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# THE ROLE OF THE CIVIL SECTOR IN REDUCING HEALTH INEQUALITIES AND BUILDING RESILIENT COMMUNITIES

#### Introduction

itizens' trust, civic engagement, participation in informal activities of the local community, socialization with the close environment, offering help to fellow citizens, as well as mutual cooperation and coexistence, among other things, depend on one very important and sensitive topic for each person, i.e. health.

Health is determined by a number of determinants that require continuous action in order to maintain and promote health, such as social, economic, cultural and environmental determinants. This is particularly important at the local level, bearing in mind that the immediate environment and living conditions affect health and well-being the most.

Macedonia is a country which, in its priorities for strategic development, places special emphasis on the health of the population and the promotion of public health. <sup>1</sup> For this purpose, the Health 2020

1 Action Plan for Public Health of the Republic of Macedonia 2020, available at: http://zdravje2020.mk/doc/akciski\_plan\_javno\_zdravje2020\_novo.pdf, accessed: 01.09.2017

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Strategy of the Republic of Macedonia,<sup>2</sup> in which health is conditioned by the cross-sectoral cooperation between the government and the civil society, and its vision for better health of the population by 2020 should be achieved through a continuous and dynamic process, which, in addition to achieving the goals of the Strategy, will contribute to the economic development and social progress of the country. This evidence-based strategy promotes participatory management approaches in order to strengthen the capacity of stakeholders and the civil sector for active participation in its development and implementation. The Strategy is also in line with the two health development goals in Europe, defined in the framework of the World Health Organization for European Region "Heath 2020", i.e. improving the health of all and reducing health inequalities, as well as improving the leadership and participatory management for better health.<sup>3</sup>

The Strategy highlights **cooperation** as a **key factor for success and better health**; therefore it identifies **new modalities of partnerships for collaboration** and seeks to establish innovative approach to social mobilization for a just, sustainable and responsible development of health, therewith the economic development and well-being.

On the other hand, the implementation of the National Health Strategy implies active involvement of the local self-government and, through it, the local communities and the citizens. According to the Law on Local Self-Government<sup>4</sup>, municipalities are local self-government units that carry out their competencies through bodies chosen directly by the citizens, <sup>5</sup> and which have their competencies in relation to public health, but also to the social and environmental determinants that directly affect the health of the population.

This document addresses the opportunities for active participation of the local community, the citizens and the civil sector in the realization of the common vision of the Health 2020 Strategy and its constituent action plans, through the prism of the determinants of health.

<sup>2</sup> Health 2020 Strategy of the Republic of Macedonia 2020, available at: http://zdrav-je2020.mk/doc/strategija zdravje2020 novo.pdf, accessed: 31.08.2017

<sup>3</sup> World Health Organization, Health 2020: the European policy for health and well-being, available at: http://www.euro.who.int/en/health-topics/health-policy/health-2020-the-european-policy-for-health-and-well-being/publications/2013/health-2020.-a-european-policy-framework-and-strategy-for-the-21st-century-2013, accessed: 01.09.2017

<sup>4</sup> Law on Local Self-Government (Official Gazette no. 5/12), available at: http://www.pravo.org.mk/documentDetail.php?id=219, accessed: 29.08.2017

<sup>5</sup> Article 3 from Law on Local Self-Government (Official Gazette no. 5/12), available at: http://www.pravo.org.mk/documentDetail.php?id=219, accessed: 29.08.2017

## **Determinants of Health and Health Inequalities**

Health is determined by several factors, such as genetic, social, economic. cultural and environmental factors. Apart from the genetic ones, there is a lot of evidence that the health impact of the remaining factors is directly related to the allocation of resources and opportunities, which implies that unjust and unequal distribution leads to the emergence of health inequalities.

Social determinants are defined as "conditions in which people are born, grow, live, work and age". These circumstances are shaped by the distribution of finance, power and resources. Additional factors in the social environment that contribute to or harm the health of individuals and communities are nutrition, housing, education, transportation, access to services, the physical environment and others. The influence of these factors on the citizens' health is significant, which is also reflected in a series of studies within and between countries.8 For example, the difference in life expectancy between countries in the European region of the World Health Organization<sup>9</sup> is about 13 years. <sup>10</sup> If the same indicator is viewed through disaggregated data, for example by gender and socio-economic position, these differences are even greater. Thus, the gap between countries in the life expectancy for men is 17 years, and for women - 12 years. 11 At national level, in most countries in the region, the life expectancy for men is shorter by 4 to 7 years in comparison to that for women, and in Macedonia it was shorter by 6,9 years in 2012.12

Socio-economic status is also among the more important determinants of health. 13 It can also be estimated through other indicators such as income

- 6 World Health Organization, Social Determinants of Health, available at: http://www. who.int/social determinants/en/, accessed: 03.09.2017
- 7 Centre for Disease Control and Prevention, Social Determinants of Health: Know What Affects Health, available at: https://www.cdc.gov/socialdeterminants/, accessed: 03.09.2017
- 8 World Health Organization, What Are Social Determinants of Health, available at: http://www.who.int/social\_determinants/sdh\_definition/en/, accessed: 03.09.2017
- 9 This region is comprised of 53 countries, including the Russian Federation and the former Soviet Union countries, see: http://www.euro.who.int/en/countries
- 10 World Health Organization, Social Determinants of Health: The Solid Facts second edition, available at: https://goo.gl/PfiEKT, accessed: 04.09.2017
- 11 World Health Organization, Social Determinants of Health: The Solid Facts second edition, available at: https://goo.gl/PfiEKT, accessed: 04.09.2017
- 12 State Statistical Office, (2014), Macedonia in Numbers, available at: http://www.stat. gov.mk/ Publikacii/MakBrojki2014 mk.pdf, accessed: 03.10.2017
- 13 World Health Organization, Social Determinants of Health Key Concepts, available http://www.who.int/social\_determinants/thecommission/finalreport/key\_concepts/ en/, accessed: 03.09.2017

and education. There is ample evidence that poor social and economic conditions affect health throughout life. Persons belonging to the socially-lower quintiles are most likely to face twice as much risk of serious illness and premature death as compared to those in higher quintiles. <sup>14</sup> These effects are also reflected in different levels of work - middle-class workers and lower-hierarchical staff suffer from much more disease and early mortality compared to higher-ranking staff. <sup>15</sup>

Social determinants have the most visible influence in creating health inequalities, which represent unjust differences in health status that can be avoided. Hence, the strong and sustained action in terms of social determinants is becoming more relevant for health than ever before. An additional argument is the economic crisis that has, over the years, imposed austerity in health care but also in other sectors, paving the way for further increase in health inequalities. According to the World Health Organization, one of the biggest challenges in this area is dealing with health inequalities, some of which can be overcomed through reasonable measures.<sup>16</sup>

# Civil sector actions on health inequalities through the determinants of health

One of the basic objectives of civil society organizations is to act on socio-economic determinants and human rights, among other things, to reduce health inequalities. They accomplish this mission by acting on general and specific issues through various activities, such as improving the quality of life and socio-economic status, protecting the environment, encouraging better education, as well as providing services or access to services for all, especially for marginalized and social excluded population groups.

Even though no civil organization describes its actions in the field of health inequalities, there are numerous examples through which this – it could be said key – approach towards their reduction can be seen. Such example is the "National Alliance for Rare Diseases in Macedonia" that works in the field of rare diseases, which in their nature – of rarity and lack of appropriate

<sup>14</sup> World Health Organization, Social Determinants of Health: The Solid Facts - second edition, available at: https://goo.gl/PfiEKT, accessed: 04.09.2017

<sup>15</sup> World Health Organization, Social Determinants of Health: The Solid Facts - second edition, available at: https://goo.gl/PfiEKT, accessed: 04.09.2017

<sup>16</sup> World Health Organization, Review of the Social Determinants of Health and the Health Gap in World Health Organization European Region, available at: http://studiorum.org. mk/h2020\_workshop/Rabotni\_Dokumenti/general/mkd/08\_MKD\_SDHWeb.pdf, accessed: 31.08.2017

treatment, and very expensive treatment where there is one - impose social and health inequality. The Alliance, through its member organizations and in constant dialogue with the health authorities, succeeded in establishing a register for rare diseases in the country, conducted an analysis of existing instruments, policies and practices in the country and their impact on the quality of life of this group of persons compared to the countries in the region (Bulgaria, Serbia, Croatia and Slovenia). With the establishment of the register the visibility of this problem has increased, which was crucial for the adoption of a specific programme for financing the treatment of a number of people with rare diseases. In this way, the civil sector has contributed to making a step toward reducing the unequal access to healthcare for people with rare diseases which, according to some estimates, comprise about 6-8%<sup>17</sup>, <sup>18</sup> of the population.

Similarly, the organizations from the Platform for Sustainability of HIV Programmes – for prevention and support, so far funded by the Global Fund to Fight AIDS, Tuberculosis and Malaria, <sup>19</sup> which through their individual and common activities provide fair access to health and social services for people with HIV, integrated in the national Programme for Protection of the Population from HIV/AIDS, are also working towards reducing the health inequalities.<sup>20</sup>

## Dealing with the Economic Determinants of Health

Health is influenced by the economic conditions in the society, at a community level as well as at an individual level. There is literary evidence that income levels are directly related to health, as can be seen from the example that policies leading to more equitable distribution of income have a positive impact on health, and especially if they provide a multi-sectoral approach to providing benefits and subsidies in other sectors such as education, housing or employment for lower income groups.<sup>21</sup>

<sup>17</sup> Chichevaliev S. and Aleksovska V., (2016), Policies, Practices and Their Impact on the Quality of life of People with Rare Diseases: Comparative Analysis and the Situation in the Republic of Macedonia, available at: https://goo.gl/MaeU71, accessed: 04.10.2017

<sup>18</sup> European Commission, Public Health: Identifying rare diseases, available at: https:// ec.europa.eu/health/rare diseases/policy, accessed: 06.09.2017

<sup>19</sup> Global Fund to Fight AIDS, Tuberculosis and Malaria, official website available at http://www.theglobalfund.org/en/, accessed: 31.08.2017

<sup>20</sup> Programme for Protection of the Population from HIV/AIDS in Republic of Macedonia 2016, available at: https://goo.gl/NYeq3g, accessed: 31.08.2017

<sup>21</sup> King J., (2003), Economic Determinants of Health - Final Report, available at: https:// goo.gl/hBsTif, accessed: 05.09.2017

The figures in Macedonia also point to the link between income and health. Poor adults, of whom over 30% live in poverty and over 43% are at risk of poverty and/or social exclusion,<sup>22</sup> have almost five times more chances of having a worse health.<sup>23</sup>,<sup>24</sup> The link between economic and social determinants is directly proportional, which means that health will be promoted alongside the socio-economic position of the citizens and the local communities in which they live.<sup>25</sup>

The work of the civil society organizations in the field of economic inequalities has also contributed to the reduction of health inequalities. Through a wide range of economic measures for improvement of well-being, the civil sector actually provides added value to its activities. For example, civil society organizations working in the field of employment and, in particular, promotion and improvement of social entrepreneurship, contribute to improving the incomes, and thus indirectly create conditions for better care for this population's health. One of these organizations is "Public", whose mission is social inclusion of vulnerable groups in the labour market and their integration into the economic life of the society. Their work is best reflected through the street magazine "Face to Face", which aims at employing socially excluded people and raising social awareness of the existence of socially marginalized groups and the need for common action to reduce economic and, consequently, health inequalities.

The connection of health and economic development can be better seen through the example of persons addicted to alcohol, drugs or other hazard that cannot independently provide income due to their dependence, and simultaneously present a social, economic and health burden for the community and society. This connection was used as an idea-guide for the therapeutic community "Pokrov", formed by the association "Izbor" from Strumica, in cooperation with the Strumica Diocese of the Macedonian Orthodox

<sup>22</sup> State Statistical Office, available at: http://stat.gov.mk/, accessed: 02.09.2017

<sup>23</sup> World Health Organization, Health 2020: the European policy for health and well-being), available at: http://www.euro.who.int/en/health-topics/health-policy/health-2020-the-european-policy-for-health-and-well-being/publications/2013/health-2020.-a-european-policy-framework-and-strategy-for-the-21st-century-2013, accessed: 01.09.2017

<sup>24</sup> Institute of Medicine (US) Committee on Health Care for Homeless People, Washington (DC): National Academies Press, available at: https://www.ncbi.nlm.nih.gov/books/NBK218236/, accessed: 05.09.2017

<sup>25</sup> World Health Organization, Health 2020: the European policy for health and well-being, available at: http://www.euro.who.int/en/health-topics/health-policy/health-2020-the-european-policy-for-health-and-well-being/publications/2013/health-2020.-a-european-policy-framework-and-strategy-for-the-21st-century-2013, accessed: 01.09.2017

Church. The therapeutic community "Pokrov" is based on modern methods for alcohol, drugs and hazard withdrawal, and on preparation of participants in the Programme for Active Inclusion in the Labour Market through work and acquiring skills. In this way, the civil sector makes its contribution in dealing with the economic stake in health inequalities. In this direction are the examples of the organization "MIR", which works on strengthening Roma education, promoting social and health protection of the Roma and their integration in the labour market, 26 and the examples of the Roma organization for multicultural affirmation "ROMA S.O.S.", which works to reduce the stigma associated with the agreed and early Roma marriages that directly disturb the juvenile education process, limit the opportunities for their social integration, and all this presents a potential danger for reduction or disruption of their health, which additionally contributes to health inequalities and, in this case, gender inequality.<sup>27</sup>

# Dealing with the Environmental Determinants of Health

The environment also affects health directly or indirectly, for which there are numerous literary sources and data.<sup>28</sup> Although the proportion of environmental factors on the occurrence of disease or death cannot be accurately determined, according to estimates of the World Health Organization, about three hundred million deaths annually are due to factors and environmental risks that can actually be prevented. The same report estimates that 24% of the global burden of disease (lost years of healthy life) and 23% of all deaths (premature mortality) can be attributed to environmental factors, with the burden of environmental illnesses being 15 times higher in developing countries, which Macedonia is a part of, than in developed countries - mostly due to differences in exposure to environmental risks and access to health care.<sup>29</sup>

<sup>26</sup> Citizens' Association "MIR", (2013), Promotion of Multiculturalism in Education, available at: https://goo.gl/e4TVvb, accessed: 31.08.2017

<sup>27</sup> Citizens' Association "Roma S.O.S.", (2016), "The Grey Area" Between Tradition and Children's Rights!, available at: http://romasosprilep.org/language/en/violation-of-children-rights/, accessed: 31.08.2016

<sup>28</sup> World Health Organization Preventing disease through healthy environments: Towards an estimate of the environmental burden of disease), available at: http://www.who.int/quantifying\_ehimpacts/publications/preventing-disease/en/, accessed: 31.08.2017

<sup>29</sup> Remoundou K. and Koundouri P., (2013), Environmental Effects on Public Health: An Economic Perspective, available at: https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2738880/, accessed: 31.08.2017

Environmental protection is one of the areas of traditional action of civil society organizations, and in recent years their activity has been strengthened in the sphere of health protection and promotion. Health inequalities in this domain are mainly perceived through the quality of the environment. primarily of the immediate environment in which the population lives. One of the numerous good examples of health protection through action on environmental risks is the work of the organization "Eco Guerrilla" that, through its activism and advocacy activities in Tetovo, achieved great success for a short period of time; namely, with analyzes and data "Eco Guerrilla" influenced local and central authorities to decide upon closing the steel and steel products factory "Jugohrom Ferroalloys", which was considered a main pollutant and a future threat to the environment. The work of the civil sector and the preparedness for collaboration of the competent institutions directly ensured the reduction of pollution in the city. Since the closure of the plant, the average value of PM-10 particles in the air decreases each year and in the last five years it has been reduced by more than a third, or from 152 in 2012 to 97 in 2016.<sup>30</sup> Similar examples are recorded in other cities; in Kicevo, civil activism is a reason for reducing the average value of PM-10 particles from 80 in 2012 to 60 in 2016, as well as in the Lisice settlement in the City of Skopje, where a reduction from 114 to 80 was achieved in the same years.

Citizens, especially in Tetovo, felt the effects of reducing the average value of PM-10 particles in the air. They breathe 40-50% cleaner air, thereby reducing the risk of numerous health problems including: the onset or worsening of existing cardiovascular and respiratory illness; added stress to the heart and lungs, which must work hard to supply the body with sufficient oxygen for its needs; accelerated aging; loss of capacity and decreased function of the lungs and development of diseases such as asthma, bronchitis and emphysema; as well as numerous malignant diseases.<sup>31</sup>,<sup>32</sup>

<sup>30</sup> Citizens' Association "Eco Guerrilla", available at: https://goo.gl/AKTFKQ, accessed: 31.08.2016

<sup>31</sup> Citizens' Association "Eco Guerrilla", available at: https://goo.gl/AKTFKQ, accessed: 31.08.2016

<sup>32</sup> Spare the Air: Health Effects of the Air Pollution, available at: http://www.sparetheair.com/health.cfm?page=healthoverall, accessed: 06.09.2017

# Creating resilient communities and supportive environments through civic engagement

Health largely depends on how citizens independently, but also as a part of the community, deal with economic, social and environmental challenges. In this sense, creating a supportive environment for the realization of human rights and providing opportunities for a healthy life is a basic premise on which the health action at the local level is based. Therefore, it is crucial to see what people value in the place where they live, and how they characterize the quality of life. It indicates the identity of the local community, as well as the citizens of that place. On the other hand, what the local community values is an open topic for interpretation and a subject for alignment. This suggests that citizens - and the ways in which they come to a consensus - are necessarily found in the centre of building a resilient community.<sup>33</sup> The term "resilient community" is a process of creating a community that, despite some changes, will manage to maintain its functions at the appropriate level, and as such it implies the establishment of mechanisms and structures with which policy changes, for example, at national or global level, such as the global economic crisis - will be easier to amortize in order to minimize damage to the well-being and thus the health of the population.

Civil society, as well as the business and the public sector, plays a very crucial role in shaping everyday life. Civil society organizations, in particular organizations operating in the field, with or without the support of the community with certain services, are part of the process of building resilient communities. Their role is supportive of local policies, but is also a mediative one in relation to the interests of citizens on certain issues, influenced by national politics, but in the competence of local self-government. Such are, for example, the legalization of land and illegally built homes, social protection services, education, and more.<sup>34</sup> Citizens need to be included in the social life, and of course, the interest to act in different forms towards the realization of their interests. According to the population survey, conducted by the Macedonian Centre for International Cooperation in late 2016,

<sup>33</sup> Joseph Rowntree Foundation, (2014), Practical action to build community resilience, available at: https://www.jrf.org.uk/report/practical-action-build-community-resilience, accessed: 01.09.2017

<sup>34</sup> Post Carbon Institute, (2015), Six Foundations of Building Community Resilience, available at: http://www.postcarbon.org/wp-content/uploads/2015/11/Six-Foundations-for-Building-Community-Resilience.pdf, accessed: 31.08.2017

almost half of the surveyed population in one form or another was engaged in the realization of their interests; 46.8% of the population is active in the community through formal structures or informal social activities, which speaks about the potential for acting in their own interest at the local level, and thus for creating resilient communities in which people will have a healthy life and economic prosperity.

#### Conclusion

Building resilient communities requires commitment from all sectors of action, as well as cross-sectoral cooperation. The involvement of citizens in decision-making at the local level, especially for the local communities in which they live and act, should be a priority for the local self-government units. It will be an additional incentive for civil society organizations and informal groups of citizens to increase their civic engagement in improving the environment and quality of life in local communities. The partnership between the local self-government and the civil sector can and should be part of the solution, especially through active involvement in the existing infrastructure, as well as the preparation and implementation of local plans in all sectors. Additionally, civil society needs to be considered as an equal actor in service provision, given their proven ability to provide services, especially for the hard-to-reach population due to stigma, discrimination and other reasons.<sup>35</sup>

The organized action of the citizens through the civil sector is essential for achieving certain goals and realizing the interests of the citizens. This is of particular importance when it comes to the social determinants of health, among which the most important are the socio-economic and environmental determinants. By establishing the religious among the various determinants of living and health, the role of civil society in the fight for the realization of human rights, the improvement of social status and well-being gets a new dimension, which adds new value to its existing activity, related to health improvement and reducing health inequalities. At the local level, this new dimension is reflected in the participation of the civil society in the creation of supportive environments, and through complementary work with the

<sup>35</sup> World Health Organization, Health 2020: the European policy for health and well-being, available at: http://www.euro.who.int/en/health-topics/health-policy/health-2020-the-european-policy-for-health-and-well-being/publications/2013/health-2020.-a-european-policy-framework-and-strategy-for-the-21st-century-2013, accessed: 01.09.2017

local self-government and towards the creation and maintenance of resilient communities. The new role of civil society as an enabler, in building resilient communities, viewed through the prism of national health policies, and in particular the Health 2020 Strategy of the Republic of Macedonia, is a condition for its implementation at the local level, which, for the local community, means a permanent renewable partnership for the health and well-being of the local population. Hence, creators and policy makers should demonstrate preparedness and eagerness to these efforts, and should make continuous and sustained efforts to create an enabling environment for civil society development and encourage civil engagement in order to strengthen this new role of acting upon the determinants of health and creating resilient and healthy communities.

#### **Abstract**

Since the beginning of civilization, people have come together to achieve well-being and to tackle natural disasters, stresses and other challenges. Resilience is, in some ways, the original aspiration of human communities. Creating resilient communities and supportive environments is an obligation and responsibility of all stakeholders, through the involvement of all citizens. Building such communities requires commitment from all sectors of action, as well as cross-sectoral cooperation.

This brief review inspects the opportunities for creating resilient communities, while perceiving the role and participation of civil society in the improvement of the social determinants of health and the reduction of health inequalities. At the beginning, health is highlighted as one of the more important outcomes of creating resilient communities. Subsequently, three groups of important health determinants - social, economic and environmental - are considered as factors that directly influence the health of the citizens. In addition, practical examples of civil activism, implemented through civil organizations or informal groups, have been described, which have helped the population and contributed to the creation of resilient communities. The new role of civil society as an enabler, in building resilient communities, viewed through the prism of national health policies, and in particular the Health Strategy of the Republic of Macedonia until 2020, is a condition for its implementation at the local level, which, for the local community, means a permanent renewable partnership for the health and well-being of the local population.

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