The amount of the awarded age pension depends on the monthly average wage which determines the pension base, while the percentage of the pension is determined based on the length of pension contributions.

- b) *Is there a normal age when people can begin to receive payments from occupational pension schemes and other employer-funded pension arrangements? Can payments from such occupational pension schemes be deferred if an individual wishes to work longer, or can an individual collect a pension and still work?*

The three-pillar system was introduced in 2000.²⁰³ A mandatory personal accounts system was introduced at the beginning of 2002. A system of voluntary pension schemes started operating in 2008. Exceptions from this include some categories such as company stakeholders (executive members of boards of directors, members of managerial boards),²⁰⁴ judges and prosecutors, as well as university professors. Notably, a full time university professor in retirement can teach postgraduate studies and can work on a research project under conditions specified by the statute of the university or other independent higher education institution.²⁰⁵

- c) *Is there a state-imposed mandatory retirement age(s)? Please state whether this is generally applicable or only in respect of certain sectors, and if so please state which. Have there been recent changes in this respect or are any planned in the near future?*

²⁰⁰ Закон за пензиско и инвалидско осигурување [Law on Pension and Disability Insurance], Official Gazette of the Republic of Macedonia, No.98/2012, 166/2012, 15/2013, 170/2013.

²⁰¹ Закон за работни односи – пречистен текст [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012. Art.104.

²⁰² The standard calculation system is given in articles 18 and 18-a of the Law on Pension and Disability Insurance. Source: Закон за пензиско и инвалидско осигурување [Law on Pension and Disability Insurance], Official Gazette of the Republic of Macedonia, No.98/2012, 166/2012.

²⁰³ „Изгледот на реформиранiot пензиски систем“. Ministry of Labour and Social Policy. *Ministry of Labour and Social Policy Website*. http://www.mtsp.gov.mk/penziski-reformi-ns_article-izgledot-na-reformiraniot-penziski-sistem.nsp. Last accessed: 03.07.2014.

²⁰⁴ Amendments for this group have been announced for next year.

²⁰⁵ Закон за високо образование [Law on University Graduate Education], Official Gazette of the Republic of Macedonia, No. 35/08, 103/2008, 26/2009, 83/2009, 99/2009, 115/10, 17/2011, 51/2011, 123/2012, 24/2013. Art.147.

The state-imposed retirement age is mandatory. Under the Law on Labour Relations, Article 104, when the employee reaches age of 64, but wants to work longer, s/he can continue to do so, but only until the age of 65.²⁰⁶ There are no sanctions in the Law on Labour Relations tied to a breach of this provision. Under the Law on Pension and Disability Insurance, the age set for acquiring age pension is 62 for women and 64 for men.²⁰⁷

- d) *Does national law permit employers to set retirement ages (or ages at which the termination of an employment contract is possible) by contract, collective bargaining or unilaterally?*

National Collective Agreements for the public sector and the economy do not mention reductions or expansions of the pensionable age in any sector. According to the Law on Labour Relations, individual employment contract or collective agreement may determine rights for workers which are more favourable than those determined by law (Art.12).²⁰⁸ The same article stipulates that employers cannot include clauses introducing fewer rights than those established in the constitution and law.

- e) *Does the law on protection against dismissal and other laws protecting employment rights apply to all workers irrespective of age, if they remain in employment, or are these rights lost on attaining pensionable age or another age (please specify)?*

General anti-discrimination articles do not include any provisions on different treatment in relation to protection against dismissal on grounds of age. The Law on Labour Relations's protection against dismissal applies to all workers irrespective of age. If the employee has reached the standard pensionable age and has contributed the required number of years of contributions to state pension schemes, the employer can ask for termination of employment even if the employee did not file a request for retirement or does not want to retire.

- f) *Is your national legislation in line with the CJEU case law on age (in particular Cases C-229/08 Wolf, C-499/08 Andersen, C-144/04 Mangold and C-555/07 Kücüdevici C-87/06 Pascual García [2006], and cases C-411/05 Palacios de la Villa [2007], C-488/05 The Incorporated Trustees of the National Council on Ageing (Age Concern England) v. Secretary of State for Business, Enterprise and Regulatory Reform [2009], C-45/09, Rosenblatt [2010], C-250/09 Georgiev, C-159/10 Fuchs, C-447/09, Prigge [2011]) regarding compulsory retirement?*

²⁰⁶ *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012. Art.104.

²⁰⁷ *Закон за пензиско и инвалидско осигурување* [Law on Pension and Disability Insurance], Official Gazette of the Republic of Macedonia, No.98/2012, 166/2012, 15/2013, 170/2013. Art.18.

²⁰⁸ *Закон за работни односи – пречистен текст* [Law on Labour Relations - revised], Official Gazette of the Republic of Macedonia, No. 52/2012.



The legislation seems to be in line with the above mentioned case law. However, the issue of mandatory retirement ages has not been a subject of wider discussions yet (nor have EU Directives and CJEU case-law been discussed in this context).

4.7.5 Redundancy

- a) *Does national law permit age or seniority to be taken into account in selecting workers for redundancy?*

Age or seniority is not expressly taken into consideration in the law with regard to selecting workers for redundancy.

- b) *If national law provides compensation for redundancy, is this affected by the age of the worker?*

There are no provisions for different levels of compensation for redundancy depending on the age of the worker in the anti-discrimination provisions or in labour legislation in general.

4.8 Public security, public order, criminal offences, protection of health, protection of the rights and freedoms of others (Article 2(5), Directive 2000/78)

Does national law include any exceptions that seek to rely on Article 2(5) of the Employment Equality Directive?

In the Anti-discrimination Law there is one exception of this character and concerning freedom of speech, public appearance, thought and public information (Art.14, para.1, line 7).

4.9 Any other exceptions

Please mention any other exceptions to the prohibition of discrimination (on any ground) provided in national law.

In the Anti-discrimination Law there are three clauses on exceptions relevant to the Directives in relation to: measures to stimulate employment (Art.15, para.1, line 2); measures to protect the identity of ethnic, religious and linguistic minorities (Art.15, para.1, line 8); and measures in favour of persons and groups in disadvantaged positions (Art. 15, para.1, line 6).

5 POSITIVE ACTION (Article 5 Directive 2000/43, Article 7 Directive 2000/78)

- a) *What scope does national law provide for taking positive action in respect of racial or ethnic origin, religion or belief, disability, age or sexual orientation? Please refer to any important case law or relevant legal/political discussions on this topic.*

National legal and policy framework provides for positive actions. Main accent is placed on positive action with respect to ethnic origin, disability and age. It does not provide for positive action with regard to religion or belief, or sexual orientation. Although beyond the scope of this report, it is also worth noting that there are public policies on positive actions pertaining to gender equality.

In the Anti-discrimination Law there is a special provision in Article 13 named 'affirmative measures' that corresponds to the Directive term 'positive action'. This article encompasses measures to eliminate or diminish factual inequality in favour of: (1) a person, group of persons or community; and (2) marginalised groups. People with disabilities are not specifically mentioned in this article as in Directive 2000/78, however, there is no basis for preventing them from being covered with this provision.

The ethnic origin seems to be the dominant ground for undertaking positive action. Since independence, ethnic minorities have claimed that they were in a disadvantaged position compared to the ethnic Macedonians. The main sources of that disadvantage were language issues and under-representation at national and local government levels. Calls from the minorities were suppressed for almost a decade after the independence, leading to an armed conflict in 2001. The conflict was ended with the Ohrid Framework Agreement (a political document), and changes foreseen in this agreement were introduced via amendments to the Constitution, thus becoming the general legal framework for these positive actions.

In order to ensure proper implementation of these measures, several institutions were established. In the executive government this is the Secretariat for implementation of the Ohrid Framework Agreement. Within the legislative, this is the Committee for Inter-Community Relations. The Committee considers issues of inter-community relations in the Republic and makes appraisals and proposals for their solution. The Committee can propose positive action measures to Parliament, which decides in plenary on such issues. The Parliament is obliged to take into consideration the appraisals and proposals of the Committee and to make decisions regarding them. In the event of a dispute among members of the Parliament regarding the application of the voting procedure specified in Article 69(2), the Committee shall decide by majority vote whether the procedure applies. This Committee consists of seven members from each of the ranks of the ethnic Macedonians and ethnic Albanians within the Parliament, and five members from among the ethnic Turks, Serbs, Vlachs, Roma and Bosniaks. The members of the Committee are elected by the Parliament.

Political participation of Roma changed a lot in the past ten years, one might claim in part as a result of the Ohrid Framework Agreement and in part of the Roma Decade. There is a Roma minister in the government, a Roma municipality (direct result of the arrangements within this agreement) and the Roma language is under law a language in official use in the Shuto Orizari municipality.

On disability, the main instrument for positive action measures related to persons with disabilities is the Law on Employment of People with Disabilities.²⁰⁹ Its main goals are integration of people with disability in the working environment and their safety in the workplace. In 2013 the Government published a recruitment announcement open solely to persons with disabilities, which is to result in employment in the public sector of 300 persons.

On age, in relation to young people, actions are undertaken based on Cabinet decrees. On age in relation to older people, a National strategy for elderly people 2010-2020 exists. However results from its implementation are yet to be expected, as the coordinating body tasked to follow its implementation was just recently established.

In May 2012, the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability, and Gender²¹⁰ was adopted. Adoption of an action plan²¹¹ for implementation of this strategy followed later in the year. It is the first document of its kind, establishing general goals of the strategy, and specific goals per targeted discrimination ground. The general strategic goals are: advancing the legal framework for equality and non-discrimination; strengthening of the capacities of the institutional mechanisms for prevention and protection against discrimination and promotion of equal treatment; and awareness raising towards recognising forms of discrimination and promoting the concept on non-discrimination and equal opportunities. This document does not provide for positive action measures.

b) Do measures for positive action exist in your country? Which are the most important? Please provide a list and short description of the measures adopted, classifying them into broad social policy measures, quotas, or preferential

²⁰⁹ Закон за вработување на инвалидни лица [Law on Employment of People with Disabilities], Official Gazette of Republic of Macedonia, No. 44/00, 16/2004, 62/2005, 113/2005, 29/2007, 88/2008, 161/2008, 99/2009, 136/2011. Art.2.

²¹⁰ Национална стратегија за еднаквост и недискриминација по основ на етничка припадност, возраст, ментална и телесна попреченост и пол (2012-2015 година) [National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability, and Gender]. Ministry of Labour and Social Policy Website.

http://www.mtsp.gov.mk/WBStorage/Files/strategija_ednakvost.doc. Last accessed: 22.03.2014.

²¹¹ Action Plan (2013) for implementation of the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability, and Gender for 2012-2015. Ministry of Labour and Social Policy Website.

http://www.mtsp.gov.mk/WBStorage/Files/akciski_eng.doc. Last accessed: 22.03.2014.

treatment narrowly tailored. Refer to measures taken in respect of all five grounds, and in particular refer to the measures related to disability and any quotas for access of people with disabilities to the labour market, any related to Roma and regarding minority rights-based measures.

There is a special secretariat within the government charged with the implementation of the Ohrid Framework Agreement.²¹² Although no quotas exist on paper, they do exist in practice due to the implementation of the principle of equitable representation which is used when implementing positive actions. This principle aims to bring about representation of the communities in the institutions to reflect the representation and composition of the ethnic communities in the society (for example, a target percentage for the Albanian population would be a representation of 25 per cent, as this is the per cent of the community from the total population of the country, according to the 2002 census).

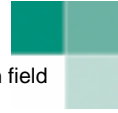
Having as one of its main tasks equitable representation of members of ethnic communities in state institutions, employment of persons belonging to these communities in the state and public administration has been one of the main tasks of the Secretariat for Implementation of the Ohrid Framework Agreement. To that end, various trainings have been carried out with great support from the international community.

Also, there is a Minister without Portfolio in charge of coordination of the government activities in relation to the Decade of Roma inclusion. He is tasked with the inter-ministerial coordination on all Roma issues. “Strategy for Roma in the Republic of Macedonia” (and accompanying national action plans) are regularly adopted and updated, however systematic monitoring of progress is mainly done by NGOs.²¹³

Preferential treatment of people with disabilities is foreseen in the National Strategy for Equalisation of the Rights of People with Disabilities 2010-2018 (and its predecessor). The strategy acts as an operational framework for the UN Convention

²¹² Although it is not OFA itself that is being implemented, but Constitutional, legal and policy documents resulting from its signing, the expression “implementation of OFA” is used here to avoid long explication pretexts for the wave of reforms after 2001 resulting from it being signed.

²¹³ Initiative for social change (InSoC) used to conduct regular annual reporting on the progress accomplished within the Decade of Roma Inclusion. They published the “Decade Watch”, a comprehensive overview of all activities in relation to the Decade of Roma Inclusion. However, these regular annual reports stopped in 2011. (their latest report is from 2010 and can be found here: http://www.romadecade.org/cms/upload/file/9317_file4_decade-watch_2010_macedonia_en.pdf). The Macedonian Helsinki Committee conducted an analysis of the implementation of the National strategy on Roma, which stems from the Decade. The results from this analysis would be relevant for this section, however they are not yet published.



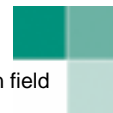
on the Rights of Persons with Disabilities.²¹⁴ This convention was ratified in November 2011, so the results from its implementation are yet to be seen.

Young people are covered in two policies. The Ministry of Labour and Social Policy supported a programme entitled “Intermediation for Employment of Unemployed Young Graduates”. This programme provides for free training for young graduates, as well as for taxes from which employers can benefit if hiring a first-time employee. The Ministry of Transport and Communications had a programme ‘Flats for Young Married Couples’. The programme enables young couples in civil marriage to engage in buying a flat under more favourable conditions than they could have bought in regular market.

There is a National strategy for elderly people 2010-2020.²¹⁵ However results from its implementation are yet to be expected, as the coordinating body tasked to follow its implementation was just recently established.

²¹⁴ Ministry of Labour and Social Policy. [*Ministry of Labour and Social Policy Website*]. <http://mtsp.gov.mk/WBStorage/Files/FINALNA%20Revidirana%20Nacionalna%20Strategija.pdf>. Last accessed: 22.03.2014.

²¹⁵ National strategy for elderly people 2010-2020 [*Национална стратегија за стари лица 2010-2020*], MLSP Website. <http://mtsp.gov.mk/WBStorage/Files/Strategija%20za%20stari%20lica%20juni.pdf>. Last accessed: 22.03.2014.



6 REMEDIES AND ENFORCEMENT

6.1 Judicial and/or administrative procedures (Article 7 Directive 2000/43, Article 9 Directive 2000/78)

In relation to each of the following questions please note whether there are different procedures for employment in the private and public sectors.

- a) *What procedures exist for enforcing the principle of equal treatment (judicial/administrative/alternative dispute resolution such as mediation)?*

Various procedures exist for enforcing the principle of equal treatment. These include judicial, administrative, and mediation as an option.

Anti-discrimination Law foresees several options for procedural protection. These are: administrative, litigation and misdemeanour procedures.

Administrative procedures can be raised in front of the Commission for Protection against Discrimination. This procedure is free of charge. Full duration of the procedure is set to 90 days (15 days for the Commission to forward the complaint to the respondent, and 15 days for the respondent to reply). This may result in a Commission's opinion and recommendation. If this recommendation is not acted upon, the Commission can initiate a procedure with a competent body (without further specifications). The location of the Commission is problematic, as it is situated in a building where there are offices of other ministries (including of the Ministry of Interior).

Litigation procedure can also be raised in front of regular courts, based on the provisions of this law. The law does not resolve the priority of the procedures, in case of simultaneous procedures. It does state that if a procedure is raised in front of a court, no procedure can be raised in front of the Commission. However, it does not say what one does if there is a procedure raised in front of the Commission, and after that another procedure is started in front of a court before the procedure ends in front of the Commission. Also, laws do not regulate the relations between the procedures in front of the Ombudsperson and the Commission, in cases of overlap. This issue is resolved with a Memorandum for Understanding between the two institutions.²¹⁶

In the Anti-discrimination Law the outcome of the claim depends on the procedure which one chooses to pursue. The Commission registered approximately 84 cases in 2013.

The administrative procedure envisages a recommendation for rectifying the violation (i.e. the discrimination) within 30 days; litigation would lead to an award of regular

²¹⁶ A memorandum for cooperation between these two institutions and the Commission for Equal Opportunities of Women and Men of the Assembly of Republic of Macedonia and the Macedonian Women Lobby was signed in December 2011.

compensation; while the misdemeanour procedure envisages fines in the range of 400 to 1000 euro in national currency.

There are financial sanctions and other sanctions envisaged under the Criminal Code for discrimination. These provisions have not been applied thus far.

The procedures for employment in the private and public sectors are different. In the public sector, in accordance with the Law on State Administration, the procedure starts with an initiative from the interested body, followed by approval from the Agency for Civil Servants, then announcement of the vacancy in at least two printed public media. Finally a commission, which must include a representative of the Agency, makes the first selection after which a further selection process can be undertaken by the body in question. In the private sector, according to Law on Labour Relations, employers are free to choose their own methods to find adequate candidates for employment.

Due to this difference, civil servants can invoke administrative procedures and disputes, while such possibilities do not exist in the Law on Labour Relations. The State Administration Law²¹⁷ envisages only an administrative procedure (establishing a special commission within the Agency on Civil Servants) and administrative dispute. The administrative procedure and dispute must be invoked within strict time limits, but they are not complex or costly. In the private sector, in accordance with the Law on Labour Relations, if a worker believes that she/ he has been discriminated against, the first step (in 8 days) is to inform the employer giving him or her a chance to resolve the issue (Art. 181). If this is not done within the next 8 days, the worker can lodge a lawsuit against the employer (within the next 15 days). This last deadline is directly applicable in cases of dismissal and rejection in the recruitment process due to discrimination.

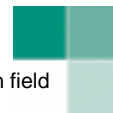
This is rather costly procedure, as hiring a lawyer is an obligation and the plaintiff must pay the court costs in advance. Moreover, if the plaintiff loses the lawsuit against a state employer he or she has to pay the costs of the State Defender.²¹⁸ As it is a judicial litigation, there are strict time limits for all procedural actions.

Mediation is an optional instrument at the disposal to the judge in any litigation. There is no record that it has been used in a discrimination case.

There are no statistical data on discrimination cases brought to the courts. Discrimination claims can be found in other cases (notably, mostly cases from the field of employment).

²¹⁷ Please note that a new law replacing this law and the law on public servants was adopted in 2014.

²¹⁸ The State Defender is a state budget financed institution. However, they have a practice of requesting litigation costs as private solicitors. When combined with court costs, this is a serious burden on the plaintiff.



b) Are these binding or non-binding?

These are not binding. However, it has to be noted that if the CPAD finds discrimination, it issues an opinion accompanied by recommendations. The person to whom the recommendation is directed needs to act upon it, and notify the CPAD within a deadline of 30 days (Art.28, paras.2, 3). If the person does not act upon the recommendation, the CPAD can open a procedure to a competent body (the law does not specify further which body would be considered as a competent body) to establish the person's responsibility (Art.29).

c) What is the time limit within which a procedure must be initiated?

The Anti-discrimination Law stipulates time limits concerning only the administrative procedure. The application should be lodged at the most three months after the act or one year from after receiving the information, though the Commission can extend this deadline if necessary. That means that for the other procedures the general deadline of 30 days applies.

Concerning labour litigation, the deadline is 33 days after the violation has occurred. The other laws mentioned above do not specify a deadline, meaning that the general deadline of 30 days is applied.

d) Can a person bring a case after the employment relationship has ended?

Yes, this is a possibility under law.

e) In relation to the procedures described, please indicate any costs or other barriers litigants will face (e.g. necessity to instruct a lawyer?) and any other factors that may act as deterrents to seeking redress (e.g. strict time limits, complex procedures, location of court or other relevant body).

The procedure of the Commission for Protection against Discrimination is free of charge. No legal representative is needed for this procedure. However, it should be noted that there are some obstacles for filing the case to the Commission. The offices of the Commission are in the building where the Ministry of Interior has part of its offices. Coupled with the politicised procedure of appointment of the first members of the Commission, one can say that there is a psychological barrier for accessing the Commission. The offices are on the 20th floor, whereas there is an elevator going up only to the 19th floor (physical barrier).²¹⁹

²¹⁹ Watchdog CSOs have reported a substantial backlog in the work of the body. Some of the cases brought to the Commission in 2011 have not yet been decided upon. One of these cases is a case of segregation of Roma in schools in Bitola, brought by the Helsinki Committee of the Republic of Macedonia.

In relation to the courts, the obstacles can become bigger. These proceedings are subject to administrative taxes, and they can take much longer. The time limits are strict. Also, they raise the issue of necessity to engage a lawyer in a case.

- f) *Are there available statistics on the number of cases related to discrimination brought to justice? If so, please provide recent data.*

There are statistics on the work of the Commission, the Ombudsperson and the Constitutional Court.²²⁰ The CPD received 84 cases in 2013 (which is an increase compared to 2012, when it received 77 cases). These cases were on the following discrimination grounds: 21 on ethnicity, 8 on health status, 9 on belonging to a marginalised group, 12 on personal or social status, 6 on mental or physical disability, 7 on education, 6 on social origin, 9 on sex, 5 on religion or religious belief, 12 on political affiliation, 4 on age, 2 on family or marital status, 1 on other beliefs, 3 on race, 2 on colour of skin, 2 on property status, 1 on citizenship, 1 on language, and 12 under 'any other ground'. In filed cases, the alleged discrimination was in the following fields: 36 in employment and labour relations, 10 in education, science and sports, 9 in social security, 9 in access to goods and services, 7 in judiciary and administration, 2 in public information and media, 2 in membership in unions, political parties, associations, and other organizations based on membership, 1 in housing, 1 in culture, and 6 in other fields as provided for under the law. The body does not include statistics as to how many of these cases were processed and/or were closed in 2013.²²¹

In 2013, the Constitutional Court decided on ten cases on discrimination (out of twenty two received, and thirteen closed cases for the protection of the freedoms and rights). It did not find a breach in any of the discrimination cases (nor in any of the remaining three cases for protection of the freedoms and rights), thus continuing with demonstrating reluctance in finding discrimination. In 2013, the percentage of cases filed to the Ombudsperson was again the lowest one when it comes to cases pertaining to discrimination. 63 cases were filed (which represent 1.35% of the total number of cases). The Ombudsperson found discrimination in 9 cases, out of which all of them were in the area of Law on Labour Relations and all on grounds of ethnicity.

- g) *Are discrimination cases registered as such by national courts? (by ground? Field?) Are these data available to the public?*

No.

²²⁰ Please note: to the date of writing of this report, the statistics on the work of these institutions for 2013 have not been published yet.

²²¹ Commission for Protection against Discrimination Annual Report 2013. *Commission for Protection Against Discrimination Website*. <<http://kzd.mk/mk/dokumenti/2013?download=51:gi2013>>. Last accessed: 03.07.2014.



6.2 Legal standing and associations (Article 7(2) Directive 2000/43, Article 9(2) Directive 2000/78)

Please list the ways in which associations may engage in judicial or other procedures

- a) *Are associations entitled to act on behalf of victims of discrimination? (to represent a person, company, organisation in court)*

Yes. Associations of citizens (as well as institutions, foundation, and other civil organizations) with legitimate interest as well as any other person working on right to equal treatment are entitled to act on behalf of victims of discrimination. As terms are interchangeably used in laws, the same provisions apply also for entity acting in support of a victim of discrimination (though joining them in already existing proceedings would be subject to judicial interpretation (see also section 6.2 – b below).

The Anti-discrimination Law prescribes an extended right to intervene (Art.39), conditioned upon the approval by both the applicant and the judge, to all organisations and institutions that deal with equality issues. In labour cases, under the Law on Labour Relations a possibility is envisaged only for trade unions to act on behalf of the victim however if having the approval of the complainant (Art. 93). Under the Law on the Ombudsperson, this Ombudsperson has to stop its own procedures once a court procedure has been initiated (Art.23).

- b) *Are associations entitled to act in support of victims of discrimination? (to join already existing proceedings)*

There does not seem to be a procedural obstacle for such support, and for joining in existing proceedings. However, given the restrictive practice and reading of the law by the court, it would be most accurate to say that joining a victim of discrimination would be an issue that is subject to judicial interpretation.²²²

- c) *What types of entities are entitled under national law to act on behalf or in support of victims of discrimination? (please note that these may be any association, organisation, trade union, etc.).*

Anti-discrimination Law provides for this possibility for associations that can show they work in the area of protection of equal rights (as a third party) and that they have legitimate interest in the protection of the collective interest of a group, as well as any

²²² There is currently a case in procedure where a CSO has requested to join an existing proceeding. Although *stare decisis* is not relevant in the country, it would be enlightening to see the interpretation of the court in this case.

other person working on right to equal treatment (for submitting class action). It does not go into more details as to how an association can prove this.²²³

- d) *What are the respective terms and conditions under national law for associations to engage in proceedings on behalf and in support of complainants? Please explain any difference in the way those two types of standing (on behalf/in support) are governed. In particular, is it necessary for these associations to be incorporated/registered? Are there any specific chartered aims an entity needs to have; are there any membership or permanency requirements (a set number of members or years of existence), or any other requirement (please specify)? If the law requires entities to prove “legitimate interest”, what types of proof are needed? Are there legal presumptions of “legitimate interest”?*

Any association with a mission to uphold the right to equal treatment can act in proceedings on behalf or in support of a complainant. Law specifically mentions legitimate interest, but it does not state what type of proof nor what legal presumptions are considered to be legitimate interest.

- e) *Where entities act on behalf or in support of victims, what form of authorization by a victim do they need? Are there any special provisions on victim consent in cases, where obtaining formal authorization is problematic, e.g. of minors or of persons under guardianship?*

No provision elaborating further the form of acquired consent from the victim exists.

- f) *Is action by all associations discretionary or do some associations have a legal duty to act under certain circumstances? Please describe.*

Actions by all associations are discretionary, without a legal duty to act.

- g) *What types of proceedings (civil, administrative, criminal, etc.) may associations engage in? If there are any differences in associations’ standing in different types of proceedings, please specify.*

Standing of associations is tied to the standing of the complainants, thus there is no difference in the type of proceedings they can engage in.

- h) *What type of remedies may associations seek and obtain? If there are any differences in associations’ standing in terms of remedies compared to actual victims, please specify.*

²²³ Please note that in 2014 there is a case before the court where CPAD has asked to intervene, in support of a victim, and was allowed to do so. The case is still not closed.

All actions of associations are tied to the complainants. However, when it comes to the remedies, compared to the actual victims, associations cannot ask for compensations of material and nonmaterial damages. They can seek that violation of the right to equal treatment is established, prohibit actions violating equal treatment, and can ask for publishing the verdict in media on the expense of the respondent.

- i) *Are there any special rules on the shifting burden of proof where associations are engaged in proceedings?*

No such rules exist for the standing of associations.

- j) *Does national law allow associations to act in the public interest on their own behalf, without a specific victim to support or represent (**actio popularis**)? Please describe in detail the applicable rules, including the types of associations having such standing, the conditions for them to meet, the types of proceedings they may use, the types of remedies they may seek, and any special rules concerning the shifting burden of proof.*

Under the Anti-discrimination Law, *actio popularis* is not mentioned in such a context at all. However, it does exist as such option under other laws, and in other procedures. Constitutional Court has the possibility to look into *actio popularis* cases in relation to Human Rights cases, including cases on discrimination.

- k) *Does national law allow associations to act in the interest of more than one individual victim (**class action**) for claims arising from the same event? Please describe in detail the applicable rules, including the types of associations having such standing, the conditions for them to meet, the types of proceedings they may use, the types of remedies they may seek, and any special rules concerning the shifting burden of proof.*

Class actions are an option under the Anti-discrimination Law. They can be brought by associations of citizens, foundations, or other civil society institutions and organisations that have justified interest in pursuing the case. The main condition for undertaking a class action is to have the authorisation of the person that finds him/herself discriminated against (Art.41), i.e. the person concerned with the class action.

The City Mall case (described in section 0.3) is such a case. However, this is a case in front of the CPAD, and not the courts. Aside from this case, there have also been other cases filed by CSOs, however no established nor clear practice can be identified thus far.

6.3 Burden of proof (Article 8 Directive 2000/43, Article 10 Directive 2000/78)

Does national law require or permit a shift of the burden of proof from the complainant to the respondent? Identify the criteria applicable in the full range of

existing procedures and concerning the different types of discrimination, as defined by the Directives (including harassment).

The Anti-discrimination Law declaratively states that it is upon the respondent to prove that no violation of the right to equal treatment occurred. However, in order for a procedure to be initiated, the law asks for facts and proof from the complainant (Art. 38). As according to the Directives, persons who consider themselves wronged because the principle of equal treatment has not been applied to them establish only facts from which it may be presumed that there has been discrimination, the Anti-discrimination Law seems to place a huge part of the burden in proving discrimination to the complainant, asking for submission of “*facts and proofs* (emphasis added) from which the act or action of discrimination can be *established* (emphasis added)”, unlike the Directives which set a requirement for *facts* from which the discrimination may be *presumed*.

This means that although the law claims that it is not the complainant that is to prove the facts but the respondent, we cannot say it is providing for a reversed burden of proof, as per the directives, as a step towards proving the facts is placed on burden of the complainant by asking for proofs aside from laying out of all known facts in relation to the case and leaving the respondent to show these facts as non/existent (i.e it makes a step from *onus proferendi* to *onus probandi*).

The Law on Labour Relations and Law on Social Protection envisage shift of burden of proof as well (Art.11, para.1, 2 and Art.23 respectively). The newly adopted Law on Psychological and Sexual Harassment also provides for a shift of the burden of proof (Art.33). The new Law on Child Protection (2013) prescribes that the procedure for protection against discrimination shall be conducted as prescribed by the Anti-discrimination Law, thus one can conclude the same rules for shifting the burden of proof will apply.

6.4 Victimisation (Article 9 Directive 2000/43, Article 11 Directive 2000/78)

What protection exists against victimisation? Does the protection against victimisation extend to people other than the complainant? (e.g. witnesses, or someone who helps the victim of discrimination to bring a complaint).

The Anti-discrimination Law declares victimisation a form of discrimination. Victimisation is extended beyond the person that reports discrimination, also to the person that files the complaint and any witnesses (Art.10). The Constitution also provides for protection against victimisation, as it states that a citizen cannot be called to account or suffer adverse consequences for attitudes expressed in petitions, unless they entail the committing of a criminal offence (Art. 24). Law on Labour

Relations provides for protection against victimisation²²⁴ in a procedure related to psychological harassment (referred to in the law as mobbing). This protection extends also to cover witnesses. Protection against victimisation is also granted under the new Law on Psychological and Sexual Harassment (Art.30).

6.5 Sanctions and remedies (Article 15 Directive 2000/43, Article 17 Directive 2000/78)

- a) *What are the sanctions applicable where unlawful discrimination has occurred? Consider the different sanctions that may apply where the discrimination occurs in private or public employment, or in a field outside employment.*

Under the Anti-discrimination Law, sanctions vary according to the procedure. The administrative procedure envisages a recommendation for rectifying the violation (i.e. the discrimination) within 30 days; litigation could lead to regular compensation awards; and the misdemeanour procedure envisages fines in the range of 400 to 1000 euro in national currency.

In labour cases as well as other litigation in civil courts, only compensation can be claimed. In cases of child and social protection, sanctions are fines imposed in a misdemeanour procedure. These can sum up to 500-1000 euro in national currency in child protection cases and 3000-5000 euro in national currency in cases concerning social protection.²²⁵

- b) *Is there any ceiling on the maximum amount of compensation that can be awarded?*

There are no limits stipulated by law, and the amount of compensation fully depends on the court verdict. In other areas of compensation (such as traffic accidents), court practice is to correspond the sum of compensation with the living standard in the country.

- c) *Is there any information available concerning:*
- i) *the average amount of compensation awarded to victims?*

At present no such conclusions can be drawn.

- ii) *the extent to which the available sanctions have been shown to be - or are likely to be - effective, proportionate and dissuasive, as required by the Directives?*

²²⁴ Закон за работни односи – пречистен текст [Law on Labour Relations – Consolidated Version], Official Gazette of the Republic of Macedonia. No. 52/2012. Art.11, para.3.

²²⁵ Please have in mind that an average gross monthly salary in the country is approximately 450 euro.



At present no such conclusions can be drawn. When compared to the available sanctions provided for other misdemeanours,²²⁶ etc, these sanctions cannot be seen as dissuasive, nor that they can be considered as effective and proportionate.

²²⁶ For example, the value of the fines for part of the discrimination cases equals the value of a fine for a throwing a cigarette bud on the street.

7 SPECIALISED BODIES, Body for the promotion of equal treatment (Article 13 Directive 2000/43)

When answering this question, if there is any data regarding the activities of the body (or bodies) for the promotion of equal treatment, include reference to this (keeping in mind the need to examine whether the race equality body is functioning properly). For example, annual reports, statistics on the number of complaints received in each year or the number of complainants assisted in bringing legal proceedings.

- a) *Does a 'specialised body' or 'bodies' exist for the promotion of equal treatment irrespective of racial or ethnic origin? (Body/bodies that correspond to the requirements of Article 13. If the body you are mentioning is not the designated body according to the transposition process, please clearly indicate so).*

The Anti-discrimination Law, adopted in the course of approximation of the national legislation with the *acquis*, provided for establishment of an equality body - Commission for Protection against Discrimination (CPAD).²²⁷ This Commission is tasked to deal with both the public and the private sector. It is the first specialised body for equal treatment. The members of the CPAD were appointed in December 2010, following selection on the basis of a public add published in October 2010. Approximately forty applications arrived at the Assembly for filling in the posts of members of the CPAD. Out of these, the Committee for elections and appointing made a list of seven people, which it proposed to the Assembly. The Assembly adopted this list without any amendments. This selection was followed by many public disputes on the eligibility and capacity of some of the appointed members²²⁸ to fulfil the duties for the position they have been appointed to. According to the materials for preparation of the Anti-discrimination Law, the CPAD is the body established and tasked according to the transposition process.

Before this, the Ombudsperson was the only institution with competences for protection of the principles of non-discrimination and equality as part of its broader mandate for protection of human rights in the public sector.²²⁹ It has a special unit focused on non-discrimination and equitable and just representation.

- b) *Describe briefly the status of this body (or bodies) including how its governing body is selected, its sources of funding and to whom it is accountable. Is the*

²²⁷ *Закон за спречување и заштита од дискриминација* [Law on Prevention and Protection against Discrimination], Official Gazette of the Republic of Macedonia, No.50/10, Const.Ct. Decision: У.бр.82/2010 (15.09.2010). Art.16-33.

²²⁸ For more details, please see: "Flash report: The Assembly of the Republic of Macedonia appointed the members of the first Commission for Protection against Discrimination". *European Network of Non-discrimination Website*. http://www.non-discrimination.net/content/media/MK-7-Members_of_first_equality_body_appointed.pdf. Last accessed: 22.03.2014.

²²⁹ *Закон за народен правобранител* [Law on the Ombudsperson], Official Gazette of the Republic of Macedonia, No. 60/2003, 114/2009. Art.6, 11.

independence of the body/bodies stipulated in the law? If not, can the body/bodies be considered to be independent? Please explain why.

According to the Anti-discrimination Law,²³⁰ the CPAD is established as an autonomous and independent body. The Commission will be composed of seven members appointed by the Parliament with five year mandates. Macedonian citizens with regular residence in the country, university degrees and experience in human rights are eligible for membership. Applications are collected through a public call for applications.

The Commission is financed through the state budget, but its activities can also be funded through other sources. The members of the Commission will receive honorarium of two average monthly salaries²³¹ (c-ca 600 euro gross per month). However, for all three years of its existence to date (2011-2013) the annually allocated budget for CPAD in the state budget has been very small, causing an obstacle for the CPAD to fully exercise its competences. It should also be noted that, the CPAD has been a beneficiary on several project conducted by CSOs, and is one of the main institutions in focus of the OSCE Mission in Skopje anti-discrimination project for three years now.

The appointing of the members of the Commission was followed by a wave of concerns expressed by civil society, parliamentarian opposition, and some of the candidates for members of the Commission.²³² Serious concerns were raised as to the three main following lines: Firstly, concerns were raised on whether all appointed members fulfilled the legal conditions established by the Anti-discrimination law.²³³ Secondly, it is highly questionable whether the best possible candidates were selected from the applicants.²³⁴ Thirdly, some of the appointed members work and

²³⁰ *Закон за спречување и заштита од дискриминација* [Law on Prevention and Protection against Discrimination], Official Gazette of the Republic of Macedonia, No.50/10, Const.Ct. Decision: У.бр.82/2010 (15.09.2010).

²³¹ *Ibid.* Art.21.

²³² For more, please see: Flash report "The Assembly of the Republic of Macedonia appointed the members of the first Commission for Protection against Discrimination" (01.02.2011). http://www.non-discrimination.net/content/media/MK-7-Members_of_first_equality_body_appointed.pdf. Last accessed: 22.03.2014.

²³³ Notably, concluding from the submitted CVs, one of the selected candidates has only working experience as a teaching assistant in arts (music), meaning no experience in Human Rights, nor social sciences, which is part of the legal criteria. CVs of several of the other appointed members qualify their interest in working in Human Rights as questionable (as can be seen from lack of any specific education, experience or at least extracurricular activities in Human Rights).

²³⁴ As noted in the stenographs from the session of the Committee and of the Assembly, the list of applicants included persons with substantially stronger credentials and competences when measured against the legal criteria, than most of those of the appointed members. The list of rejected applicants includes Human Rights scholars (including applicants teaching Human Rights and related courses at both graduate and post-graduate level) and Human Rights activists (some of which were part of the driving civil society force that pushed for the adoption of the Anti-discrimination law, and that were active during the whole process of drafting of the text of the law; others are active in working with marginalized groups, including LGBTI and Roma).



will continue to work in positions in the executive and legislative branches of the government, which brings their capacity to act impartially under question.²³⁵

Arguments used in defence of the proposed composition of the Commission by the Members of the Parliament who voted in favour, does not provide strong reasoned support justifying the appointment of the most contested candidates, and does not convincingly refute the higher quality of some of the rejected applicants, as can be seen from the transcripts of the Committee and Assembly working sessions.

The other body of relevance here, the Ombudsperson, is tasked to protect the constitutional and legal rights of citizens when violated by state bodies and other authorities and organisations with public powers. This quasi-judicial institution has a mandate to safeguard *inter alia* principles of non-discrimination, and adequate and equitable representation of communities in the organs of state power, bodies of local government and public institutions and services (Art. 77).²³⁶

The Ombudsperson is elected by the Parliament under the Badenter principle (*i.e* majority vote of the total number of parliamentarians, which must include a majority of the total number of MPs who belong to ethnic communities that are not ethnic majority). The Ombudsperson is elected for a term of eight years, with possibility for one re-election. The Ombudsperson has deputies that are elected under the same procedure as the Ombudsperson, one of which is tasked to focus on non-discrimination and equitable representation.

Any Macedonian citizen can be appointed Ombudsperson if s/he meets the general conditions specified in law for employment in a state body, and if s/he is a graduate lawyer with over nine years of experience in legal affairs and whose activity is proven in the field of protection of citizens' rights and who enjoys a suitable reputation for performing the function of Ombudsperson.²³⁷ The Ombudsperson and the Deputy Ombudsperson cannot be held responsible for actions, measures and activities undertaken in exercising their function. The independence and autonomy of the office is guaranteed by the Constitution and by law.

In practice the election of the Ombudsperson very much depends on the votes of the governing political parties. Also, given that its funding comes from the state budget, the Ombudsperson could also be seen as financially dependent (as no law prescribed percentages on its budget).

²³⁵ Under the Anti-discrimination law, members of the Commission do not have an obligation to discontinue/pause these engagements. However, it is questionable whether this obligation does not exist under other laws.

²³⁶ Constitution of the Republic of Macedonia". *Official Website of the Assembly of the Republic of Macedonia*. <http://www.sobranie.mk/en/the-constitution-of-the-republic-of-macedonia.nspx>. Last accessed: 02.07.2014. Art.77.

²³⁷ *Закон за народен правобранител* [Law on the Ombudsperson], Official Gazette of the Republic of Macedonia, No. 60/03, 114/2009. Art.6.

In the Law there is no definition of discrimination or further explanation of the obligation of the Ombudsperson to protect against discrimination. However, following amendments in 2009, a working unit for protection against discrimination has been established in the Ombudsperson's Office.

A study on national human rights institutions in Macedonia (conducted in 2012) looked at both these institutions, aiming to assess them against the international framework of standards, including the EU *acquis*. For the CPAD, on the part of the legal framework, related to issues raised in this question of the report, it found that: a guarantee for pluralism of CPAD beyond ethnicity should be entered in the law in order to enable CPAD composition to mirror the society as a whole; enter an obligation for the Parliament to debate the CPAD annual report, accompanied with an obligation for representatives from the Government to be present at the session where this report will be discussed; and that social sciences should not be included in the provision, so to allow only people with specific equality and non-discrimination or Human Rights education and experience to be able to stand as candidates for members of the CPAD.²³⁸ Also, it reiterated previous findings that 'the discussions at the parliamentary session devoted to the appointment on members, prove the whole process of the establishment of the first composition of the first equality body in the country as a highly politicised one.'²³⁹ On the resources, it made the following recommendations: allow under law the creation of a secretariat, or any form of administrative support for the CPAD; give due consideration to the possibility for professionalization of the members of the CPAD, by making this their full time job and position; CPAD needs to be in a position, alike the Ombudsperson, to agree upon its annual budget with the Government for funds that should be sufficient for CPAD to be able to exercise its full mandate; consider establishing formal links with the regional offices of the Ombudsperson, in order to expand the reach of the CPAD.²⁴⁰

The study's recommendations on independence for the Ombudsperson, which has non-discrimination competences, suggested an appointment of the Ombudsperson for a single non-renewable term, as a mode to reduce susceptibility to political pressure, while on the resources it recommended allocation of sufficient funds for the Ombudsperson to exercise its full mandate.²⁴¹

- c) *Describe the competences of this body (or bodies), including a reference to whether it deals with other grounds of discrimination and/or wider human rights issues.*

²³⁸ "National Human Rights Institutions in Macedonia: Normative Models and Challenges". CRPRC Studiorum Website. http://studiorum.org.mk/en/wp-content/uploads/2013/03/NHRI_Study_MKD-2012for_web.pdf. Last accessed: 22.03.2014.p.48,49.

²³⁹ Ibid.p.45.

²⁴⁰ Ibid.p.50.

²⁴¹ Ibid.p.39,40.



The Commission on Protection Against Discrimination deals with all protected grounds under law and under international treaties. Its mandate is to:

- advise and make recommendations on specific cases of discrimination;
- information on the mechanisms for protection against discrimination;
- initiation of the procedure in front of the relevant state body because of violation of the Anti-Discrimination Law;
- an annual report in front of the Parliament;
- promotion of, and education for, equality, human rights and non-discrimination;
- initiation of legislative changes;
- cooperation with local government;
- recommendations and opinions for the government;
- collecting statistical data, establishment of databases, research and training;
- cooperation with other equality bodies and with international organisations;
- adoption of bylaws for its work and internal structure.

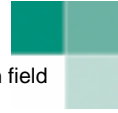
The other institution of relevance here is the Ombudsperson. It has a wider mandate on human rights issues limited to protection in the public sector. The Ombudsperson can deal with any ground of discrimination. It has the following competences:

- investigating, finding and sanctioning cases of discrimination;
- monitoring cases of discrimination;
- providing specialised assistance to victims of discrimination;
- initiating amendment of laws and secondary legislation to ensure harmonisation with ratified international agreements;
- particular monitoring of the situation, and protecting the constitutional and legal rights, of detainees, persons in pre-detention, and individuals in correctional and educational-correctional institutions;
- making opinions and recommendations to government bodies;
- initiating disciplinary cases;
- initiating criminal procedures.

d) *Does it / do they have the competence to provide independent assistance to victims, conduct independent surveys and publish independent reports, and issue recommendations on discrimination issues?*

The Commission on Protection Against Discrimination can receive individual complaints, investigate, provide independent assistance to victims, make recommendations and initiate procedures to establish the responsibility of people who will not obey its recommendations. It has the competence to collect statistics and other data, conduct surveys and research on discrimination.

The Ombudsperson can receive individual complains, investigate, provide independent assistance to victims, make recommendations and submit independent



reports to the media and the Parliament. The Ombudsperson is empowered to conduct special research and investigations on specific issues.

- e) *Are the tasks undertaken by the body/bodies independently (notably those listed in the Directive 2000/43; providing independent assistance to victims of discrimination in pursuing their complaints about discrimination, conducting independent surveys concerning discrimination and publishing independent reports).*

Given the composition of the members (some of them are full-time employees in ministries, and some in the assembly) serious concerns can be raised on the possibility for independent action. The Commission's situating in premises in a building where there are sections of the Ministry of Interior can also be seen as problematic.

The independence can also be questioned given the insufficient budget of the body, which does not allow for it to independently plan activities for exercising its competences. Namely, its annual budget is large enough to cover the honoraria for the members, and for a very small portion of the operating costs. Many of the recent activities conducted by this body were funded through OSCE, CSOs and other non-governmental sources. It has to be noted though that all activities funded by outside donors were identified and requested by CPAD members themselves.

The independence and autonomy of the Ombudsperson's office is guaranteed by the Constitution and by law. In practice the election of the Ombudsperson very much depends on the governing political parties. Given that the budget is not secured, one can argue that this institution can be easily threatened by reduction of financial support.

- f) *Does the body (or bodies) have legal standing to bring discrimination complaints or to intervene in legal cases concerning discrimination?*

Under the Anti-discrimination Law, the CPAD does not have the legal authority to bring discrimination complaints or to intervene in legal cases concerning discrimination in court. It can only bring to "competent authorities" cases of persons to whom a recommendation was directed but which have not acted upon it (Art. 39, 41). However, in 2013, CPAD requested from one of the courts and was allowed to intervene in a case of discrimination, which means that although such a competence is not explicitly granted in the Anti-discrimination Law CPAD can intervene in legal cases concerning discrimination.

The Ombudsperson can act on request from an individual or *ex officio*, however it cannot intervene in court cases (Art.13). When the Ombudsperson will conclude that violations are made, s/he may make recommendations, suggestions, opinions and indications on how to act upon detected violations; propose retrial (reopening of the

case); initiate disciplinary proceedings against officials or responsible persons; and apply to the competent public prosecutor and to initiate criminal procedures.

- g) *Is / are the body / bodies a quasi-judicial institution? Please briefly describe how this functions. Are the decisions binding? Does the body /bodies have the power to impose sanctions? Is an appeal possible? To the body itself? To courts? Are the decisions well respected? (Please illustrate with examples/decisions).*

The CPAD has elements of a quasi-judicial institution, however it does not impose sanctions, but only delivers opinions and recommendations. It can receive a case on any of the grounds in the public and private sphere in order to protect complainants. Complaints are filed free of charge, but need to contain facts and proof to support the claims.

Once the CPAD receives a complaint, it forwards it to the respondent within 15 days of receipt. The respondent has 15 days to reply to the complaint. All together, the CPAD is to deliver an opinion in 90 days from the day of receipt of the complaint. The respondent to whom a recommendation has been directed to needs to act in accordance with it within 30 days of the notification it has received from the CPAD. If a person does not act upon the recommendation, the CPAD can initiate a procedure in front of a “competent authority”.

The Ombudsperson also has elements of a quasi-judicial institution. Under law, state organs should implement its recommendations (art.32). If state bodies do not respond, the Ombudsperson has the right to inform the higher responsible body, the Parliament and the public through the media.

- h) *Does the body register the number of complaints and decisions? (by ground, field, type of discrimination, etc.?) Are these data available to the public?*

The CPAD does keep such a registry, for its own purposes. However, this registry is not available to the public yet.

- i) *Does the body treat Roma and Travellers as a priority issue? If so, please summarise its approach relating to Roma and Travellers.*

Nor the Ombudsperson nor the Commission have shown through their actions thus far that they consider the issue of Roma and Travellers as a priority issue. However, the Ombudsperson has been vocal on many occasions about the complexity and specificities of the problems Roma face, including related to discrimination.

8 IMPLEMENTATION ISSUES

8.1 Dissemination of information, dialogue with NGOs and between social partners

Describe *briefly* the action taken by the Member State

- a) *to disseminate information about legal protection against discrimination (Article 10 Directive 2000/43 and Article 12 Directive 2000/78)*

In 2011, following the adoption of the Anti-discrimination Law, series of conferences on specific issues pertaining to the implementation of the legislation were organized, focusing on the establishment of the CPAD – setting grounds for the commencement of its work. Information on these events was distributed via the Ministry of Labour and Social Policy (MLSP) website. This ministry also prepared a manual on non-discrimination with support of the British Council,²⁴² which can be accessed on the MLSP website. The website also makes available the texts of the Directives and wider EU and international legislation on non-discrimination in the original English version and in Macedonian.²⁴³

Academy for judges and prosecutors (a public institution, tasked to train future candidates for judges and public prosecutors) also conducts series of capacity building and awareness raising activities annually. In 2011, they organized a training on the “Concept of Non-discrimination and the judicial practice” for participants coming from the Ministry of Labour and Social Policy, Ministry of Justice, the Commission for Protection against Discrimination, Ombudsperson, Bar Association of Macedonia.²⁴⁴ In 2013 they compiled a Guide on Shifting the Burden of Proof together with the OSCE, and organized several one-day events.

The British Council, in cooperation with the MLSP, Citizen’s Initiative for Equal Opportunities “Equal Access” and the Organisation of social workers of Bitola and Demir Hisar, implemented a project ‘Effective Implementation of the Law for Prevention and Protection Against Discrimination’. Part of this project was preparation of a Manual for better implementation of the law.²⁴⁵ A section of the project also included creating a platform for cooperation between the local authorities

²⁴² This manual can be found on the website of the Ministry of Labour and Social Policy, on this link: http://www.mtsp.gov.mk/WBStorage/Files/priracnik_antidiskriminacija.pdf. Last accessed: 19.03.2014.

²⁴³ The Directives’ translations can be found on the website of the Ministry of Labour and Social Policy, on this link: <http://www.mtsp.gov.mk/?ItemID=632045AFBECA7447AA9E0DA123EE19E5>. Last accessed: 19.03.2014.

²⁴⁴ “Во Охрид дводневна обука на тема ‘Концептот на не-дискриминација и судската пракса” [Two day training on subject of ‘Concept of non-discrimination and judicial practice’. IDIVIDI website. <http://www.idividi.com.mk/vesti/makedonija/698635/index.htm>. Last accessed: 19.03.2014.

²⁴⁵ The manual in Macedonian language is accessible on this page: http://ednakvimoznosti.mk/img_upload/Priracnik%20za%20implementacija%20na%20Zakonot.doc. Last accessed: 03.07.2014.

related to the implementation of the law, and exploring the possibility for engaging the already existing coordinators for equal opportunities on ground in the implementation of the Anti-discrimination law (i.e expanding their activities beyond ground of gender).²⁴⁶ This was later followed by the adoption of a Memorandum for Understanding through which the competences of the local coordinators was extended to include equality and non-discrimination issues in general and not just on gender.

The British Council and the MLSP completed by the end of 2013 a cycle of trainings on various topics regarding non-discrimination and equality for 600 representatives from the courts, attorneys, various profiles of employees from bodies working on social policy and other areas under the MLSP, as well as in education, health, local self-government, commerce chambers, trade unions, etc.

It is also important to note that in 2013 MLSP, with OSCE support, conducted an ex-post evaluation of the Anti-discrimination Law (with a limited scope, and not covering the full text of the law). The evaluation has been completed, but it is not published yet online.

The Organisation for Security and Cooperation in Europe organised series of capacity building events for the members of the CPAD and of the Unit for Non-discrimination and Equitable Representation of the Ombudsperson in the course of the first two years of existence of the CPAD. These included trainings on specific discrimination grounds, study visits to other equality bodies, CSOs working on equality and other relevant actors, and capacity building for communications. In 2013, they focused on supporting the body to exercise other competences, save the protective one. Thus, with OSCE support, the CPAD published this year two guides. Aside from these, CPAD conducted a research on discrimination in employment and on discriminatory job announcements.

Under a PROGRESS project, two CSOs, MLSP and CPAD conducted a project for raising public awareness on equality and non-discrimination and advancing the legal framework for countering discrimination. They have conducted various activities (series of conferences, workshops, a public campaign, photography competition, etc) all aiming to further promote the current framework and to discuss possible amendments.²⁴⁷

Other activities were undertaken related to gender, however this is not on one of the grounds the present report is concerned with.

²⁴⁶ 'За проектот' [About the Project]. *Ednakvi moznosti website*. http://ednakvimoznosti.mk/za_proektot.asp. Last accessed: 19.03.2014.

²⁴⁷ 'Од норма до пракса' ['From Norm to Practice']. Polio Plus website, <http://www.polioplus.org.mk/vesti/proekt1.html>. Last accessed: 19.03.2014.

- b) *to encourage dialogue with NGOs with a view to promoting the principle of equal treatment (Article 12 Directive 2000/43 and Article 14 Directive 2000/78) and*

The trend of building of negative sentiments around NGOs continued also in 2013.²⁴⁸ The adoption of important laws pertaining to Human Rights issues went without including NGO in the processes. Public statements slandering NGOs which criticise the government policies and activities continued.

However, it has to be emphasised that the CPAD has good cooperation with CSOs. They have partnered up with CSOs in conducting projects (including a PROGRESS project this past year (see section 8.1(b) above), and its members regularly participate in CSO events.

The protest organized on the international day of tolerance, which is largely about equality including on grounds of sexual orientation, organized by the Macedonian Helsinki Committee and other NGOs for several years now went without public support by any of the politicians, MPs, representatives from the Government, and the national human rights institutions. Subsequent reported attacks on a support LGBT centre established by a NGO were not properly investigated and pursued through the courts.²⁴⁹

- c) *to promote dialogue between social partners to give effect to the principle of equal treatment within workplace practices, codes of practice, workforce monitoring (Article 11 Directive 2000/43 and Article 13 Directive 2000/78)*

The mechanism for social dialogue between social partners is the Economic-social Council. It is consisted of representatives from the Government, from the Unions and the Associations of Employers.²⁵⁰ It has been reported that this council held over 20 meetings, discussing workers' rights, and other labour relations. However, it cannot be said that this would be in line with what the Directives are demanding as promoting a dialogue with a view of giving effect to the principle of equal treatment. Similar councils have also been established on local level in seven municipalities.

²⁴⁸ Notably, whenever the government and/or opposition presented a new position or was preparing grounds for introducing/proposing a new policy, or simply just wanted to distract the general public from another emerging problem, an NGO comes out with a press conference (mostly NGOs registered a week/two weeks ago) to support their claims or harshly refute the opposing side's positions. This was done by both the government and the opposition and on numerous occasions.

²⁴⁹ "Absence of Reaction to Series of Attacks on the LGBTI Support Centre". Non-discrimination Network. http://www.non-discrimination.net/content/media/MK-29-LGBTI_Centre_Attacks_No_Reactions.pdf Last accessed: 19.03.2014.

²⁵⁰ Economic-social Council. *Ministry of Labour and Social Policy Website*. http://www.mtsp.gov.mk/socijalno-partnerstvo-ns_article-ekonomsko-socijalen-sovet.nsp.x. Last accessed: 03.07.2014.

The Organisation of Employers of Macedonia undertook a project whose aim was to foster dialogue between the social partners.²⁵¹ Part of its activities were promotion of the implementation of *acquis communautaire* in the area of social dialogue.

- d) *to specifically address the situation of Roma and Travellers. Is there any specific body or organ appointed on the national level to address Roma issues?*

The Government continues with the implementation of the activities within the frame of the Decade of Roma Inclusion.²⁵²

The Minister without Portfolio²⁵³ is tasked to coordinate the activities of the Decade. The MLSP and the Roma Information Centres all implement various activities in relation to the Decade and beyond, and serve as contact points with the NGO sector. NGO Initiative for Social Change was conducting regular monitoring of the implementation of the activities of the Decade, publishing also annual reports. Macedonia had the presidency with the Roma Decade in 2011 for one year. Discrimination was an inter-sector priority of the presidency.²⁵⁴

8.2 Compliance (Article 14 Directive 2000/43, Article 16 Directive 2000/78)

- a) *Are there mechanisms to ensure that contracts, collective agreements, internal rules of undertakings and the rules governing independent occupations, professions, workers' associations or employers' associations do not conflict with the principle of equal treatment? These may include general principles of the national system, such as, for example, "lex specialis derogat legi generali (special rules prevail over general rules) and lex posteriori derogat legi priori (more recent rules prevail over less recent rules).*

No mechanisms exist that ensure all contracts, collective agreements, international rules of undertakings and rules governing independent occupations are not in conflict with (solely) the principle of equal treatment. However, general mechanisms for compliance with the Constitution and national laws, and with legal principles such as *lex specialis derogat legi generali* and *lex posterior derogat legi priori* do exist.

Collective agreements, international rules of undertakings and rules governing independent occupations if challenged can be subject to a review of constitutionality

²⁵¹ "Социјалниот дијалог-можност за компромис и баланс меѓу економскиот и социјалниот развој" [Social dialogue and possibilities for compromise and balance between the economic and social development]. MLSP Website. <http://vlada.mk/node/1927>. Last accessed: 03.07.2014.

²⁵² The Helsinki Committee conducted an assessment of the implementation of the Decade, however the final results from the assessment are still not published.

²⁵³ Minister without portfolio website and profile can be accessed at this link: <http://www.mbr-ds.gov.mk/?q=node/2>.

²⁵⁴ For more on the action plan of the presidency, please see: MLSP Website. http://www.mtsp.gov.mk/WBStorage/Files/programa_eng_romi.pdf. Last accessed: 22.03.2014.

and legality before the Constitutional Court. Law on Obligations foresees that a contract contrary to the Constitution, laws and good customs is null and void.²⁵⁵ Compliance of contracts, collective agreements, internal rules of undertakings and rules governing independent occupations can be challenged if brought before court, where parts or full documents can be deemed null and void.

The Law on Courts foresees that loopholes in laws are no justification for courts to refuse to act on upon a filed case. They have an obligation to act based on the general principles of law, except when that is strictly forbidden by law.²⁵⁶ Also, respecting general legal principles is in the tradition and teaching of the legal system, and applies to national laws. These laws almost always include in the final provision section a notion of the *lex specialis derogat legi generali* including changes made on the principle *lex posterior derogat legi priori*.

b) *Are any laws, regulations or rules that are contrary to the principle of equality still in force?*

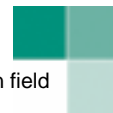
Official bodies have not established such a case so far. However, harmonisation of the legal framework with the ADL has been identified as a general strategic goal in the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability adopted in May 2012. The Action Plan for the implementation of this strategy foresaw that this activity should be completed by the end of 2013,²⁵⁷ however this activity was not conducted.

In April 2014, with OSCE support, the CPAD will conduct an assessment of the harmonization of the Anti-discrimination Law with international equality and non-discrimination standards, and of other laws/provisions pertaining to equality and non-discrimination with the Anti-discrimination Law and with international standards. This evaluation should be completed by end of October 2014.

²⁵⁵ Закон за облигациони односи [Law on Obligations]. Official Gazette of the Republic of Macedonia., No. 18/2001, 78/2001, 04/2002, 59/2002, 05/2003, 84/2008, 81/2009, 116/2009. Art.95.para.1.

²⁵⁶ Закон за судовите [Law on Courts]. Official Gazette of the Republic of Macedonia. No. 58/2006, 62/2006, 35/2008, 150/2010, Const.Ct. Decision: Y.6p.256/2007 (16.04.2008), Y.6p.74/2008 (10.09.2008).

²⁵⁷ Action Plan (2013) for implementation of the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability for 2012-2015. Ministry of Labour and Social Policy Website. http://www.mtsp.gov.mk/WBStorage/Files/akciski_I_eng.doc. Last accessed: 22.03.2014.p.5.



9 CO-ORDINATION AT NATIONAL LEVEL

Which government department/ other authority is/ are responsible for dealing with or co-ordinating issues regarding anti-discrimination on the grounds covered by this report?

MLSP is tasked with coordinating issues on anti-discrimination on the grounds covered with this report, as well as with other grounds mentioned in national legislation.²⁵⁸ There is a department on equal opportunities, as well as a deputy-Minister tasked with non-discrimination issues.²⁵⁹ Aside from this Ministry, several other sections from the executive government also have competences touching upon anti-discrimination on the grounds covered in this report:

- Inter-ministerial body on Human Rights (seated in the Ministry of Foreign Affairs): tasked with, inter alia, strengthening coordination of all activities of the ministries and other bodies of the Government with competences in Human Rights;
- Minister without Portfolio: tasked with coordination of all government activities pertaining to Roma (including implementation of the Decade of Roma Inclusion 2005-2015).

There are also coordinating bodies tasked to follow the implementation of strategic documents related in part to the discrimination grounds subject of this report, notably the ones on disability and age.

Is there an anti-racism or anti-discrimination National Action Plan? If yes, please describe it briefly.

In May 2012, the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability²⁶⁰ was adopted. Adoption of an action plan²⁶¹ for implementation of this strategy followed later in the

²⁵⁸ Ministry of Labour and Social Policy. *Ministry of Labour and Social Policy Website*. <http://www.mtsp.gov.mk/?ItemID=21E7AB9648BFC441AFD588BA0183B4A3>. Last accessed: 21.03.2014.

²⁵⁹ Ministry of Labour and Social Policy. *Ministry of Labour and Social Policy Website*. <http://www.mtsp.gov.mk/?ItemID=380B6B1D444D5047B575F402122ED94A>. Last accessed: 21.03.2014.

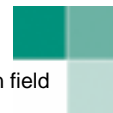
²⁶⁰ *Национална стратегија за еднаквост и недискриминација по основ на етничка припадност, возраст, ментална и телесна попреченост и пол (2012-2015 година)* [National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability]. Ministry of Labour and Social Policy Website.

http://www.mtsp.gov.mk/WBStorage/Files/strategija_ednakvost.doc. Last accessed: 21.03.2014.

²⁶¹ Action Plan (2013) for implementation of the National Strategy on Equal Opportunities and Non-Discrimination on Grounds of Ethnicity, Age, Mental and Physical Disability for 2012-2015. *Ministry of Labour and Social Policy Website*. http://www.mtsp.gov.mk/WBStorage/Files/akciski_1_eng.doc. Last accessed: 21.03.2014. [Note: no action plan for the implementation of the strategy in 2014 has been adopted yet.]



year. It is the first document of its kind, establishing general goals and specific goals per targeted discrimination ground. Although the opening of the strategy notes that the selected grounds have been identified as priority grounds, it does not state how this conclusion was arrived at, nor what other grounds (if any) were considered for inclusion. The general strategic goals are: advancing the legal framework for equality and non-discrimination; strengthening of the capacities of the institutional mechanisms for prevention and protection against discrimination and promotion of equal treatment; and awareness raising towards recognising forms of discrimination and promoting the concept on non-discrimination and equal opportunities. No report as to the progress with the implementation of this strategy has been produced yet.



ANNEX

- 1. Table of key national anti-discrimination legislation**
- 2. Table of international instruments**
- 3. Previous case-law**

ANNEX 1: TABLE OF KEY NATIONAL ANTI-DISCRIMINATION LEGISLATION

Please list below the **main transposition and Anti-discrimination legislation** at both Federal and federated/provincial level

Name of Country: Former Yugoslav Republic of Macedonia (FYROM)

Date: 01 January 2014

Title of Legislation (including amending legislation)	Date of adoption: Day/month/year	Date of entry in force from: Day/month/year	Grounds covered	Civil/Administrative/Criminal Law	Material Scope	Principal content
Title of the law: Abbreviation: Date of adoption: Latest amendments; Entry into force: Where the legislation is available electronically, provide the webpage address.			Please specify	Please specify	e.g. public employment, private employment, access to goods or services (including housing), social protection, social advantages, education	e.g. prohibition of direct and indirect discrimination, harassment, instruction to discriminate or creation of a specialised body
Title of the Law: Law on prevention and protection	08.04.2010	21.04.2010 (implementation started:	Sex, race, colour of skin, gender,	Civil law	All areas (draws specific	Prohibition of direct and indirect

Title of Legislation (including amending legislation)	Date of adoption: Day/month/year	Date of entry in force from: Day/month/year	Grounds covered	Civil/Administrative/Criminal Law	Material Scope	Principal content
against discrimination Abbreviation: Anti-discrimination Law Date of adoption: 08.04.2010 Latest amendments: n/a Entry into force: 21.04.2010 Webpage: http://www.slvesnik.com.mk/Issues/1654343CD9A0E24998781907DC19A99F.pdf		01.01.2011)	belonging to a marginalised group, ethnicity, language, citizenship, social origin, religion or religious belief, other sorts of belief, education, political affiliation, personal or social status, mental or physical disability, age, family or marital status, property, health condition, or any other ground or		attention to: public employment, private employment, access to goods and services, social protection, education).	discrimination, harassment, instruction to discriminate, reasonable accommodation, creation of a specialised body.

Title of Legislation (including amending legislation)	Date of adoption: Day/month/year	Date of entry in force from: Day/month/year	Grounds covered	Civil/Administrative/Criminal Law	Material Scope	Principal content
			stipulated by law or ratified national treaty.			
Title of the Law: Law on Labour Relations Abbreviation: Law on Labour Relations Date of adoption: 28.07.2005 Entry into force: 05.08.2005 Latest amendments: 30.12.2013 Webpage: http://www.slvesnik.com.mk/Issues/ABCB BB808C582943B4A3 287BD0629357.pdf	28.07.2005	05.08.2005	Race, colour, sex, age, health condition, disability, religious, political or other belief, membership of trade union, national or social origin, position of the family, property, sexual orientation or other personal issue.	Civil law	Public employment, private employment.	Regulation of labour relations. Of relevance here: prohibition of direct and indirect discrimination, harassment.

Title of Legislation (including amending legislation)	Date of adoption: Day/month/year	Date of entry in force from: Day/month/year	Grounds covered	Civil/Administrative/Criminal Law	Material Scope	Principal content
Title of the law: Law on Child Protection Abbreviation: LCP Date of adoption: 14.02.2013 Latest amendments: n/a Entry into force: 22.02.2013 Webpage: http://www.pravo.org.mk/documentDetail.php?id=6503	14.02.2013	22.02.2013	Race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, cultural or other origin, property, disability, birth or other status of the child or her/his parent or legal guardian.	Civil law	Social protection, social advantages.	Protection of children. Of relevance here: prohibition of direct and indirect discrimination, harassment.
Title of the law: Law on Social Protection Abbreviation: LSP Date of adoption: 24.06.2009 Entry into force:	24.06.2009	02.07.2009	Sex, race, colour, nationality, ethnicity, social status, political, religious, cultural, language,	Civil law	Social protection, social advantages.	Social protection. Of relevance here: prohibition of direct and indirect discrimination

Title of Legislation (including amending legislation)	Date of adoption: Day/month/year	Date of entry in force from: Day/month/year	Grounds covered	Civil/Administrative/Criminal Law	Material Scope	Principal content
02.07.2009 Latest amendments: 30.12.2013 Webpages: Text of the law (2009), as in Official Gazette: http://www.slvesnik.com.mk/Issues/7CEA639634D1054DB351E7FB985665DC.pdf			property and social background, disability and origin.			n.
Title of the Law: Law on Protection against Harassment at the Work Place Abbreviation: Law on Mobbing Date of adoption: 31.05.2013 Entry into force: 08.06.2013 Latest amendments: n/a	31.05.2013	08.06.2013	No grounds specified	Civil law	Employment	Prohibits psychological and sexual harassment at the working place.



Title of Legislation (including amending legislation)	Date of adoption: Day/month/year	Date of entry in force from: Day/month/year	Grounds covered	Civil/Administrative/ Criminal Law	Material Scope	Principal content
Webpages: text of the law (2013), as in Official Gazette: http://www.slvesnik.com.mk/Issues/837e7dd305e640288b79fb8cee71c88.pdf						

ANNEX 2: TABLE OF INTERNATIONAL INSTRUMENTS**Name of country: Former Yugoslav Republic of Macedonia (FYROM)****Date: 01 January 2014**

Instrument	Date of signature (if not signed please indicate) Day/month/year	Date of ratification (if not ratified please indicate) Day/month/year	Derogations/ reservations relevant to equality and non- discrimination	Right of individual petition accepted?	Can this instrument be directly relied upon in domestic courts by individuals?
European Convention on Human Rights (ECHR)	09.11.1995	10.04.1997	No	Yes	Yes
Protocol 12, ECHR	04.11.2000	13.07.2004	No	Yes	Yes
Revised European Social Charter	27.05.2009	21.10.2011	No	No	Yes
International Covenant on Civil	(succession) ²⁶²	18.01.1994	No	Yes	Yes

²⁶² Under the Constitutional Law adopted for implementing the Constitution of the Republic of Macedonia, as one of the republics to succeed from the Socialist Federative Republic of Yugoslavia (SFRY), the country assumes all obligations from SFRY membership in international organizations and with other countries, as provided by common principles of international law. This Law also calls upon the Vienna conventions for succession (1978 and 1982) for guidance on regulating the succession. Source: Constitutional Law adopted for implementing the Constitution of the Republic of Macedonia [Уставен закон за спроведување на Уставот на Република Македонија]. Official Gazette of the Republic of Macedonia, No.52/91.

Instrument	Date of signature (if not signed please indicate) Day/month/year	Date of ratification (if not ratified please indicate) Day/month/year	Derogations/ reservations relevant to equality and non-discrimination	Right of individual petition accepted?	Can this instrument be directly relied upon in domestic courts by individuals?
and Political Rights					
Framework Convention for the Protection of National Minorities	25.07.1996	10.04.1997	No	Yes	Yes
International Convention on Economic, Social and Cultural Rights	(succession)	18.01.1994	No	Yes	Yes
Convention on the Elimination of All Forms of Racial Discrimination	(succession)	18.01.1994	No	Yes	Yes
Convention on the Elimination of Discrimination Against Women	(succession)	18.01.1994	No	Yes	Yes

Instrument	Date of signature (if not signed please indicate) Day/month/year	Date of ratification (if not ratified please indicate) Day/month/year	Derogations/ reservations relevant to equality and non-discrimination	Right of individual petition accepted?	Can this instrument be directly relied upon in domestic courts by individuals?
ILO Convention No. 111 on Discrimination	n/a	17.11.1991	No	Yes	Yes
Convention on the Rights of the Child	(succession)	02.12.1993	No	Yes	Yes
Convention on the Rights of Persons with Disabilities	30.03.2007	14.12.2011	No	Yes	Yes



ANNEX 3: PREVIOUS CASE-LAW

Name of the court

Date of decision

Name of the parties

Reference number (or place where the case is reported).

Address of the webpage (if the decision is available electronically)

Brief summary of the key points of law and of the actual facts (no more than several sentences).

Name of the court: Constitutional Court

Date of decision: 12 September 2012

Name of the parties: Jani Makraduli

Reference number: 155/2011-0-0

Address of the webpage:

<http://www.ustavensud.mk/domino/WEBSUD.nsf/ffc0feee91d7bd9ac1256d280038c474/b6f23a1e1575db94c1257a840039a18e?OpenDocument>

Brief summary: Under the constitutional procedure for protection of freedoms and rights, the plaintiff, MP from an opposition party, sought protection of his right to freedom of thought and expression and protection against discrimination on grounds of political affiliation related to a judgment of a second instance court where he was found guilty of defamation and ordered to pay a fine for a statement made during a press conference he raised suspicions about possible financial crime committed by a public official and his close family. In his case to the Constitutional Court, the plaintiff claimed that the decision of the second instance court was in breach of his right to freedom of thought and expression and that when acting upon this case, this court discriminated against him on grounds of political affiliation. However, the Constitutional Court found no breach in the right to freedom of thought and expression. It did not enter into a consideration of the breach of protection against discrimination on grounds of political affiliation.

Name of the court: Constitutional Court

Date of decision: 20 November 2012

Name of the parties: Bektashi religious community, Arben Sulleimani, Abdullmutallib Bekiri, Taxhudin Idrizi

Reference number: 24/2012-0-0

Address of the webpage:

<http://www.ustavensud.mk/domino/WEBSUD.nsf/ffc0feee91d7bd9ac1256d280038c474/6f57d5dee7044c7ec1257acc00499e5e?OpenDocument>

Brief summary of the key points of law and of the actual facts (no more than several sentences): Under the constitutional procedure for protection of freedoms and rights, the plaintiffs submitted a claim that their freedom of association has been breached by a second instance court decision which refused the official registration of this religious community, a legal obligation under the Law on the Legal Position of Churches, Religious Communities and Religious Groups. The reasoning of the

second instance court was that there is already another religious community registered under a name which contains the term 'Bektashi'.

Name of the court: Ombudsperson

Date of decision: unreported

Name of the parties: unreported (citizen of Skopje)

Reference number: НП бр.1273/12

Address of the webpage: not available (case reported in the annual report of the Ombudsperson for the year 2012)

Brief summary: A citizen of Skopje lodged a petition with the Ombudsperson claiming to have suffered unequal treatment and discrimination by the administration of the City of Skopje (a unit of local self-government) in a procedure establishing the basis of taxation. Notably, although the plaintiff was a buyer of property, the administration demanded that he pays taxes for profit from real estate and real estate rights. The plaintiff was the only one from a line of buyers that was asked to pay this tax, while the other ones were exempt from the tax with a decision by the Major of Skopje. The Annual Report of the Ombudsperson does not state which is the protected ground at stake. However, it notes that after its intervention with the Major of Skopje, the plaintiff was also exempt from paying this tax.

Name of the equality body: Commission for Protection Against Discrimination

Date of decision: 21 July 2011

Name of the parties: Destanov Destan v OU Krste Petkov – Misirkov and SOU Kosta Susinov, Radovich

Reference number: 07-41/2

Brief summary: A person claimed direct discrimination on grounds of ethnicity during the recruitment process in the public sector. Applicant is a graduated teacher of 'physical education' of Turkish ethnicity, and has applied for a position of a teacher of physical education to a class being taught in Turkish language in a Turkish (mother tongue) class in one primary school and one high school. He raised the issue before the Commission for Protection against Discrimination as the person who was eventually elected did not speak the Turkish language at all, as required in the job announcement. Decision of the body: The Commission for protection against discrimination (CPAD) decided to discontinue the procedure concerning discrimination by the primary school, as the school annulled the recruitment after the Commission drew the school's attention on the issue.²⁶³ For the case regarding discrimination by the secondary school it also discontinued the procedure, as a court procedure had been initiated in parallel on the same issue.¹ A first instance's decision is expected for most probably end of 2012. There was no decision at the time of writing.

Name of the equality body: Commission for Protection Against Discrimination

Date of decision: 29 June 2011

²⁶³ Opinion of the Commission for Protection against Discrimination. 21.07.2011. On file with author.

Name of the parties: Coalition for sexual and health right of marginalized communities v Ministry of Education and Science and a group of authors

Reference number: 02/27/11

Brief summary: Coalition for sexual and health rights of marginalised communities (the Coalition) raised a case against Ministry of Education and Science (MES) and a group of authors in front of the Commission for protection against discrimination, claiming a Pedagogy textbook, in use for third year secondary education (students age might be from 16 to 18 years of age), contains discriminatory content²⁶⁴ on grounds of sexual orientation. List of textbooks approved for use in primary and secondary education is compiled by the National Commission on Textbooks (NCT) established by the Government (these textbooks previously undergo a review procedure by special review committees selected by the NCT).

The Coalition claims legitimate interest on grounds of its organizations' objectives and mission. It asks from Commission for protection against discrimination to establish discrimination on grounds of sexual orientation, by practice of use of the 'Pedagogy' textbook, to recommend to the MES to withdraw the textbook, and to publicly apologise for the discrimination on ground of sexual orientation; the Coalition also demanded that the 'Commission for protection against discrimination compels the MES to revise all textbooks in use in the educational system in Macedonia [in order to clean the content from such discriminatory content].'

Elaborating on its opinion and recommendation, Commission for protection against discrimination makes way for setting of two important practices by utilising the following legal possibilities:

- 1) Commission for protection against discrimination shows that it is ready to put in practice the provision which states that although the deadline foreseen for initiation of a procedure has well passed (three months from the violation, or one year since learning about the violation), it shall evoke art.25, para.6 of the Anti-discrimination Law under which it can initiate a procedure even after this deadline if it finds the case to be of such importance that it is necessary and purposeful to undergo the procedure.
- 2) While looking into Art.3 of the Anti-discrimination Law on discrimination grounds the Commission for protection against discrimination underlines that although sexual orientation is not explicitly mentioned as a ground for discrimination, it

²⁶⁴ Notably, the textbook in a chapter on "Contemporary principles of education", subchapter 'The backside of the sexual life', in its sections on 'Homosexuality and lesbians' states they are 'variations of sexual urge and its backsides, manifesting themselves in a turn of the individual towards a sexual partner from the same sex. It can be present at both male and females, although with females it is more rare. Amongst persons with such orientation with both sexes there are many neurotic and psychotic persons. For all abovementioned negative incidences [meaning also homosexuality and lesbians] with regards to sexual life point out to the fact that these participants in such, abnormal sexual life, are persons with psychotic difficulties and obstacles'. (Source: "Petition of the Coalition on sexual and health rights of marginalised communities submitted to the Commission for protection against discrimination. 18 March 2011, Skopje. *On file with author.*).

takes into consideration that the provision is an open ended one, which, in its opinion, clearly points to other grounds established by law, or a ratified international treaty (later on in the text, it makes a reference to Art.14 and Protocol 12 of the ECHR and to the European social charter).

In its opinion, Commission for protection against discrimination established that the content of the text book presents harassment (which under national legislation is a form of discrimination),²⁶⁵ creates a feeling of humiliation, and harms dignity of a group of individuals, on grounds of a discriminatory ground, conducted by the MES and the group of authors of the textbook. It issued a recommendation to the MES to revise the content of the textbook in relation to homosexuality, in a non-discriminatory and non-harassment manner.

Follow up on the case: In a reply to the communication from the Commission for protection against discrimination, with which it notifies the MES of its opinion and recommendation, MES informs that the National commission on textbooks has accepted the opinion of the Commission for protection against discrimination, and that a revision of the textbook has been completed. This commission has, as stated in this communication, notified the publishing house and the authors of the needed revision, and their obligation to prepare the textbook for the school year starting 2011, vesting also an obligation to submit to it a copy of the revised edition of the textbook.²⁶⁶

Name of the court: Court of First Instance “Skopje I”

Date of decision: 10 March 2011

Name of the parties: Jelica Makazlieva, Marija Kostova and Aneta Bakarovska v Irena Cvetkovic

Reference number: case not reported online at court’s website

Brief summary: Irena Cvetkovic, Project Coordinator at the Coalition for sexual and health rights of marginalised communities (see case from the Commission above), a human rights activist, columnist and blogger, was accused for libel and insult after publishing a column in a daily newspaper criticising homophobic statements in pedagogy textbook that was used for teaching third year high school graders.²⁶⁷ The three authors of the textbook brought the case to court. The court decided in favour of Cvetkovic, dropping all charges against her.

²⁶⁵ Art.7 is on Harassment and is part of ‘Chapter II: Forms of Discrimination’. (Law on prevention and protection against discrimination, 2010).

²⁶⁶ “Reply to the Ministry of Education and Science to the Opinion of the Commission for protection against discrimination. 12 July 2011, Skopje. *On file with author.*”

²⁶⁷ The original column: Cvetkovic, Irena. *Учебници за огрев* [Textbooks for Firewood], (25 June 2009). Daily Newspaper Dnevnik. <http://www.dnevnik.com.mk/default.asp?ItemID=A7F0D8B77FBDA641AC79C0A27BEE8B52>. Last accessed: 12 March 2012.09 April 2013.

Name of the court: Shtip Appellate Court

Date of decision: 28 January 2010

Name of the parties: I.P. vs. SOU G.V.

Reference number: ROZh 646/09

Address of the webpage: <http://www.asstip.mk/Odluki.aspx?odluka=1940>

Brief summary: Plaintiff, presented himself as job applicant, claims discrimination in area of employment (does not identify any discrimination ground) as being the only one of the job applicants that was not notified of the outcome of his job application, and seeks damages (on grounds of lost gain) amounting to approximately 70.000 MKD (approximately 1.100 EUR). The plaintiff found himself discriminated since all other applicants for a job position were notified of the outcome, aside from him. Investigation reveals that the defendant never received a job application from the plaintiff. The court rejects the appeal on the grounds of facts provided which point that the plaintiff was basically not an applicant for a position to the defendant.

Name of the court: Bitola Appellate Court

Date of decision: 11 May 2010

Name of the parties: F.S vs. F.

Reference number: ROZh 324/10

Brief summary: Plaintiff claims discrimination on grounds of membership in the Union, since he and Z.V. (see case below) were fired from the company after participating in a strike. However, the court found that F.S was fired because of participation in a strike that was organized not in accordance with the laws and the collective agreement, which is according to the court in accordance with the Law on Labour Relations.

Name of the court: Bitola Appellate Court

Date of decision: 11 May 2010

Name of the parties: Z.V. vs. F.

Reference number: ROZh 245/10

Brief summary: Plaintiff claims discrimination on grounds of membership in the Union, since he and F.S. (see case above) were fired from the company after participating in a strike. However, the court found that Z.V. was fired because of participation in a strike that was organized not in accordance with the laws and the collective agreement, which is according to the court in accordance with the Law on Labour Relations.