

REPUBLIC OF MACEDONIA

MINISTRY OF INFORMATION SOCIETY AND PUBLIC ADMINISTRATION

**DRAFT – PUBLIC ADMINISTRATION REFORM
STRATEGY**

2017 – 2022

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List of abbreviations

Abbreviation	Meaning
AA	Administration Agency
EARM	Employment Agency of RM
Action Plan	Action Plan to PAR Strategy
GRM	Government of the Republic of Macedonia
GS	General Secretariat
SSO	State Statistical Office
SCPC	State Commission for Prevention of Corruption
EC	European Commission
LSU	Local Self-Government Units
ENER	Unique National Electronic Registry of Regulations
EIF	European Interoperability Framework
LAS	Law on Administrative Servants
LPS	Law on Public Servants
LGAP	Law on General Administrative Procedure
CAF	Common Assessment Framework
IC	Inspection Council
ISHRM	Information System on Human Resources Management
PE (PC)	Public Enterprise/ Public company
PI	Public institutions
CPRFAPI	Commission for Protection of the Right to Free Access to Public Information
CPGRM	Cabinet of the President of the Government of Republic of Macedonia
MISA	Ministry of Information Society and Administration
ME	Ministry of Economy
MC	Ministry of Culture
MLSG	Ministry of Local Self-Government
MES	Ministry of Education and Science
MJ	Ministry of Justice
MLSP	Ministry of Labor and Social Policy
MF	Ministry of Finance
RIA	Regulatory Impact Assessment
SEA	Secretariat for European Affairs
SIGMA	Support for Improvement in Governance and Management), joint initiative of OECD and EC
LS	Legislation Secretariat
SIOFA	Secretariat for Implementation of the Ohrid Framework Agreement
PAR Strategy (2010 – 2015)	Public Administration Reform Strategy (2010 – 2015)
PAR Strategy (2017 – 2022)	Public Administration Reform Strategy (2017 – 2022)
SSM	System for study management
HRM	Human Resources Management
HIF	Health Insurance Fund
PDIF	Pension and Disability Insurance Fund
CRM	Central Registry

PUBLIC ADMINISTRATION REFORM STRATEGY

2017 - 2022

1. INTRODUCTION

Public Administration reform is one of the key strategic priorities of the Government of the Republic of Macedonia, stipulated in the Government Program (2014-2018). Separate chapter of the Program, refers to Information Technology and Public Administration Reform, where it is stated: “The administration services and service orientation are of crucial importance for the citizens and businesses, thus, it is necessary to build high expert and professional public administration. Such administration, which represents a foundation for the entire public sector, upon which democratic processes, business climate, economic development and EU integration of the country depend, shall provide efficient creation of policies, of benefit for the citizens and businesses and their consistent implementation.”¹

The establishment of competent, effective, efficient, accountable, service oriented and transparent public administration, in line with the principles of “European Administrative Space”, is the final objective, towards which the public administration reform process is headed, related to EU and NATO integration of the Republic of Macedonia, but, mostly, due to fulfilling the needs of the citizens and the business community.

The Public Administration Reform Strategy (2017-2022), should represent a systematic and logical continuation of the previous Public Administration Reform Strategy (2010-2015), implemented by the Government of the Republic of Macedonia, upon leadership of the General Secretariat of the Government of the Republic of Macedonia and the Ministry of Justice till 31.12.2010, i.e. upon leadership of the Ministry of Information Society and Administration since 01.01.2011². Unfortunately, the Ministry of Information Society and Administration did not participate in drafting the previous Strategy, it only continued the ongoing work, and for such reasons, it can be concluded that throughout the years, it has been fine-tuned in terms of technical and staff adaptation to the foreseen activities in the Action Plan of the Strategy, and also, the Strategy itself and the Action Plan were amended to a certain extent, to become more adoptable to the vision, objectives and capacities of the Ministry. For such reasons, it is important to emphasize that the existing set-up of MISA in the system, its clearly established legal competences and the experience acquired in the public administration reform implementation,

¹ http://vlada.mk/sites/default/files/GPRV2014-18_godina.pdf

² In December 2010 following the changes and amendments of the Law on organization and work of the state administration bodies, the competences related to public administration reforms and the state administration sector, have been shifted to the Ministry of Information Society, that was later renamed to Ministry of Information Society and Administration.

are of paramount importance for the continuity of the reform activities and a safeguard for successful implementation.

Yet, the Republic of Macedonia has an administrative tradition and culture that lasts for decades, and also, the political and administrative willingness of the country to modernize its public administration has been noted for the first time in 1999, with the adoption of the first PAR Strategy. It consisted of basic guidelines for building a democratic society led by the principles of rule of law, transparency, competence, stability, accountability, predictability, equal and fair treatment, efficiency and ethics. The PAR Strategy for the period 2010-2015 and Action Plan for its implementation has made significant improvements in the regulation for providing better public services, increasing the quality of policy formulation and its implementation, which is a clear confirmation of the dedication of the Government of the Republic of Macedonia in the public administration reform process. This effectiveness is clearly noted by the Worldwide Governance Indicators of the World Bank, as one of the most widely used indicators.³

Still, it can be concluded that the regulation of the position of public administration servants, their competence, expertise and other performance-related issues, (namely the Law on Public Servants, Law on Administrative Servants, changes and amendments of 54 substantive laws and four new laws introducing changes of the employees' position, including the new Law on General Administrative Procedure, which as procedural law aims at targeting an innovative approach in providing public services, enhanced by the huge progress in digital transformation of public institutions), is the biggest achievement of the PAR Strategy (2010-2015) and for such reasons it is to be expected that it will provide solid grounds for further enhancement and improvement of the public administration conditions.

Despite the established administrative tradition and culture, recognized in all existing strategic documents, PAR Strategy (2010-2015) and the Action Plan for its implementation included⁴, the new PAR Strategy is determined as well by the Progress Reports for the Republic of Macedonia⁵ in the EU accession process, the Urgent Reform Priorities for the Republic of Macedonia, the Recommendations of the Senior Experts' Group⁶ and SIGMA Assessment Reports⁷.

The ascertainment of the EC Progress Report for the Republic of Macedonia for 2016, in the section on public administration, that the country is moderately prepared on public administration

³ <http://databank.worldbank.org/data/reports.aspx?source=worldwide-governance-indicators>

⁴ http://mioa.gov.mk/files/pdf/dokumenti/Strategija_zarJA.pdf

⁵ https://ec.europa.eu/neighbourhood-enlargement/countries/detailed-country-information/former-yugoslav-republic-of-macedonia_en

⁶ https://eeas.europa.eu/sites/eeas/files/urgent_reform_priorities_mk.pdf

⁷ <http://www.sigmaxweb.org/publications/public-governance-monitoring-reports.htm>

reforms and that there is a limited progress for the past year, has not been given by coincidence in a period of prolonged political crisis, which is precisely why it stresses the need of strong and continuous political dedication on granting public administration independence, regardless of the ongoing conditions in the society. It should represent an additional incentive with this new strategic document tackling the public administration reform in the upcoming period, to provide conditions and directions for respecting the principle of transparency and guarantees that the recruitment and carrier procedures shall be conducted in full, based on professional competences (the merit-based principle) and the principle of equitable representation. The latter, is an explicit requirement contained in items A and B of the chapter on De-Politicization of Public Administration⁸ from the Urgent Reform Priorities of the European Commission for the Republic of Macedonia, i.e.:

A. Implement rigorously the new legal framework, Law on Administrative Servants and Law on Public Employees, fully observing the principles of transparency, merit and equitable representation.

B. Employment policies need to follow the principles of transparency, merit and equitable representation in the public service through of open procedures There should be no further employments not respecting the rules.

For such reasons, PAR Strategy (2017-2022), envisages a set of steps, which should lead to more effective, efficient and improved management of institutions, human resources and processes, resulting with more efficient creation of policies, improved functionality and organization, merit-based human resources management, more efficient and cost effective public services, as well as bigger responsibility, reporting and transparency of institutions, servants and managing structures.

Drafting of PAR Strategy (2017-2022) commenced on 1 July 2016, with the creation of a working group and 6 sub-groups on each field of SIGMA principles on public administration⁹. Members of the working groups represented all relevant stakeholders in the public administration sector. With the support of experts from SIGMA/OECD the basic methodological approach was adopted. Each working group analyzed the existing condition within the field of each principle, and once consultations were made, a list of key priorities was drafted, with separate objectives, expected

⁸ The same document, regarding the public administration sector, foresees fulfillment of other two urgent reform priorities: The Law on transformation of temporary positions into permanent contracts and the number of public administration employees, pending issues which have already been closed.

⁹ The Minister of Information Society and Public Administration on 30 June 2016, adopted a Decision for creation of working groups, their scope of work, coordination, responsibilities and deadlines for submitting the initial draft version of the PAR Strategy 2017-2022.;

results and potential activities. The key source of work were the different SIGMA reports (assessments, recommendations and baselines) EU Progress Reports and brief analysis reports on the PAR Strategy 2010-2015 implementation, including expertise of working group members. It is important to point out the involvement of NGO representatives and Chambers of Commerce representatives, so the process of drafting the Strategy and the consultation process were inclusive and transparent since its beginning. As of November 2016, MISA was supported in drafting PAR Strategy by the Framework Contract, financed by the EU: *„Support in the preparation of Public Administration Reform 2017-2022 Strategy and relevant IPA 2 PAR Sector planning document and Action documents “*. The experts worked with working group members and drafted an Assessment Report on the PAR Strategy 2010-2015, PAR Strategy 2017-2022, Action Plan for PAR Strategy 2017-2022 and set of tools for monitoring the successful implementation of the first three years of PAR Strategy 2017-2022 Action Plan. The reference list with description of development of events, targeted objectives on the future reform and performance indicators, was presented to SIGMA on 27 February 2017.

2. SCOPE OF PUBLIC ADMINISTRATION REFORM

The scope of public administration reform, contained in the PAR Strategy (2017-2022), depends directly on the administrative tradition and culture of the country, the former and existing strategic documents referring to, or containing parts related to the reform, Progress Reports for the Republic of Macedonia in the EU accession process, Urgent Reform Priorities for the Republic of Macedonia, Recommendations of the Senior Experts' Group and SIGMA Assessment Reports.

Still, the general guidelines of the strategic framework on public administration reform result directly from the SIGMA principles on public administration reform¹⁰, which need to provide full integration of the Macedonian into the European Administrative Space, throughout a full implementation of the following objectives:

- The overall public administration reform process shall be based on the guidelines set-out by this Strategy;
- Establishment of overall horizontal coordination mechanism and control over the public administration reform process by the Ministry of Information Society and Administration and the Government of the Republic of Macedonia as policy makers in the field throughout established legal mechanisms for providing consequent implementation of determined objectives,
- All institutions in the Strategy implementation and public administration reform process shall be guided by the principle of reporting before the citizens and other public services stakeholders, by establishing a system on continuous reporting and providing information for the public on new policies and results of their implementation,
- The Central Governmental Institutions, foremost the Government of the Republic of Macedonia, the Ministry of Information Society and Administration, Administration Agency, Ministry of Finance and Secretariat for Implementation of the Ohrid Framework Agreement throughout an enhanced legal control mechanisms vis-à-vis the policy enforcement institutions, shall fulfill key functions, which shall provide well organized, consistent and competent system on creation and enforcement of policies;

¹⁰ <http://www.sigmaweb.org/publications/Principles-Public-Administration-Macedonian.pdf>

- Policy planning shall be adjusted to the financial capacities of the Government, enabling thus the Government to meet the set-out objectives, with full involvement of the Ministry of Finance in this process;
- The decisions of the Government shall be transparent and made available to the public, and the Assembly shall perform supervision over the Government's work, throughout continuous, ongoing information to the public on activities and decisions of the Government, undertaking urgent measures for harmonization of legislation with authentic interpretations made by the Assembly, including rulings of the Constitutional Court;
- Additional mechanisms on inclusiveness of policy creation and legislation shall be developed, throughout mandatory public debates and forums, comparative experiences and expert opinions;
- Full implementation of the already established legal framework on professional and coherent public service, and consistent and effective practice on human resources management in the public service enabled by the institutional framework, throughout enforced implementation control;
- Public Service professionalism provided throughout good management standards and practices on human resources management, regular and continuous trainings of public employees;
- Complete client oriented administration, with guarantees on the quality and availability of public services, throughout enhanced legal mechanisms on full implementation of laws, as well as advancement of processes by better use of information technology.

Managing public finances is directly related to the reform and of extreme importance for effective and efficient public administration reform. Given that this pillar of the public administration reform is part of a separate strategy, full coherence and harmonization of both strategic documents must be provided, given their completeness. Therefore, the Government of the Republic of Macedonia and both leading institutions for the two strategic documents, i.e. MF and MISA shall pay special attention on providing such compliance and harmonization.

METHODOLOGICAL APPROACH

Pre-conditions

It is important to emphasize that the new Strategy can be fully and successfully implemented, only if four key pre-conditions for its implementation are met: providing relevant data, good organization, coordination and financial sustainability. This conclusion results from experiences and learned lessons during the implementation of the previous Strategy. Namely, providing exact and relevant data on the areas/fields subject to reform, exact selection of institutions competent to conduct separate parts of the Strategy, their adequate organization, capacities and demonstrated leadership by the heads of such institutions, good coordination and precise mechanisms for follow-up of activities, as well as an accurate cost estimate for its implementation by precisely defined financial sources for the activities are a *“conditio sine qua non”* for a successful implementation.

The new PAR strategic document is targeted towards a selection of priority objectives, whose fulfillment is expected to contribute significantly on increasing the efficiency, transparency, accountability and professionalism of the public administration of the Republic of Macedonia. All objectives, results and activities are defined in real time conditions, taking into account the specificity of the country and the capacities at all public administration levels. Integral part of the PAR Strategy (2017-2022) is the Action Plan, which contains all necessary elements (objectives, indicators, activities, key events, time frame, lead institution for implementation and adequate funding source) for successful management of the reform process. The Action Plan serves also as basis for management of funds received throughout different forms of international instruments for foreign financial donor support.

The following methodological approach has been used during the Strategy preparation:

- The initial ground in the development of PAR Strategy 2017-2022, is contained in the following documents: Assessment Report on the PAR Strategy 2010 - 2015, Analysis of the effects of PAR Strategy 2010 - 2015 implementation, EC Progress Reports for the Republic of Macedonia, SIGMA Reports, and in the due diligence on the existing condition of selected priorities;
- The Strategy for 2017-2022 is focused on priority objectives that originate from the assessment of conditions stated in the aforementioned documents. The focus over priorities does not mean that the development in all other areas/fields will be terminated, but due to limited resources, the accent shall be put on one part of them, and later, based

on achieved results in these areas/fields, possibilities for improvement of others will be created. Continuous improvements in all fields are needed and the directions for such improvements are conditioned by the public administration principles, throughout requests, standards and indicators;

- All results have been determined in such way to be targeted towards real effects in terms of better functioning of the public administration, and they have been followed throughout specific and measurable indicators for success, that will provide monitoring over their implementation, and last, but not least;
- The PAR Strategy for 2017-2022 fits to the structure of the reform areas of the public administration principles¹¹that represent the main European framework for assessment of conditions and the success in the public administration reforms of candidate-countries and potential candidate countries.

Consultations

The process of drafting the new PAR Strategy 2017-2022, commenced in a completely transparent and inclusive way, and the same paste should be kept for its completion as well. Namely, once a draft version of the Strategy is made, public debates shall be organized, and representatives of the academic and professional community shall be invited, including NGOs and all interested stakeholders that will show interest in contributing to the Strategy. Comments and suggestions from these debates should be thoroughly analyzed and studied, so that at the end a wide consensus over its implementation is obtained. Following the dynamics, the public debate process should be initiated during the month of April 2017.

Organization of the Strategy

As result of the previous consultative process, a decision was made for the PAR Strategy to be organized in 4 chapters:

- Policy Development, Coordination and Strategic Framework of Public Administration Reform ;
- Accountability and Integrity;
- Service Delivery and ICT support to administration; and
- Public Service and Human Resources Management.

¹¹ SIGMA: Public Administration Principles; November 2014

3. PRINCIPLES OF THE PUBLIC ADMINISTRATION REFORM

The principles upon which the PAE Strategy is based are the principles of “good governance”, applied in the EU member states, and they originate from the White Paper on European Governance¹² and Quality Management Tool in Public Administration¹³:

- **Legality**

Legality is of crucial importance for good governance. Public institutions act fully and exclusively in accordance with the laws, and decisions and rules are adopted in legal procedures and they are implemented impartially. With regard to the public administration reform, rules should precisely and clearly stipulate obligations for the authorities, prescribe rules for adoption of decisions and mechanisms for their implementation.

- **Integrity**

In accordance with the legal provisions, the public administration must be an honest and confident partner for the citizens and businesses. Ethics, professional integrity and honesty of administrative servants are of paramount importance for achievement of the above stated. Conflict of interests should be an evident reason for exemption from the decision-making process. The fight against corruption is a mandatory condition for modernization of the public administration, therefore, efficient measures for prevention and fight against all types of corruption must be granted. The integrity of professional servants shall be fully expressed by rightful application of the principle of delegation of competences when deciding in administrative procedures.

- **Inclusivity and impartiality**

A mechanism on full inclusion of the citizens should be provided, starting from policy creation and its realization. The public administration has an equal treatment towards all subjects (businesses and citizens), i.e. it is completely impartial and objective in adopting decisions. Any kind of discrimination is strongly forbidden. The access to all services is guaranteed for everybody, especially for the most vulnerable citizens and citizens from underdeveloped regions.

¹² <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=URISERV:l10109&from=ENG>

¹³ <http://ec.europa.eu/esf/main.jsp?catId=3&langId=en&keywords=&langSel=&pubType=434>

- **Openness and transparency**

Decisions must be adopted, approved and implemented throughout precise and clearly established rules and procedures. All public information must be made available. Information on adopted decisions, their implementation and results must be made available to the public, in a way that each citizen could have access to them and could contribute to controlling activities made by authorities.

- **Professionalism**

Professional competences and expertise of those who adopt decisions must be kept at the highest level, and at the same time, mechanism for continuous improvement of such qualities must be provided, especially by foreseeing mandatory continuous trainings. Administrative servants must be motivated for improvement of their performances and must develop and apply methods and procedures for improvement of their performance management skills.

- **Service orientation**

The activities, procedures and decisions adopted by the public administration must meet the expectations and needs of the citizens and businesses. Information on procedures for providing public services, as well as on public administration activities, must be provided correctly and timely, and public services must be provided on an adequate manner and within a reasonable time. Further reduction of discretionary powers is also a pre-condition for full implementation of the service orientation principle.

- **Efficiency, effectiveness and cost efficiency**

The public administration creates policies and strategies, leads procedures, manages projects and provides efficient and cost effective services for optimization of results for the society, citizens and businesses. Assessment of performances of administrative servants' and their management throughout measures for positive and negative achievements must contribute to a better efficiency and effectiveness. Control mechanisms should also provide estimation and improvement of performances.

-**Vision and sustainability**

The administration must provide middle and long-term optimization of use of resources and work efficiency. The needs of future generations are directly linked and dependent

from ongoing policies. Decisions adopted today must be visionary and sustainable and cannot cause financial, economic or social problems for future generations.

- **Accountability**

The role and responsibilities for adoption of decisions must be clearly and precisely established for each institution, collective body or any other public policy maker. All decisions must be adequately and clearly justified. The discretionary powers in the decision-making process must be excluded where possible. Efficient and cost effective mechanisms for legal protection must be placed, also for preventing any type of illegality and violation of human rights.

4. VISION ON THE PUBLIC ADMINISTRATION REFORM PROCESS

In the period 2017 – 2022 a large number of legal, organizational, structural, human resources and institutional reforms must be undertaken, which at the end will result in substantial improvement of public administration conditions.

By 2022, when the implementation process of the PAR Strategy will be completed, improvements in all areas of the administration will be noted.

The process of policy creation shall be improved, with overall inclusion of all stakeholders, in the adoption process, but also in the monitoring process of implementation. The Strategy itself and the activities originating from it must be the ground base and an example of increased inclusion and openness in the process of creation and monitoring of policy implementation.

The process of re-organization and re-structuring of public bodies shall be completed, in direction of optimal use of available resources, for a more efficient and cost effective realization of their competences.

The public administration shall represent a real and overall service for the citizens' needs, their partner and key impetus in the development and advancement of society. Transformation of the mind-set of public servants shall be enabled, throughout continuous trainings and regular evaluation of their work, by accepting modern European trends and best practices of good governance.

Complete reporting, transparency and accountability of public authorities will be under direct and continuous control by the citizens.

The technical and technological development and IT development shall be recognized and optimally used in the process of digital transformation of the administration. Modern electronic tools shall be of paramount importance for better efficiency and cost effectiveness of the public administration.

The trust of citizens, business and other stakeholders in the society towards the administration shall be increased, a trust that will emerge out of the increased accountability, professionalism and service orientation of public servants.

Key pre-conditions that must be mandatory fulfilled, in order to provide realization of strategic goals and that should provide long-term promotion and transformation of the administration in a service for the citizens shall be considered:

- **Dedication**, meaning provision of understanding and support by the highest managing positions, and the employees as well;
- **Regulation**, which encompasses setting proper regulation, harmonization of existing laws, adopting standards, strategies, policies and other documents;
- **Implementation**, meaning continuous application of the regulation and placing projects in function, including organizational design of strong institutions responsible for service orientation and coordinated management;
- **Digitalization**, which refers to knowledge on ongoing topics, adequate capacities, modern IT solutions, etc. As pre-condition for this, digitalization and clean-up of all public registries whose data tackles directly the quality of services for the citizens must be made; and
- **Inclusion**, in terms of inclusion of the civic sector, business sector, professional and scientific community and other stakeholders.

5. OBJECTIVES OF THE PUBLIC ADMINISTRATION REFORM PROCESS

The general objective of the overall public administration reform process in the Republic of Macedonia in the period 2017-2022 is harmonization of the public administration performance with EU standards, throughout implementation of best European practices for full integration of the Macedonian into the European Administrative space.

Achieving this general objective shall be provided by increasing transparency, reporting, accountability, efficiency and cost effectiveness in the public administration performance, in all aspects of its functioning, starting with procedures for creation and adoption of policies, until their full implementation and achievement of the rights and legal interests of the citizens. With this achieved, the administration will be a driving force of the social and economic development of the Republic of Macedonia. The general objective of the PAR Strategy (2017-2022) will be implemented by reforming four priority areas:

- Strategic Framework of Public Administration Reform, Policy Development and Coordination;
- Public Service and Human Resources Management;
- Accountability, Reporting and Integrity;
- Service Delivery and ICT support to administration

The reform in these 4 priority areas, additionally foresees general objectives under each area, expected results to be achieved, allocation of leading institutions to be responsible for achievement of such objectives and results, objective indicators, rules that must be completed have been outlined and assessment on the cost estimate has been made.

Generally speaking, the needed institutional structure has been set, and here, MISA is the leading institution, which has gained experience in coordination, implementation and monitoring of public administration reform processes. Within its areas and competences, all involved institutions have clear responsibilities and tasks assigned in order to implement the reform. Significant set of measures must be built, for solving the weaknesses spotted in the preparatory process for the PAR Strategy 2017–2022, which have also been outlined in the EU Progress Report for 2016.

6.1 STRATEGIC FRAMEWORK for PAR, POLICY DEVELOPMENT and COORDINATION

6.1.1.State of play

The country has established a mechanism for PAR coordination on political level, throughout the Committee for Public Administration Reform¹⁴, chaired by the President of the Government of the Republic of Macedonia. On operative level, issues concerning PAR are reviewed on sessions of the General Council of State Secretaries, the HR Commission and the Commission for Political System and relations between the communities, prior to their review on the governmental sessions. MISA, as competent body for management, coordination and monitoring of PAR process, drafts quarterly reports for implementation of activities from the Action Plan, upon prior opinion issued by the stakeholders. A Coordinative body for HR management has been established, governed by the highest structures in MISA (Minister, Deputy-Minister and State Secretary), where the heads of ministries are reviewing ongoing issues concerning the reform.

The SIGMA Baseline Measurement Report, dated April 2015, presented to the Government of RM, indicates that 64.5% of the actions from the PAR Strategy Action Plan 2010-2015 (reviewed in 2012) were completed by the end of 2014 (one year before the timeline set-out in the Strategy foresees its completion). In 2014, the percentage of implementation was 33%, which represents a value for the indicator of “annual backlog in implementation of development activities and reforms”¹⁵. Data from MISA Annual Report (2014) indicate that the percentage of implementation of PAR Strategy 2010-2015 Action Plan, shows a relatively low index of implementation in two areas: anti-corruption (45%) and e-Government/e-Administration (51%). The revision of the advancement of Action Plan implementation shows a percentage of realization of 77.99% (December 2015). Partially, this is related to the fact that certain activities are being continuously implemented or, should be implemented in 2016. Implementation of others would require significant financial resources, and taking into consideration the economic situation in this period, such funds could not have been provided in full.

The process of public administration reform represents a continuous engagement of the Government of the Republic of Macedonia, in direction of providing professional, modern, service-oriented, transparent and reporting administration, responsible before the citizens. Such set-up is important in terms of the strategic goal of the Republic of Macedonia for EU integration. In order to provide improvements in the legal system, rule of law, good governance and proper functioning in all social spheres, key attention must be paid to improvement of the quality of laws and by-

¹⁴ Established in 2012.

¹⁵ <http://www.sigmaweb.org/publications/Baseline-Measurement-2015-fYRMacedonia.pdf>

laws, their adequate implementation, the process of strategic planning, policy creation and coordination.

The normative framework which should provide qualitative process of drafting legislative projects has been defined. Key decisions which have been adopted as part of the objectives in the previous PAR Strategy are:

- Methodology on RIA (Official Gazette of RM No.107/2013)
- Guidelines on the methodology of actuation of the ministries in the process of implementing RIA (Official Gazette of RM No.106/2013),
- Decision of the form and content of the Report on RIA (Official Gazette of RM No.106/2013)
- Methodology of evaluation of the regulation implementation, MISA, 2013.

Also, guides and tools were drafted in order to provide a better qualitative process. Today, the Regulatory Impact Assessment (RIA) is an integral part of the legislation drafting process. RIA is a process which needs to provide estimate of the cumulative effects of proposed legal solutions with mandatory analysis on economic, social, administrative and fiscal implications as well as on effects on the environment. The Unique National Electronic Registry of Regulations – ENER has been introduced, which contains existing regulations, draft-laws of the Ministries at the initial stage of preparation, and report on conducted RIA. This system is a tool for electronic information and interaction with the citizens, representatives of NGO-s, Economic Chambers, legal entities, representatives of the Government, as well as ministries in the process of drafting laws. A completely new multiplatform system e-Session has been introduced, which enables simplified and faster creation and management of information and elaborates for governmental sessions. The system is integrated with ENER.

Throughout the implemented four stages of the Regulatory Guillotine, the irrelevant or not harmonized regulations have been removed from the legal order of the Republic of Macedonia which dated from the former Yugoslavia period, and also the administrative barriers for small, medium and big businesses have been decreased.

There are also several documents in the strategic planning process which outline the national policies and priorities and their harmonization in the process of EU integration. Such documents are as follows:

- Strategic goals and priorities of the Government of the Republic of Macedonia;
- Strategic and Budget plans of the institutions;

- Annual Work Program of the Government (AWPG);
- Plan for preparation of RIA;
- National Program for adoption of the EU *acquis* (NPAA), as key strategic and program document in the accession process; and
- Economic Reform Program (ERP).

Legal obligations, methodological guidelines and coordination tools of the above stated documents are in place. Yet, there are some deficiencies which disrupt the consistency of those planning documents. In order to overcome the challenges, it is essential to improve the quality and consistency of the process, i.e. mechanisms for monitoring and evaluation should be placed, and capacities for strategic planning must be enhanced, including creation of inclusive policy and coordination at central and sectorial level.

6.1.2 Challenges

Even though the legal obligations, methodological guidelines and coordination tools of the above stated documents are in place, still, there are some deficiencies which disrupt the consistency of those planning documents.

In practice, certain deviation from the procedures has been noted, including a formal approach when drafting the necessary *ex-ante* and *ex-post* analysis, using the possibilities of analytical tools as well as drafting the needed reports. One of the key weaknesses that have been spotted is that throughout the year, new draft-laws or amendments to laws are passed to the Government for revision, which are not part of the AWPG or NPAA, but still, they can be noted in the direct conclusions of the Government of the Republic of Macedonia, often with short deadlines. Such practice contributes to inconsistency with the key planning documents and directly influences the planning process and legal harmonization. At the same time, short deadlines and/or cutting deadlines for drafting laws, are direct influence over the quality of analysis of drafting laws, quality of laws and the need of frequent change and amendment of laws. In the past years, it was the case that the AWPG was adopted with delay, which affected in drafting the Plan for preparation of RIA. Because of the delay, both plans did not meet in full the expected results.

In the implementation of new laws section, continuous monitoring and evaluation of the new processes, technologies and tools is missing, as well as further development of existing processes.

The process of Regulatory Guillotine, although being implemented since 2005, has not been completed yet. Namely, there is a huge gap for additional surpassing of administrative barriers, which will be provided to a certain extent by an overall implementation of the new LGAP and the possibility of electronic interconnection with the registries of public bodies and electronic data exchange, as well as the establishment of National Population Registry (Administrative Registry/Civil Registry).

The capacities for strategic planning, policy creation and coordination at central and sectorial level, mechanisms for proper monitoring and evaluation, as well as interconnection of sectorial budget plans with NPAA priorities are big challenges as well.

With regard to policy development, the role of official statistics is crucial. One of the challenges that policy makers are facing is creation of strategies based on evidence and planning, i.e. to be issued based on relevant, timely and exact statistical data in consultation with long term professional servants who know the working processes in the body they are working in. At the time being, the statistical system is not user-oriented (user-friendly) sufficiently, and the dissemination of statistical data process is not fully in line with technological advancements and the level of use of ICT among data users.

6.1.3 Strategic Priorities

The achievement of results requires the Government to lead and coordinate the implementation of the overall vision and priority objectives. Therefore, it is important to start with steps for public administration reform gradually and on a coherently planned way, as well as to fulfill the reform agenda from the whole-of government perspective. PAR is one of the key areas of horizontal reforms, because it provides the framework for implementing other policies.

In the context of the highest ministerial and head positions, PAR also requires, documents on strategic and business planning that will set a clear headway in implementing individual policies. These planning documents, should transform political priorities into clear objectives, establish indicators for successful measurement of the level of achievement, define actions and responsible institutions for its realization as well as allocate resources and other information for implementation of the reform agenda.

In the part of implementing new laws, continuous monitoring and evaluation over the new processes, technologies and tools will be needed, including further development of existing processes.

MISA, as competent ministry to propose laws from the administration area, shall be in-charge of implementation of the new solutions. In this direction, MISA needs to strengthen its internal HR capacities and propose adequate coordinative mechanisms and coordination structures.

The process of Regulatory Guillotine must be extended, i.e. fully completed, i.e. all administrative barriers must be eliminated, not only with regard to businesses but, citizens as well.

The legal obligations, methodological guidelines, coordination tools of the above stated documents are in place. There is a clear need of careful preparation of sectorial budget plans and their interconnection with NPAA priorities. For such purpose, there is a need to strengthen the capacities for strategic planning, policy creation and coordination at central and sectorial level, as well as to establish monitoring and evaluation mechanisms.

With regard to policy development, the role of official statistics is crucial. One of the challenges that policy makers are facing is creation of strategies based on evidence and planning, i.e. to be issued based on relevant, timely and exact statistical data in consultation with long term professional servants who know the working processes in the body they are working in. Therefore, PAR envisages improvement in the statistical system, making it more user-oriented (user friendly). In this aspect, statistics have huge influence and importance for support of creation of sustainable development policies. In order to make data accessible and closer to the users, the dissemination process must be in line with the technological advancements and the level of ICT use among data users.

The State Statistical Office must be prepared for methodological and technological response to new challenges emerging before the official statistics, and this would mean using data from different sources (statistical investigations, administrative, bigdata etc.). Different data sources will provide improvement of the timing, better quality of indicators, more indicators, and at the same time, they will reduce the burden of reporting units. For achieving the set objectives, an overall re-design of the system for data collection and data processing is needed. In the period of realization of this strategy, the Census of population must be prepared and conducted, an operation of paramount importance for the Republic of Macedonia, because it represents an essential source of detailed statistical data on the social and economic condition of the population. Unlike other statistical activities, the census aims at providing relevant and comparable data, from the lowest level to national and international level.

In order to overcome the challenges, it is essential to improve the quality and consistency of the process, i.e. mechanisms for monitoring and evaluation should be placed, as well as capacities

for strategic planning must be enhanced, and also creation of inclusive policy and coordination at central and sectorial level.

a. General Objective Implemented consistent and coherent process of policy coordination, strategic planning and coordination

Expected result A1	Established efficient and functional system for PAR implementation			
Explanation	Established functional system for coordination of PAR, based on analysis, supported by all structures for policy coordination and strategic planning on all levels			
Key Body	MISA			
Lead Agency for Implementation	MISA/GS/CPGRM/LS/SEP/SEIFA/MF/all ministries and institutions			
	Indicators	2017 Starting condition	2019	2022
Description of objective indicators	Established functional and transparent coordinative structures of PAR, on political level in MISA and line ministries;	0	2	3
	Level of provided financial resources for realization of PAR	Data being analyzed		
Expected result A2	Improved legislative environment			
Key Body	Coherent legal framework available, for qualitative and transparent legislation process at all stages and legal certainty for the citizens of RM			
Key body	MISA/GS			
Lead Agency for implementation	GS; MISA; SEA, LS, ASSEMBLY; MINISTRIES			
	Indicators	2017 Starting Condition	2019	2022
Description of objective indicators and targets	Enhanced and harmonized legal framework for qualitative legislation process	1	2	4
	Decreased % of laws adopted with shortened emergency procedure	Check SIGMA Assessment Mission (Assembly)	30%	50%
	Number of laws adopted in a wide consultative procedure	There are no laws adopted at the time being 8% in 2016	30%	50%

Expected result A3	Efficient structures and control mechanisms for support and coordination of policies and qualitative decision-making process			
Explanation	To ensure transparent system of quality control over horizontal and vertical processes and harmonization of the strategic program documentation, horizontal policies and financial resources for complex projects			
Key Body	MISA			
Lead Agency for implementation	MISA/GS/CPGRM/LS/SEP/MF/all ministries and institutions			
	Indicators	2017 Starting condition	2019	2022
Description of objective indicators	Defined functional coordination system on GS policies and support on the quality decision-making process	1	2	3
	Established functional and professional platform on quality control of the legislative proposals and strategies, for support on the quality decision-making process;	0	2	3
	Established mechanisms for coordination and harmonization of the strategic program documents, horizontal policies, and financial resources of complex projects	0	2	3

b. General objective *Improvement of quality and availability of statistical data for strengthening the process of policy making and coordination of policies*

General explanation of the objective. Continuous development of statistics and production and dissemination of statistical data in accordance with the ground principles of official statistics; Efficient and on-time preparation and dissemination of qualitative statistical indicators that reflect the economic and social aspects and processes and provide safe source of user data for analysis of the conditions and adoption of decisions.

Expected result A4	Improved harmonization with the EU regulation in the area of macro-economics, business and social statistics			
Explanation	Providing statistical information necessary for policy development and coordination, as well as on processes for adopting decisions, and achieving goals set-out in Europa 2020 Strategy			
Key body	SSO			
Lead Agency for implementation	SSO			
	Indicators	2017 Starting condition	2019	2022

Description of objective indicators	% of GDP indicators on quarterly basis following the expenditure method by existing fixed prices	75% available indicators, 10 days of delay in publishing data, missing series of data for 1995 - 1999	90% available indicators, no delays in publishing data, available series of data for 1995-1999	95% available indicators
	% of indicators for EDP charts in accordance with ECA 2010	5 %	80%	95 %
Expected result A5	Conducted Census of population and household			
Explanation	The population census is crucial source of detailed statistical data on the social and economic condition of the population. Unlike other statistical activities, the census aims at providing trustworthy and comparable data, from the lowest level up to national and international level.			
Key body	SSO			
Lead Agency for implementation	SSO/MISA/others			
	Indicators	2017 Starting conditions	2019	2022
Description of objective indicators	Realization of steps for conducting the census (preparatory activities, test-census, census)	Preparatory activities for organization of census of population and household	Conducted test census of population and household (political decisions)	Conducted census of population and household (political decision)

Expected result A6 **Strengthened capacity for production and dissemination of statistical data in accordance with EU requirements, achieved throughout re-design of the IT system**

Explanation	Improvement of statistical data quality and providing user oriented approach to data, which in general terms will provide improvement of the system transparency, policies and achieved progress of the country			
Key body	SSO			
Lead Agency for implementation	SSO			
	Indicators	2017 Starting condition	2019	2022
Description of objective indicators	% of sub-processes of СБПМ encompassed throughout standard tools based on metadata	10%	15%	62%

6.2 PUBLIC SERVICE AND HUMAN RESOURCES MANAGEMENT

6.2.1 State of Play

The organization of state power, including state administration bodies is of key importance for establishment of modern democracy based on the rule of law principle. The organization of the public sector institutions in the Republic of Macedonia is governed by law.

On the other hand, an integrated, efficient and modernized work of the administration by using human resources management model based on competences is one of the strategic priorities of the Government of the Republic of Macedonia. The legal and institutional framework of the administrative system and human resources management is established. The Law on Administrative Servants and the Law on Public Employees was adopted on 13 February 2014, and the implementation started on 13 February 2015. The laws were drafted with direct involvement, consultations and expert support by the European Commission and SIGMA, Labor Unions were included as well.

For the first time, on a systematic and unified way, the Law on Public Employees regulates the principles, classification, record, rights and obligations and mobility of all public sector employees. The general conclusion is that a clear legal basis exists for defining the vertical scope of the public administration as service, i.e. delimitation of the upper and lower line of division between politically appointed staff and employees (servants, executive officials, providers of public services and other auxiliary and technical staff). With regard to the recruitment of staff, all organic and substantive laws contain provisions regarding these policies, and they are different when it comes to politically appointed staff and other professional positions. Such set-up provides consistent practices for human resources management in the entire public sector. Monitoring over the implementation of laws is performed by the State Administrative Inspectorate and the State Labor Inspectorate.

The same law contains Catalogue of working positions in the public sector¹⁶, which is a systematized list of all working positions in the public sector institutions, classified by groups, sub-groups, categories and levels, depending on the competences, objectives, type and complexity of the work and tasks for specific working position, required professional qualifications, required

¹⁶http://www.mioa.gov.mk/files/dokumenti/KATALOG_NA_RABOTNI_MESTA_21012016_v8.pdfhttp://mioa.gov.mk/files/pdf/dokumenti/Registar_mart2016.pdf

previous working experience in the field, general (General Competences Framework¹⁷) and special competences and other work position related issues. At the time being the 8-th edition of the document is available.

At the same time, the law provides legal basis for directing a Registry of public employees, as integral part of a wider electronic platform for human resources management (ISHRM)¹⁸, and legal obligation for MISA, once per year to publish reports that contain registry data. On the MISA web page, two reports have been published related to the Registry of public employees for 2015¹⁹ and 2016²⁰. Pursuant to the Annual Plan for 2016 in the Registry of public employees data 1291 public sector institutions are inserted, out of which on 31.12.2016, 129.453 persons have been employed. This system provides ISHRM statistical data overview in real time, and it is also interconnected to other national data bases (at the time being with the one of EARM), but there is a planned interconnection with PDIFRM, HIF и CRM, where at the time being the check-up is made by receiving electronic copy of data bases for a specific date.

The Law on Public Employees foresees for the first time mechanism for respecting the constitutional principle of equitable representation of the representatives of communities, within each public sector institution, based on the on-going needs of the institutions, stated in the Annual Recruitment Plans. In 2016, the Methodology for planning public sector recruitment²¹, was adopted, according to which each institutions, as of 2017, is obliged to draft Annual Recruitment Plan (based on the real needs assessment) and conduct recruitment procedures in accordance with such plan. Additionally, the web tool BalanceER²², was designed, for electronic scheduling of planned new recruitments, pursuant the need for reaching equitable representation within each institution, based on the representation of the representatives of the communities on central and local level, according to the last population census.

The mobility procedures for employees (scheduling, temporary and permanent take-overs), are stipulated in the Law on Public Employees and have been implemented based on objective and transparent criteria.

The Law on Administrative Servants introduces a new approach to human resources management, in line with the best world management practices, based on competences, following

¹⁷http://www.mioa.gov.mk/files/pdf/dokumenti/pravilnik/zas/pravilnik_za_ramkata_na_opsti_rabotni_kompetencii_sl142_26092014.pdf

¹⁸ <https://hrm.gov.mk>

¹⁹ http://mioa.gov.mk/files/pdf/dokumenti/Registar_mart2016.pdf

²⁰ http://mioa.gov.mk/files/pdf/dokumenti/Godisen_izvestaj_2016_Registar_na_vraboteni_vo_JS.pdf

²¹http://www.mioa.gov.mk/files/pdf/dokumenti/pravilnik/zvjs/Metodologija_za_planiranje_na_vrabotuvanjata_vo_javniot_sektor_sl63_01042016.pdf

²² <http://balancer.mioa.gov.mk/>

the position, classification, employment, carrier promotion, professional training and education, measuring performance and other work related issues of administrative servants.

It is important to state that in the law, and additionally with the Regulation for implementing recruitment procedures for administrative servants, a merit - based recruitment practice has been established, at all stages, without influences in the selection process of candidates, whilst the degradation and termination of recruitment criteria are quite explicit. The same as recruitments, carrier promotion procedures for administrative servants are exclusively merit based and competitive, providing transparent criteria, whilst special conditions and procedures have been thoroughly regulated with by-laws. Non-selected candidates can object and file a complaint.

With regard to the managing positions, direct and indirect political influence is prevented throughout inclusion of the highest position (State Secretary, General Secretary or Municipality Secretary) in the scope of professional state service, with clearly established and transparent appointment criteria. With regard to other positions for executive officials, the recruitment selection process or carrier promotion is also merit-based and there is open competitiveness and equal representation. Termination of the contract for such executive positions is possible only within the procedural provisions in the law, and such provisions are implemented in practice.

Taking into consideration the novelties related to selection and recruitment procedures, upgrade has been made to the existing applicative solutions which, following the legal provisions, can meet the new requirements for public announcement of vacancies for recruitment of administrative servants. Legal grounds have been created for the AA to organize, coordinate and conduct selection of public employees as well, who do not hold the position of administrative servants.

With regard to the professional formation of administrative servants, the new legal framework offers certain solutions on training coordination. Continuous professional development has been recognized as a right and duty of the administrative servants, because of which each institution drafts Annual Plan for professional formation. The implementation of such plan is followed and evaluated in the performance management procedure. Still, there is a need for additional resources for training of servants, since MISA has limited budget and provides most of the e-trainings using the SSM and micro learning system. A training sector has been created within MISA (so-called: Academy for professional formation of administrative servants).

The new model for performance management evaluation – 360° feedback has been placed in 2015 and as of 2016 is mandatory for all public sector institutions, for evaluation of administrative servants.

For successful human resources management, HRM organizational units are united in HRM Organizational Units Network, presided by the State Secretary of Information Society and Administration. The network has adopted Rules of Procedure for its work.

The quality of new legal solutions can be evidenced in the recommendations of the Senior Experts' Group and the Urgent Reform Priorities which insist on their strict implementation.

The responsibility of the administrative service system and HRM is split between MISA as policy maker and a coordinative body in the field and also the AA as competent body to enforce the selection of candidates for administrative servants and protection of their rights. Also, all public sector institutions have their own competences for consistent application of these laws and *lex specialis* laws.

6.2.2 Challenges

Since the independence of the Republic of Macedonia till today, the organization of state power bodies has not received adequate attention, because of which it is a challenge that requires urgent solution. Namely, the old principles for organization of the state administration bodies are still in force, but throughout the years, minor changes have been made, resulting in disruption to a certain extent of the system consistency as a whole. It can be concluded that the public sector institutional set-up today, and especially the one of the state administration bodies is facing challenges in enforcing authoritative competences (administrative and supervision) but also in enforcement of non-authoritative competences (policy creation and regulation).

On the issue of state power organization reform, especially when it comes to administrative bodies, it is most important to determine the scope of such reform. Despite the classical administrative bodies in formal sense, the functional sense of the administrative bodies should be addressed, i.e. the ones that based on their legal set-up, are functioning out of the executive branch, meaning, out of direct subordination from the Government, and have been assigned classical administrative competences – regulatory bodies. There are 10 regulatory bodies established. The constitutional principle on strict separation of powers to legislative, executive and judicial has been partially violated in their case.

These and other bodies are mostly established in the legal system for harmonization purposes of the local with the EU law, without considering the constitutional framework and previous systematic solutions that do not contain adequate legal framework for such bodies to be

established. On the other hand, when creating these new bodies, sufficient attention was not paid to eventual overlapping of competences, which creates problems in their functioning, duplication and inefficient use of resources. Due to a lack of certain analysis, criteria and preparatory work in the process of their creation, the hierarchical set-up and the level of their independence cannot meet in full the real needs.

As it is the case with the functional set-up, the organizational set-up of the state bodies in certain areas does not meet the real needs of the citizens as well, since they should represent their service. Whilst the functional organization of the state administration bodies is creating mostly problems regarding the execution of state functions, the inadequate internal organizational set-up (local units organization, offices and/or stations) of the state administration bodies, is directly damaging the citizens and the possibility of efficient and cost effective use of their rights and legal interests.

On the other hand, there is an open issue regarding the legal position of the institutions (public, private and public-private partnership, pursuant to the Law on institutions from 2005) and public companies (enterprises) whose efficient functioning directly influences the client satisfaction from public administration services. The concentration of public institutions in the area of health care, culture, social protection and child protection in some municipalities, whilst not sufficiently represented in others, is a challenge for providing unified access to public services for citizens and businesses.

The normative framework that tackles organization and functioning of administrative bodies in substantive sense is too wide, complex and is not meeting the real needs. All of these laws in the past 20 years were subject to frequent changes and amendments, and insufficient care was taken on organizational aspects of the institutions regulated by these laws. Laws need to be grouped per administrative areas and in-depth analysis on each of them must be performed in order to make substantial changes for a more efficient and cost effective organization of such institutions.

The organizational set-up, including the overall legal order of inspection services is another key challenge, of extreme importance for the overall public administration reform process. At the time being, there is lack of unified legislation regulating the organizational and functional set-up of inspection services which are a key mechanism and tool in monitoring the enforcement of laws (Inspectorates as bodies-separate legal entities within institutions and Services as sectors within certain ministries), although behind such decisions there are objective reasons. Additional aspect is the decentralization of inspection competences on local level in certain areas, which resulted

as quite problematic, because inspectors often need to take actions and monitor their own employers. Also, there is no functional relationship among central and local inspection services.

On the other hand, with regard to HR management, EC Reports for 2015 and 2016 have noted some progress. Although some legislative improvements are made in this direction, yet, certain weaknesses have been noted regarding the existing conditions and possible risks. Despite the EC report, other reports from different sources (mostly civil sector) which are stating the need of full implementation of policies on competent, professional and rationalized public administration, note that the former state and public service system, vis-à-vis recruitment procedures had some normative failures, and consequently implementation failures, because of which it was subject to different influences; they state also that development of different types of skills for the employees is needed, i.e. most of them are not on the level of the professional assignment, there is a lack of adequate allocation of human resources in certain sectors/activities in the public sector on top of others, and the perception on politicization of administration still exists.

Still, it must be taken into account that the new laws on public employees, since its implementation till now, could not have achieved the expected results in respecting the merit-based principle in the recruitment procedures, because the Methodology on planning the recruitments was adopted in May 2016, which influenced on implementing recruitment procedures, but also the prohibition for staff recruitment in pre-electoral, electoral and post-electoral period has minimized the number of vacancy announcements for permanent contracts, whereas new procedures stipulated by law have been foreseen. With small exceptions, almost the entire past period of two years there is an on-going prohibition for recruitment of staff in the public sector, so, it is difficult and almost impossible to assess the results on implementation of the new legal solutions.

What has been noted as challenge, from the small number of already conducted procedures, is the poor interest of candidates applying for vacant positions, which is a result of requested higher criteria and standards, but this is also due to poor information to the public on the new mechanisms for merit-based recruitment procedures. Namely, additional efforts are needed to promote the legal solutions and encourage the interested candidates in applying to vacancy announcements in bigger number, but also to be well prepared prior to this step.

When it comes to professional formation of administrative servants, although the new laws foresee legal solutions on coordination of trainings, improvements of the system are still needed, throughout establishment of a systematic solution that will provide dissemination of plans for general and specialized trainings to all administrative servants.

In relation to evaluation of the performance management of administrative servants, by adopting certain criteria for excellent and poor performances, the introduced innovated system of grading is in line with the modern European and international models. However, its practical implementation in the following years will show whether it has been well designed, and whether it is objective and applicable in practice, so it can be optimized if needed. On the other hand, another challenge emerges from discrepancies of the grading results, which are above the average high, compared to the overall perception of the administrative servants by the citizens, since they are not satisfied with the services provided to them. The most complex problem that has not been systematically solved yet is the system of salaries for the public servants. There is a huge gap of different legal solutions in this area, most of them incorporated in different laws, collective agreements and by-laws. Because of this, the level of salaries depends mostly on the organizational and financial set-up of institutions and the financial assets at their disposal. In that sense, there are ongoing preparations, and the Catalogue on working positions is a solid ground for drafting a Law on Public Sector Salaries, which needs to provide implementation of the principle “equal pay for equal work”.

6.2.3 Strategic Priorities

Efficient, cost effective and above all functional organizational set-up of the state bodies and inspection services is of extreme importance for the public administration reform process. Taking into account the existing position, the PAR process must encompass re-organization, rationalization and optimization of horizontal and vertical set-up of state bodies and inspection services. Yet, this process must be in compliance with the constitutional principle of separation of powers and to provide clear allocation of competences and functions of the bodies, preventing thus their overlapping. The re-organization process must be led in a way of utilizing all available resources at disposal for the state bodies, by providing as well functional and internal organization of state bodies in compliance with the real needs of the citizens whose service they should represent. The functional re-organization of state administration bodies should contribute to a better functionality, whilst the internal re-organization must provide for the citizens efficient and cost effective accomplishment of their rights and legal interests.

Since the system of organization of state bodies establishes several regulatory and oversight bodies, which have many vital functions in regulating certain social areas, i.e. regulating the

supervision, re-organization of state bodies must guarantee their full functional independence where needed and possible, in order to achieve the objectives set-out during their foundation.

The process of establishing coherent institutional set-up of state bodies and inspection services (especially related to the jurisdiction of their detached offices and units) should be organized and conducted very carefully, based on comprehensive analysis on existing conditions, tackling all aspects (legal, technical, spatial, human resources, financial). The reorganization should be made gradually, enabling thus any kind of institutional malfunction.

When it comes to public institutions and enterprises, the criteria and standards for their set-up must be re-developed (number and density of population for whom services must be provided, demographic and sociological parameters, concentration, competences etc) and quality criteria and standards for their performance must be introduced (Key Performance Indicators - KPI),- issues that must be envisaged in the PAR Strategy.

On the other hand, with regard to human resources management, it depends not only by the use of modern HRM tools and techniques, but also by the laws, the institutional set-up, rationalization policies, cost effectiveness etc. Strategic policies for public service, jointly with adequate legal provisions that will encompass the real scope of public service and efficient institutional set-up, are the ground for efficient and effective functioning of the public service. In that respect, a priority of the new Strategy in the part related to public service and HRM could be a follow-up on the implementation of the LPS and LAS, as well as the remainder of 54 plus 4 substantive laws, introducing changes in the position of the servants.

On the scope and size of public administration, the ISHRM data is a solid ground for planning the needs for human resources, but they also provide precise statistical data, out of which conclusions on future human resources management policies can be obtained. The indicators developed by SIGMA such as the principle of professionalism and good HRM practices are in the same line, related to different records on annual flow of employees. All of these parameters should be analyzed in future, and part of them are especially important in terms of de-politicization of the public administration, such as the number of allocated employees on senior or junior levels, at the public service levels, and other separate activities, including the number of new recruitments, take overs and termination of contracts within six months starting from the day the new mandate of the central or local Government commenced.

In direction of enclosing the normative regulation on issues related to the position of public sector employees, one of the priorities in the period that follows is drafting analysis on the possibility of

adopting Law on Public Sector Salaries, as well as actual adoption of such law. Given the fact that the law itself must regulate the most sensitive issue on the position of employees, i.e. their salaries, the analytical process and the process of drafting the law must be carefully led, with the inclusion of all stakeholders, i.e. the Government, MISA, MF, Labor Unions, the employees, the professional and academic community and other stakeholders for providing widely acceptable solution which will solve this issue on long term.

Further on, the possibility on re-organizing separate laws which regulate different public sector activities (education, health care, social protection etc) should be considered. The entire merit based system introduced for the administrative servants, should be the ground for re-organizing recruitment procedures for public service providers determined in separate laws, and reduce in such way the application of the Law on Labor Relations related to these aspects. On the recruitment of auxiliary and technical staff, although it is impossible to apply the merit-based system, still some clear legal criteria and mechanisms should be introduced, that will enable any influence on the selection of staff.

When it comes to the professional formation of administrative servants, it is important to enhance the coordination and implementation of the training system. This means re-defining the position, structure, financing and functioning of the Academy; designing separate trainings for different categories of administrative servants (initial trainings for newly recruited staff; and expanding the scope of trainings for executive officials – strategic planning, leadership, hands-on trainings, etc.) Within the financial possibilities and consultations, and the performed cost-benefit analysis, activities on establishing specialized institution or organizational unit must be undertaken, in order to provide systematic solution for the issue of providing professional formation within some of the Universities or the AA. As for the administrative servants, it is worth considering the option on introducing administrative turns, i.e. re-allocation for a certain period of time in peer institutions, for gaining better knowledge in the overall working processes in those institutions. A mechanism can be introduced, based on concluded bilateral and twinning agreements in other EU countries, for spending some limited period working in twinning institutions in other countries for sharing and exchanging experiences.

Parallel to the training system, a mentorship system can be re-developed, as one of the key tools for professional formation of employees.

Despite the performance management assessment, i.e. the level of satisfaction of the institution from the administrative servants' performances, a two-channel communication must be provided, meaning that, attention must be paid to the satisfaction level of administrative servants and the

level of their involvement in working processes at the institution. Based on the established Methodology, the practice of conducting researches every two years should be continued. Such researches will provide suggestions from the administrative servants themselves on which way and by using which mechanisms their satisfaction and involvement in the working processes can be improved.

a. General objective Providing coherent institutional set-up of public administration, state bodies and inspection services with sufficient autonomy of independent, regulatory and supervision bodies

General explanation of the objective. Re-organization, rationalization and optimization of horizontal and vertical set-up of state bodies and inspection services, in accordance with the constitutional principle of division of powers, hierarchical subordination, by providing full independence of the independent regulatory and oversight bodies, establishment of strict legal criteria and control mechanisms on future creation of new bodies and re-examining the need (throughout quantitatively measured indexes) of existence of each of them in the same organizational set-up and in the same legal set-up.

Expected result B1	Coherent institutional set-up of state bodies and inspection services with sufficient autonomy of independent, regulatory and oversight bodies			
Explanation	A coherent institutional set-up of the state bodies and inspection services shall enable better work efficiency, full usage of available resources, better work coordination, better implementation of laws, overcoming thus the current overlapping of competences, strengthening the mechanisms for inspection and administrative supervision, with special emphasis on preventive control mechanisms. Despite this, the normative and status variety of the legal status and functioning of inspection services is of huge importance.			
Key body Lead Agency for implementation	MISA MISA/state bodies/IC and inspection services envisaged with the re-organization			
Description of objective indicators	Indicators	2017 Starting condition	2019	2022
	Analysis of the starting condition	0	5	
	Drafting necessary laws and changes and amendments of current laws	0	5	
	Reorganization of state bodies and inspection services	0	2	5
	Developed criteria and standards for establishment of PI and PC (number and population density for which	2	3	5

services must be provided, demographic and sociological parameters, concentration, competences, etc.)
 Established criteria and standards related to the work quality in PI and PC (KPI) 2 3 5

6. General objective Integrated and modern performance of the administration by applying the model of human resources management based on competencies (merit)

Expected result B2	Full implementation of the Law on Public Employees and the Law on Administrative Servants			
Explanation	Complete respect of the employment principle and carrier in the public service based on professional competences - merit (competence and professionalism) and the principle of equitable representation of all minority communities, in the recruitment procedure of the best candidates, throughout a fair and objective selection procedure, without external pressures, including promotion procedures, professional improvement and evaluation of the administrative servants, as prescribed in the relevant laws Full implementation of the LPE and LAS should envisage maximum use of the employees, throughout their re-allocation from overcrowded institutions to institutions that need additional staff.			
Key Body	MISA/SEIFA/AA			
Leading Agency for implementation	MISA/SEIFA/AA /all public sector institutions			
	Indicators	2017 Starting conditions	2019	2022
Description of objective indicators	Number of affirmed appeals from recruitment candidates	No recruitment procedures due to elections	Decreased by 25%	Decreased by 50%
	Number of affirmed appeals from administrative servants	Insert numbers	Decreased by 25%	Decreased by 50%
	Number of established violations of legal provisions by inspection bodies	Insert numbers	Decreased by 25%	Decreased by 50%
	Number of vacant positions, recruited by public, internal notices and mobility within one year	/	40%, 30%, 30%	30%, 30%, 40%
	Level by which the recruitment is based on the merit principle at all its stages (combined research on the perception and findings of the revision of employment procedures enforced by AA)	3	4	5
	Level by which the termination of the labor relation is justified, i.e. is due to poor performances (the methodology on revision of evaluation procedures of	3	4	5

	administrative servants graded with a D must be defined, revision of disciplinary procedures, where termination of the labor relation measure is issued, number of filed appeals on termination of the labor relation etc..)			
Expected result B3	Established Human resources management model based upon competencies for public service providers in the public sector institutions			
Explanation	Establishment of competences for public service providers (specific for each of the different public sector and public companies activities), used in the selection and promotion procedures, professional improvement and evaluation, in order to improve the services for the citizens.			
Key Body	MISA			
Leading Agency for implementation	AA/MES/MC/MA/MLSP/MH/Professional Association of public communal companies/Labor Unions			
	Indicators	2017 Starting condition	2019 target	2022 target
Description of objective indicators and targets	Changed and amended specific laws	Performed analysis of 35 laws		
	Established competences for public service providers	0	50% of activities	100% of activities
Expected result B4	Drafting analysis and adoption of Law on public sector salaries			
Explanation	Drafting an analysis on the possibility of adoption of law on public sector salaries, as well as its adoption, is of extreme importance for unified approach in the regulation of the position of the public sector employees. Attention must be paid on establishing system where the salary will be determined by the performance management of the employees and the quality of their work, and not by the financial and organizational set-up of the institutions where they are placed			
Key body	MISA			
Leading agency for implementation	MISA/MF/AA/LCU			
	Indicators	2017 Starting condition	2019	2022 target
Description of objective indicators and targets	Drafted analysis on adoption of Law on public sector employees' salaries		Completed analysis	
	Adopted Law on public sector employees' salaries in consultation with all stakeholders			Adopted law
Expected result B5	Enhanced system for professional education of administrative servants			
Explanation	Re-defining of the position, structure, methods of financing and functioning of the Academy; designing special trainings for separate categories of employees, formal regulation of the position of trainers. The possibility for creation of special institution should be considered, or such competences should be assigned to the AA.			
Key Body	MISA/AA/MF			
Leading Agency for implementation	MISA/MF/Public sector institutions with separate training centres for employees (SEP, MI etc) MES, universities,			

	Indicators	2017 Starting condition	2019 target	2022 target
Description of objective indicators and targets	Re-defined position of the Academy	Training sector within MISA	Assigned competences to AA or the Academy as legal entity (to consider the possibility of organization within a University)	
	Number of completed trainings	Developed training modules (e-trainings and classroom trainings)	Adopted training programs and increased number of trained persons 30%	Increased number of trained persons by 60%
	Regulated position, rights and obligations of trainers within the administration	No regulation	Normative framework adopted	List of trainers within the administration

6.3 ACCOUNTABILITY, REPORTING AND TRANSPARENCY

6.3.1 State of Play

Reporting and transparency in the public administration functioning are conditions for good governance and provision of quality public services.²³ The zero tolerance on corruption has been included in the State Program on Prevention and Repression of Corruption and Prevention and Reduction of Conflict of Interests, and Action Plan for 2016-2019 attached.²⁴ In the Law on Prevention of Corruption²⁵ and the Law on Prevention of Conflict of Interests²⁶, among other issues, measures on preventing corruption and conflict of interest have been stipulated, and obligations for declaration of personal assets and properties by officials are foreseen, public administration servants included. With the changes and amendments on the Law on Prevention of Corruption, dated June 2015, a Registry on elected and appointed persons has been introduced.²⁷

The Law on Protection of Whistleblowers has been adopted in 2015,²⁸ which regulates protected reporting, rights of whistleblowers, actuations and duties of institutions, i.e. legal entities with regard to protected reporting and providing protection to whistleblowers in the public and legal sector.²⁹ Following the implementation of this law, the requirements from the international conventions and recommendations³⁰ in this field, among other, foresee undertaking adequate measures that could help public sector employees alarm competent bodies for corruption cases, spotted during their performance of duty.

Relevant regulation on the right to protection of public sector employees who reported suspicions on committed crime or illegal actuations is also contained in the Law on Public Servants.³¹ The

²³ Report by the Commission to the European Parliament, Council, European Economic and Social Committee, and Committee of Regions – EU Enlargement Strategy, pag. 9 Section G) Functioning of Democratic Institutions and Public Administration Reform

²⁴ Adopted by the State Commission for Prevention of Corruption on 7.12.2015

²⁵ Off. Gazette of RM, No. 28/2002, 46/2004, 126/2006, 10/2008, 161/2008, 145/2010, 97/15 and 148/15

²⁶ Off. Gazette of RM No. 70/2007, 114/2009, 6/12 and 153/15

²⁷ Pursuant to art. 15 of the Law on changes and amendments to the Law on Prevention of Corruption (Off. Gazette of RM No.97/15 of 12.06.2015), provision referring to the Registry (articles 8 and 10 para 2) started with implementation one year from the day the law entered into force (eight day of the publication date). The Registry has been placed in function on 12.06.2016 .

²⁸ Off. Gazette of RM No.196/15 of 10.11.2015

²⁹ The implementation of the Law on Whistle blowers (Off. Gazette of RM No 196/15 of 10.11.2015 and relevant by-laws (Rulebook on protected internal reporting in public sector institutions, Rulebook on external reporting and Rulebook on guidelines for adopting internal acts on protected reporting in private sector entities, all published in Off. Gazette of RM No. 46/16 of 08.03.2016, started on 18.03.2016

³⁰ UN Anti-Corruption Convention [ratified by Ratification Law of UN Anti-Corruption Convention Off. Gazette of RM No 37/2007)]; Civil Anti-Corruption Convention [ratified by Ratification Law of Civil Anti-Corruption Convention Off. Gazette of RM, No.13/2002)]; Criminal Anti-Corruption Convention with Additional Protocol, [ratified by Ratification Law of Criminal Anti-Corruption Convention Off. Gazette of RM No and Ratification Law on the Additional Protocol Off. Gazette of RM No 83/2005)]; Recommendations on protection of whistleblowers [CM/Rec(2014)7] adopted by Council of Europe Committee of Ministers on 30 April 2014.

³¹ Art. 30 of LPS (Off. Gazette of RM, No. 27/14, 199/14 and 27/16)

Law on Internal Public Financial Control³² sets a risk management and risk assessment system at institutional level.³³

The Law on Prevention of Corruption, stipulates that when using discretionary powers, each elected or appointed official, is obliged to adopt decisions in good faith, taking into account all relevant facts and circumstances of the case, led by the principle of legality and equity.

The integrity of aspiring candidates for administrative servants, pursuant to the LAS, is assessed at the time of their recruitment. In the recruitment procedure, by using internationally recognized personality tests, social and integrity skills of candidates are assessed. Only candidates with proficient results on the tests can be recruited in the service, and in such way, the risk of eventual unfair behavior is minimized. The Code of Conduct for administrative servants³⁴ stipulates ethical standards and rules of behavior of administrative servants, in order to stimulate good behavior and conduct and to strengthen the confidence of citizens in the performance of public sector institutions. Ethical standards and rules of behavior are applied in the relationships with colleagues, superiors and clients, on the job position, but also in the public and personal life. Also, the legality principle stipulates respect for the laws and every illegal, improper, immoral behavior or resistance to eventual pressure for taking unconstitutional illegal actions is strictly prohibited. The principle of impartiality means impartial work and behavior, without prejudice and without personal gains or reaching for personal ambitions. The principle of politically neutral behavior means neutral performance, without expressing one's personal political beliefs and views and without imposing one's political aspirations, nor performing political activities on the line of duty. The principle of personal integrity means that by following a personal example, the administrative servant should promote values of truthfulness, honesty, equity and influence the other administrative servants in respecting and promoting such values. On the other hand, the administrative servant cannot bring himself/herself in the position of personal conflict with the public interest and shall oppose each dishonest, reckless and improper behavior in the service. When performing personal matters, he/she cannot use the advantages of his/her position, for gaining personal interest and cannot offer, nor provide any kind of advantages related to his/her position regardless of the grounds. With the resources at disposal, and when performing duties, the administrative servant shall act efficiently and cost effectively, in line with the official needs of

³² Off. Gazette of RM, No. 90/2009, 188/13 and 192/15

³³ For a more successful application of this system, and in line with the corruption risk assessment, recommendations were obtained from TAIEX experts' mission on the topic: Corruption risk assessment in the public sector, held in the period 25-29 January 2016 and from the experts' visit conducted in the period 12-13 May 2016 within the regional program „Capacity Building of Anti-Corruption Bodies in South-East Europe and strengthening their cooperation“, drafted by the Regional Anti-Corruption Initiative in co-operation with UNODC that is being conducted since December 2015 and will last for 37 months.

³⁴http://www.mioa.gov.mk/files/pdf/dokumenti/pravilnik/zas/kodeks_za_administrativni_sluzbenici_sl183_12122014.pdf

use. When recruited for the position, the administrative servant shall sign a Statement for compliance with the Declaration on mutual goals of public servants, by which he/she accepts the aforementioned principles.

The LAS stipulates instigation of disciplinary proceedings in case violation of the Code of Conduct is reported and trainings and administrative management exams³⁵ for candidates applying for managerial positions shall provide check-up of the highest ethical norms of candidates.

On the other hand, the LPS, has prohibited receiving gifts related to performance of duties, which apply not only to public servants, but as well to his/her spouse, extramarital partner, their children, parents or persons living in the same household. Such legal provision have been thoroughly regulated with by-laws which minimize the possibilities of corruptive behavior by receiving/accepting gifts for performed work.

At the same time, in the Republic of Macedonia, there is a positive constitutional and legal framework on providing publicity of public sector performances. The Law on Free Access to Public Character Information³⁶ stipulates openness and publicity in performances of all information providers, and thus, natural persons and legal entities are enabled to exercise their right to free access to public character information. CPRFAPI is competent for enforcement of the law. Still, access to information is limited, due to irregular publishing, limited competences of the Commission, especially in the supervision part, including limited capacities of the Commission and information providers. Most probably, this is also due to the low level of awareness the citizens have on exertion of such right.

MISA in cooperation with the Open Data Institute in London, and ItDZ Austria (Center for Public Administration Research), is continuously working on the Open Data project, and there is an on-going preparation of standards on the form and structure of open data, methods of licensing, and license model applicable to published data on the open data web portal.

With the adoption of the Law on Public Sector Data Use³⁷, harmonized with the Directive 2003/98/E3 of EU Parliament and Council for re-use of public sector information, Directive 2013/37/EU of EU Parliament and Council on changes to Directive 2003/98/E3 on re-use of public sector information, not only a possibility, but obligation to public sector bodies and

³⁵ It encompasses topics on leadership, public finance management, project management and administrative ethics. This is a guarantee that only qualified candidates with high ethical and moral values will be recruited on managing positions in the public sector institutions.

³⁶ LFAIPC(Off. Gazette of RM, No. 6p.13/2006, 86/2008, 6/10, 42/14, 148/15;

³⁷ Law on Public Sector Data Use(Off. Gazette of RM, No.27/2014)

institutions is stipulated for publishing data, obtained during their performance by law, in order to enable use of such data by legal entities of natural persons, for creation of new information, content, applications or services. Application of both above stated laws is mandatory for the local self-government units (LSGU).

The right on regular information to the public on works performed by the local authorities is regulated by the Law on Local Self-Government. This law guarantees citizens free access to basic information on services provided by local self-government units, on one hand, as well as information on the works performed by the municipal bodies (Mayor and City Councils), Commissions to the City Council and Public Service Institutions.

The legal protection of citizens is granted precisely by the right to complaint and/or court protection of rights. In one part of the procedures, laws grant the right to complaint, whilst in others direct court protection of rights. Two second-instance State Commissions have been created, including a two-instance court protection by the Administrative and High Administrative Court.

The Republic of Macedonia has joined the global initiative for Open Governmental Partnership in 2011. Following the obligations for all countries joined by the initiative, each of them must submit Action Plans for implementation of measures from the initiative, so the GRM adopted first such Action Plan in June 2012, and in May 2014 the second one, while in June 2016 the third and existing Action Plan for 2016-2018 has been adopted. More than 200 stakeholders from the governmental and private sector, academic institutions and over 50 NGOs were directly involved in the preparation of each Action Plan. During their implementation, a number of activities were undertaken on building partnerships in sharing national policies and creation of national legislation, strategies and initiatives. Except for implementation of strategic documents, tailored workshops, conferences, open interactive web portals were organized, for bigger transparency and possibility on creation of forums for exchange of opinions and positions regarding promotion of transparency of authorities (central and local), improvement of effectiveness of institutional mechanisms for public participation, improved involvement of citizens in adopting decisions, budget transparency, increased integrity standards, free access to information, effective public services, data management and storage of registries in state and public institutions, including a better access to ICT for all citizens of the Republic of Macedonia.

6.3.2 Challenges

Still, lack of capacities in effective handling of corruption cases, undermines the performance of relevant bodies, discretionary powers harden the possibility for their proactive and non-selective actuation and lack of accountability is a result of still (due to subjective and objective reasons) incomplete implementation of integrity policies and ethical codes. Institutional capacity of all bodies involved in the process for prevention of corruption, especially SCPC, are crucial for the successfulness of the process.

Laws stipulating discretionary powers are potential and direct source for corruptive actions from decision makers. If we take into account that discretionary powers represent high level corruption risk, the system is lacking suitable accountability and liability on each discretionary behavior, including relevant written procedures, based on whose criteria, adoption of decisions will be made. Adoption of such qualitative criteria needs to be subject of assessment by internal and external revision. Therefore, revision and analysis on such regulation, and provisions on setting discretionary powers, is mandatory for introducing necessary changes in laws.

The awareness on the importance of ethical behavior, in sense of promoting positive behavior among public servants and strengthening the confidence of citizens and business community in public sector institutions, should be enhanced and at the time being, there is no supervision mechanism developed or control over implementation of principles from the Code of Conduct for administrative servants (except for instigation of disciplinary proceeding, if cases are reported) nor other codes regulated in substantive laws. The chance of using public resources prior to holding elections is another issue that requires attention, in the part related to accountability of the bodies in their performance.

In the same way, laws promoting public service integrity are limited in their influence. For now, except for MISA, which drafted and published the Code on Administrative Servants, of all state bodies, only MLSG has established "integrity policies" as declarative commitment on building integrity of the institution and its employees (most of them are taken from the Code on Administrative Servants). The document was prepared with the support of the SCPC and it is visible on the web page of the ministry. More than 40 municipalities have signed integrity policies. Ethical codes for different groups of public sector employees have been adopted, but deficiencies of monitoring mechanisms for their implementation are evident.

The access to public character information is still limited, due to irregular publishing, limited competences of the Commission, especially in the supervision part, including limited capacities of the Commission and information providers.

The positive legal framework for providing publicity of public sector performances at central and local level has not been regulated in detail, leaving open space for different interpretation and understanding of transparent management in the public sector. Standards on transparency on central and local level do not exist (regulated by Codes od by-laws) where it will be regulated in detail what type of information and data, which format and what update dynamics is needed, to be placed on web pages of institutions/municipalities as mandatory requirement. The lack of active transparency standards for public information holders, real mechanisms on implementation of such standards, lack of public data catalogues (except for <http://otvorenipodatoci.mioa.gov.mk/>) including lack of public awareness on the benefits of publishing open format data, are also challenges that require attention.

Over-classification of information, into several grades, which limits access to information, is result of not specific and too generally positioned objectives, because of which classification can be made, and also the general terminology in the legal provisions, can make the entire process dependable on discretionary decisions made by holders of information.

To that extent, the Action Plan for Open Governmental Partnership for 2016-2018, aimed at reaching 100 achievements, 34 commitments developed into 8 priority subjects, will provide to a certain extent a possibility to overcome the previously stated challenges.

With regard to the administrative justice, the appeal procedure is overburdened, complex, long, and composed of several appeal instances. The legal possibility of state bodies to appeal the decisions of the Administrative Court, where the court quashed or nulled their illegal protecting thus the rights of the citizens, is another problem that additionally burdens the procedure. There is a huge problem with merit decisions adopted by second-instance bodies and courts. The right for compensation and liability of public bodies in cases where they acted illegally has been established, but data is still missing on the percentage of exercising such right.

SIGMA recommendations³⁸ are targeted towards revision of the administrative justice framework. MJ in cooperation with the administrative courts and Judicial Council of RM should make revision of the appeal procedure for administrative disputes, in order to eliminate obstacles in solving administrative cases in real time. Also, it is of paramount importance to strengthen the legal certainty for effective enforcement of court decisions. Existing conditions show that there are many of so-called “*ping-pong*” cases, where state bodies or regulatory independent bodies do not follow the obligations set-out in the judgments and adopt their initial decisions, but on the other

³⁸ Starting Baseline Report, April 2015

hand, courts never adopt judgments on the merit so that cases can be solved „within a reasonable time“. In this process for amendment of LAS, MJ must seriously take into consideration the position and opinion of MISA, which must be directly included in this whole process.

The overall number of unsolved cases before the administrative courts, as of 1 January 2017, has reached the number of 9.131 cases. This indicates serious problems in court efficiency and duration of court procedures. Average case-solving time of administrative cases, according to the data for 2014-2015, is approx. 254 days or more than 8 months and for 2016 average solving time was approx. 280 days, i.e. 9 months.³⁹ In most EU countries, average case solving time is almost twice faster, like Slovenia - 112 days or Sweden-114 days⁴⁰.

6.3.3 Strategic Priorities

It is of extreme importance for PAR, to strengthen the institutional capacity of all anti-corruption bodies, especially SCPC, as well as to establish real supervision mechanisms and implementation of integrity policies and ethical code. There is an urgent need of strengthening the coordinative position assigned to SCPC, for providing support and further strengthening the entire process, with continuation of the process in each institution and municipality. The first step towards this direction would be building necessary capacities and oversight of the process. Support is needed for full implementation of the Law on Protection of Whistleblowers, to prevent corruption cases, conflict of interest and other illegal and prohibited actions.

Although in the past period certain changes and amendments to the Election Code were made, one of the priorities in the public administration reform process is still the systematic problem solving of the issue on use of public means and resources in the pre-electoral period, i.e. establishing more efficient mechanisms for prevention of such behavior.

Analysis and revision of regulations containing discretionary powers is also necessary for minimizing risks and their full elimination. The awareness on the importance of ethical behavior, in terms of promoting positive behavior of public servants and strengthening confidence of citizens and public community in the public sector should be enhanced, by improving the supervision and control over the Code for Administrative Servants and other codes foreseen in substantive laws. The country itself must undertake certain researches on the level of corruption and the perception

³⁹ Average case-solving time is one of the key indicators used by CE and EC, for measurement of court efficiency. It shows the average number of days used to solve one court case. It is calculated by dividing the number of unsolved and solved cases at the end of the year, multiplied by 365 (days).

⁴⁰ As stated by EU Justice Scoreboard 2016: http://ec.europa.eu/justice/effective-justice/files/justice_scoreboard_2016_en.pdf

by citizens and companies on sectors/activities with most frequent corruption, methodology of actuation, and introduction of mechanisms and so-called “stress-tests” where verification on the spot will show whether such perception corresponds to reality.

Re-defining the position and competences of the CPRFAPI, as well as strengthening its capacity, especially in the supervision sections and measures for proper law implementation will contribute to promotion of the approach and usage of public character information.

Setting active transparency standards for holders of public information and tools for implementation of such standards, including public data catalogues and increasing the public awareness on data publishing, is also necessary.

Limitation of powers for discretionary classification of information shall also contribute to bigger transparency and reporting of institutions.

Most of the previously stated challenges and weaknesses have already been noted by the Government, ULSG and the civil sector, because of which they have been set as measures in the Action Plan for Open Governmental Partnership for 2016-2018. For full implementation of such measures, it is essential for processes and monitoring to be performed publicly and transparently, with direct involvement of all stakeholders.

Revision of the administrative justice framework, simplifying appeal procedures, limiting the legal possibility of state bodies appealing to Administrative Court judgments as well as full implementation of the right to compensation and liability of public bodies for cases handled against the law shall contribute to better performance of state bodies. It is also necessary to make revision of the appeal procedure in administrative disputes, in order to eliminate obstacles when deciding in administrative cases in real time. It is also of paramount importance to strengthen the legal certainty for effective enforcement of court decisions. Judgments on the merit must provide cases to be solved „within reasonable time“.

The positive legal framework for providing publicity of public sector performances at central and local level has not been regulated in detail, leaving open space for different interpretation and understanding of transparent management in the public sector. Standards on transparency on central and local level do not exist (regulated by Codes or by-laws) where it will be regulated in detail what type of information and data, which format and what update dynamics is needed, to be placed on web pages of institutions/municipalities as mandatory requirement, which results in lack of uniformity, unpredictability and incomparability of data.

a. General objective Improved concept of integrity throughout transparency and accountability orientated towards citizens and the business community

Expected result C1	Established system of measures for prevention of corruption, conflict of interest and ethics in the public sector			
Explanation	Establishing a system for prevention of corruption and conflict of interests is essential for providing transparency, reporting and accountability of the public administration. This system must encompass strengthened position and capacities of the State Commission for prevention of corruption and other stakeholders in the process, enhanced control mechanisms as well as specific measures for implementation of the legal solutions, limitation of discretionary powers, full implementation of the Law on protection of whistleblowers, and a systematic problem-solving by using public assets in pre-election periods.			
Key Body	MJ/MISA/SCPC			
Lead Agency for implementation	SCPC and all stakeholders involved in the process			
	Indicators	2017 Starting position	2019	2022
Description of objective indicators	Analysis and changes in regulation for prevention of corruption for establishment of overall control mechanism		Completed analysis and legal changes	
	Strengthened institutional capacity of SCPC		Based on legal competence and performed functional analysis of SCPC	Strengthened capacities of SCPC according to the functional analysis
	Decreased number of discretionary authorizations in the regulation	0	25%	50%
	Fully implemented Law on protection of whistleblowers	To determine the No of institutions where it has been implemented	To increase the number by 50%	To increase the number by 100%
	Systematic solution to the problem of use of public resources in pre-election periods		Performed analysis and established adequate regulation	
Expected result C2	Bigger transparency and reporting of institutions			
Explanation	Increasing the transparency and reporting of institutions towards citizens shall be established throughout complete openness of the institutions to the citizens on all data of their interest which is not of confidential character. For achievement of this, key body is CPRFAPI, i.e. strengthening its competences as well as institutional capacities for providing in full implementation of the laws. Establishing standards and data catalogues of public character, limitation of possibilities of discretionary			

	classification of information and a bigger use of active transparency of institutions are essential for bigger transparency and reporting.			
Key Body	MJ/MISA/MLS/CPRFAPI			
Lead Agency for implementation	KCPRFAPI/public sector institutions/LSU			
	Indicators	2017 Starting position	2019	2022
Description of objective indicators	Increased competences and strengthened capacities of CPRFAPI		Introduced legal changes and performed functional analysis for the needs of CPRFAPI following the legal competences	Strengthened capacities of CPRFAPI following the legal competences
	Established standards and Catalogue of public character information, with precise formation of information for mandatory publication (active transparency)		Established standards and Catalogue	Implemented in all institutions
	Limited possibility of discretionary classification of information		Performed analysis and changed regulation for establishing clear and precise classification criteria with the involvement of CPRFAPI	
	Drafting and full implementation of Action Plans for Open Governmental partnership	Monitoring over the AP for ОБП for the period after 2016-2018	Preparation and monitoring over the AP for ОБП for the period after 2019	
Expected result C3	To provide effective protection of the rights of the persons in practice before the administrative courts			
Explanation	To improve the administrative justice by removing the legal and other obstacles which causing the <i>ping-pong</i> effect, to increase the efficiency of administrative disputes and introduce a system of continuous training of administrative judges and court servants.			
Key Body	MJ			
Lead Agency for implementation	Administrative Court, High Administrative Court			
	Indicators	2017 Starting Condition	2019	2022
Description of objective indicators and targets	Over 40% of cases are solved with "merit"	2%	25%	40%
	Decreased duration of	280 days approx.	220 days approx..	150 days approx..

	administrative disputes			
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6.4 PROVIDING SERVICES AND ICT SUPPORT TO ADMINISTRATION

6.4.1 State of play

In the last decade, significant attention is paid on reforms for improving delivery of public services. Global trends and digital transformation on public sector reforms and incremented use of ICT by citizens, transformed the public sector environment. This, as return, has quashed old limitations and resulted in bigger expectations of citizens, who are becoming more aware on their rights and have better access to public service information. Since competition in the private sector has increased the level of qualitative delivery of services to final users, citizens expect the same from the public sector as well. But, the question is whether the public sector can be as agile as the private and whether sufficient technical resources could be allocated in the public sector (professional capacities and technology) for full implementation of commitments for e-Government, all issues which deserve serious attention.

LGAP, adopted in July 2015, which entered into force on 1 August 2016, should be the ground for one of the biggest changes in the past years, when it comes to PAR and its transformation in real service for citizens and businesses. The law aims at providing legal assumptions on unhindered delivery of public services. It has been drafted following SIGMA principles and encompasses all modern institutes, part of the European Administrative Space, as well as the ones stated in the European Directive on Services. In that sense, the law prescribes mandatory delegation of competences of appointed and elected persons – public function carriers in public bodies, mandatory collection and exchange of all data *ex-officio* and via electronic means among institutions, as well as the establishment of single service point, portal of services and use of modern means of communication. One step ahead even for the European experience is the legal obligation for mandatory electronic exchange of data and documents between institutions.

Additionally, 169 separate laws were harmonized with the new LGAP, for achieving full implementation. The harmonization of separate laws with the new LGAP is in line of simplifying procedures, shortening deadlines for case solving, strengthening data exchange and document exchange mechanisms in electronic format, establishing legal grounds for shifting competences for handling procedures and case solving by official, including better accountability of all officials involved in the procedure.

In the line of establishing a systematized data base for all administrative procedures in the country, MISA has created a Catalogue of Services, as electronic application. This Catalogue which is being filled-up at the moment (data on 199 public services has been inserted out of 26 laws in 6 areas) shall contain data on all administrative services in the country, starting from legal grounds, title of services, documents and data relevant for each of them, mechanisms for legal protection and other data. In future, the Catalogue should represent basis for further simplification and digitalization of services.

The latest changes of the Law on one-stop-shop and managing the Trade Registry and Registry on other legal entities, adopted in 2016, stipulate the introduction of one-stop-shop system in managing the Trade Registry and Registry on other legal entities.

In 2015, a short-term ICT Strategy (2016-2017) was adopted⁴¹, which served as ground for adoption of long-term five-year Strategy, for whose elaboration application for IPA support has been prepared. This Strategy shall trace the path for realization of the vision of „Smart Nation“, meaning that, by using possibilities offered by modern technologies, life of citizens should be improved and eased and more opportunities for growth and innovative development of businesses will be created.

For setting the basic interoperability principles and standards for public administration, the Macedonian Interoperability Framework for public services has been developed and adopted in 2016. The Framework encompasses all interoperability levels, technical, semantic, organizational and legal interoperability. Pursuant the Law on Electronic Management functional Interoperability Platform has been set-out, providing secure data exchange for, at the time being 25 state institutions throughout 97 developed web services. At the moment, over 2 million transactions have been effected by using this platform, meaning that in 2016, over 2 million people did not use the front desk services at the institutions.

The changes of the Law on Electronic Management, adopted in 2016, introduced electronic special delivery of documents that should provide fast and secure document delivery. This service should be the starting point for full operationalization of the new solutions of the LGAP, in terms of mandatory data and document exchange on electronic way, up until full digitalization of data bases is provided. What is extremely important here is that such solution not only provides efficiency of procedures, but it also provides cost effectiveness, at the same time respecting in

⁴¹ http://mioa.gov.mk/files/dokumenti/Kratkorocna%20IKT%20Strategija_avgust2015.pdf

full the highest safety standards. Two systems for providing this service have been certified (e-Shipment and e-Delivery).

The Law on Quality Management System and Common Assessment Framework for efficient delivery of services in the public sector was adopted in May 2013. The law sets ground for introducing international and domestic standards (ISO 9001 и CAF) for quality management. Several systems have been introduced for measuring client satisfaction: Civic Journal; mechanisms have been developed and *Methodology for Quality Barometer was adopted*; the concept of *No Wrong Door* was developed.

LAS and amendments to substantive laws define the required level of ICT knowledge of public servants and level of use of ICT in administration.

The practical application of the concept One Service Point, enables citizens and businesses to get in one place services from more institutions, throughout the creation of so-called Rooms for Public Services During 2016, MISA started with preparations for adapting the first Room for Public Services, which is the former front desk hall of Komercijalna Banka in Skopje, where front desks for 11 institutions shall be organized.

Introducing e-services for businesses, as mandatory way of using services, has changed the attitude of the business community in favor of e-services (ex. mandatory electronic tax registration), so businesses are now expecting and foreseeing in their business plans the number of e-services to grow. In order to facilitate access to services, the system of e-Reminder⁴² has been introduced, where citizens/companies can subscribe for SMS notifications or e-mail notifications, when travelling documents or personal IDs expire and/or should be renewed or notifications to pick up the document whose issuance was requested. At the time being 29 different services from 8 institutions are available. At the same time, the system for e-Payment⁴³ enables payment of administrative taxes via SMS and is most frequently used by students for paying taxes for exams.

The number of developed and available public e-services is over one hundred. However, not all of them are available on one single location and are not sophisticated enough, because of which they are not frequently used. For purposes of centralization of the access point to governmental services, MISA started implementing the project EuropeAid/137521/IH/SER/MK "Support in PAR and strengthening the capacities of MISA" with the objective to support the implementation of e-

⁴² <http://e-potsetnik.mk/>

⁴³ <http://www.e-plakanje.gov.mk/>

Government processes, with development and implementation of central national portal for e-Services, as central interface where citizens and businesses could access to all governmental services. The project commenced in 2016, and is expected to finish by July 2018.

Part of the same project is the introduction of an Administrative Registry (Civil Registry/National Registry of population), as central data base of the citizens of RM, that will be used by all institutions for providing administrative services. The project foresees drafting legal framework for such registry, and its termination is also planned for July 2018.

Several internal systems have been developed, which provide electronic work of governmental institutions. So, the Integrated Resource Planning system (IRP), comprises of modules on budget work, public procurement, material work, basic resources, financial work, and has been fully implemented under coordination of MISA and shall be assigned for use to the General Affairs Service of the GRM, to serve 29 institutions.

The Document Management System (DMS) as part of e-Government provides electronic work for ministries and handling electronic archives.

6.4.2 Challenges

Even though the implementation of LGAP started couple of months ago, and therefore qualitative and quantitative indicators of its implementation cannot be obtained, still, we can state certain problems that could be an obstacle for its proper implementation.

What emerges as problem is the fact that one part of the institutions lacks of adequate technical capacities that will prevent the fulfillment of tasks and obligations, especially when it comes to electronic communication. This is why it is important to adopt the “Cloud First Policy”, which means methodology, guidelines and standards for “cloud work” that will reduce costs on ICT equipment and services and shall provide simplified access to modern technical solutions, throughout procurement of IaaS, PaaS or SaaS services.

A serious problem is also the inconsistency of public registry data, in the part related to *ex-officio* data and evidence exchange. Quality of public services depends mostly on data quality being fully owned by public services. To that extent, Quality Data Standards for the systems in the institutions have been developed, where basic rules are introduced on validation, verification, conversion, transcription etc. Such standards should be further re-developed and adequate procedures must

be provided. It is expected in future for the Administrative Registry, as central data base out of which other registries will obtain basic data on citizens, to minimize the existing data inconsistency. On the other hand, the Catalogue of Public Services should establish a list of all public registries that need to be organized and digitalized, for full *ex officio* data and document exchange process automation.

Given that the previous law had a very long tradition of implementation, and has been widely accepted by civil servants, one of the key problems in implementation of new solutions would be the insufficient formation of the administration and resistance to changes. All of these problems must be addressed in this Strategy. Since a large number of separate laws is regulating certain procedural aspects, big number of administrative barriers are left-out in those laws, and they cause un-necessary complication of procedures, and at the same time un-necessary waste of resources and time, a problem that must be surpassed. Parallel to this, certain public bodies have not made harmonization of their substantive laws with the new LGAP, although sufficient time was given from its adoption till its actual implementation time.

Additional time will be needed to establish digital literacy of all employees, since the legal solutions are being implemented since 2015. Therefore, the problem of using ICT in the administration is still ongoing, especially related to full time employees who will require more investments in making them ICT literate. Even more, taking into account the speed of technological advancement and lack of IT staff in the region, steps must be taken for continuous education and motivation of IT staff and solving the problem on systematic level.

For unhindered implementation of the regulation, it is necessary to inform the clients on the changes made, but also to inform the officials who are applying the LGAP, by providing adequate formation and organize train the trainer formation as well.

6.4.3 Strategic Priorities

Primary (new LGAP) and secondary legislation on public services (substantive by-laws) are in line with the administrative law principles, on regulatory level, legal certainty and predictability has been provided, but still possibilities exist for further improvements and needs for full implementation. Full implementation of new LGAP is crucial for PAR and its transformation in an impetus for the social and economic development. For providing full implementation of the new legal solutions, mandatory measures and activities must be taken on transforming the awareness

and understanding of administrative servants on handling administrative procedures. This means that servants responsible for handling administrative procedures must fully accept their new proactive role in handling procedures, especially in the part on *ex-officio* collection and exchange of data.

The general provisions of the new LGAP, started the implementation throughout the entire public sector, so when it comes to separate administrative procedures in different sectors (health care, education, culture, social and child protection, personal evidence, transportation, communal services, personal documents etc) they have been harmonized with the general provisions of the LGAP. However, possibility exists for additional harmonization on some places, and additional regulation for providing flexibility, simplification of procedures, rationalization of time and costs, reducing backlogs and gaps, and also the need for improved implementation of innovated procedures and control and monitoring of the implementation exists.

It is of crucial importance as well, to renew direct communication between bodies and citizens in handling administrative procedures, which, due to its size and number has been disrupted, which would mean establishing partnerships in exercising rights and legal interests, including duties and obligations of the citizens as well.

Full digitalization of public registries must be effected to complete the process of digital transformation of the administration.

Led by such expectations for changes, the public sector should re-define its role, by strengthening the role of its clients, and instead of defining services „for clients“ it should define services „with clients“. For efficient and effective ‘client travelling’ (experience the client faces when in interaction with the service providers) the process of re-structuring of administration should de-crease duplication and unnecessary processes and improve services for getting „value-for-money“. ICT technology use at all administration levels has an impact on time of service delivery, but costs for delivery must be optimized as well.

Development of service-oriented models on service delivery, but also ICT support to administration, require a holistic approach, making difference between objectives and final needs, and multilevel transformation – changes of the mind-set and functioning of the public sector, the vision on its role and sharing information between institutions, businesses and citizens.

Following this direction, for the digitally illiterate citizens, but others included as well, until full provision of electronic services is provided, practical application of the concept One Service Point must be improved, by opening so-called Rooms for Public Services or Municipal Offices for

administrative assistance. In those rooms or offices located in certain municipalities, citizens and business community will get services from more institutions on one physical location, administrative assistance included. Analysis on existing conditions must be performed, evaluating all aspects (legal, spatial, technical, human resources and financial) in context of previously stated reform and re-organization of the internal set-up of state administration bodies and public institutions and companies, including institutions that are providing public services, in order to determine where, in which municipality and which institutions should provide their presence.

Information and client satisfaction should provide easily available information for clients on exercising their rights, and extending the level of their satisfaction from services obtained from the administration.

Increased quality and availability to public services, including service fees, shall improve the availability and quality of the service. In that sense, besides provision of larger number of electronic services, for certain categories of citizens, re-organization and increased working hours flexibility should be considered, for those institutions that are working with clients. Such flexibility can be achieved by introducing working Saturdays, and in some places working in two shifts.

Rational investments in development of digital environment will enable cost efficient and quality of ICT project implementation, improvements of inter-institutional communication and communication between clients and administration.

a. General Objective Providing fast and simple public services

Expected result D1	Full implementation of the new LGAP			
Explanation	The new LGAP started its implementation on 1 August 2016. Since, for the first time in decades a substantial change in the concept of leading the administrative procedure has been made, the so-far experience of the civil servants in practice has been interrupted, so it is important to make efforts for full implementation of all legal institutes foreseen in the law, based on SIGMA principles and key for integration of the Macedonian into the European Administrative Space. Special attention must be paid to introduction of the administrative servants to the new legal solutions and adequate adaptation of the work, but the public as well, i.e. the citizens and businesses should be introduced to the possibilities foreseen in the law.			
Key Body	MISA			
Lead Agency for implementation	MISA, other state bodies			
	Indicators	2017	2019	2022

		Starting condition		
Description of objective indicators	Readiness of administrative servants (professional and technical) on the implementation of the new legal solutions	n/a	50%	100%
	Informing citizens and businesses on the new legal solutions and possibilities foreseen in the law.	n/a	25%	50%
Expected result D2	Increased quality and availability to public services			
Explanation	<p>The result refers to increased availability of the public services and increased quality of the public services.</p> <p>One part of the key activities are: creation and functioning of "Single Point of Services" and conducting redesign of the public services throughout simplifying and digitalization, where the client will play a central role; introducing quality data standards and standards for providing services; full implementation of the principles of the LGAP etc</p> <p>One part of the key activities in achieving this expected result are: designing integrated e-services portal with high level of sophistication, digitalization of public services registries; establishment of systems of electronic identification and authorization etc..</p>			
Key Body	MISA			
Lead Agency for implementation	MISA, institutions-providers of services			
	Indicators	2017 Starting condition	2019	2022
Description of objective indicators	Number of simplified and unified services	0	50	100
	Harmonization, organization and digitalization of registries		30%	60%
	Number of e-services with the highest level of sophistication	...	50	100
	Opened Rooms for public services or Municipal Offices	1	10	15
Expected result D3	Rational investment in development of digital environment			
Explanation	<p>The result refers to organized and centralized coordination of the digital transformation for providing sustainability of the Government investments in ICT.</p> <p>One part of the key activities in achieving this expected result are: establishment of special body that will be in-charge on centralized level of the digital transformation process in the country, for improvement of the electronic communication channels among administration employees, introducing digital</p>			

	environment standards, PKI infrastructure for providing digital identity of all citizens, and foremost provide rational investment and full use of ICT resources on all state bodies level.			
Key Body	MISA			
Lead Agency for implementation	MISA and other competent institutions			
	Indicators	2017 Starting condition	2019 target	2022 target
Description of objective indicators and targets	Establishing central body (Digital Agency) responsible for digital transformation and optimal use of resources	Drafting law	Established functional body	
	Decreasing expenses and optimizing ICT resources utilization		Cost analysis, overlapping of ICT projects and level of use of resources	25 % decreased expenses, no overlapping and 25% increased use of ICT resources
Expected result D4	Informed and satisfied clients			
Explanation	<p>The result refers to regular and quality information service to the clients, who are able to evaluate the quality of public services and express their level of satisfaction.</p> <p>One part of the key activities in achieving the expected results are: introducing a system of regular reporting of the administration and the public on changes in providing public services: introduction and implementation of web standards in the institutions, standards for people with disabilities included, continuous implementation of instruments for measurement of client satisfaction etc..</p>			
Key Body	MISA			
Lead Agency for implementation	MISA, other state bodies			
	Indicators	2017 Starting condition	2019	2022
Description of objective indicators	Average grade of client satisfaction from received services	n/a	+5%	+15%

7. MANAGEMENT AND COORDINATION MECHANISMS; MONITORING; REPORTING AND EVALUATION

For successful realization of the PAR Strategy (2017-2022) the inclusion of the highest managing structures from the institutions responsible for this process is of paramount importance. The leading agency responsible for overall implementation, coordination and evaluation of the Strategy implementation is MISA.

Clear and working structures for PAR management and its coordination, are a pre-condition for successful implementation of governmental policies in this area. Strong mechanisms must be established, for providing constant flow of analytical data among the ministers and managing officials for reporting on decisions for future operations. There should be clear separation of competences and responsibilities among different institutions related to drafting, adoption, implementation, monitoring, reporting and evaluation of PAR.

The established coordination mechanism for PAR on political level throughout the Public Administration Reform Committee presided by the Government of the Republic of Macedonia, must be fully operational. MISA as competent body for management, coordination and monitoring of the PAR process, shall continue drafting quarterly reports on implementation of activities from the Action Plan, upon prior opinions provided by the stakeholders. On operative level, issues concerning PAR shall be reviewed on the sessions of the General Council of State Secretaries, HR Commission and Commission for political system and relations between the communities, prior to their review on governmental sessions. The Coordinative Body on HR management shall be operative in future, including the Network of Organizational Units for HR management.

MISA should develop monitoring framework and web tools for monitoring the implementation of PAR Strategy (2017-2022), that will produce quarterly reports for its realization. These reports shall be regularly published on MISA's web page. The monitoring framework enables progress monitoring, for a certain period of public administration development. The monitoring framework shall contain qualitative and quantitative indicators, and it shall be focused on implementing reforms, i.e. it shall demonstrate how the administration operates in practice. The qualitative indicators are measuring the maturity of relevant components from the public administration on a scale from 1 (lowest score) till 5 (highest), throughout progress analysis made by the country with the application of the principles. The definitions of the qualitative indicators have been published in »Methodological Annex to the Indicators« by OECD/SIGMA in May 2016. These indicators

have to be harmonized with the other relevant organizations and associations that follow the Strategy implementation, in particularly SIGMA.

On each priority, the analytical framework is explained in the document. It includes definition on the methodological approach and list of sources of information used for analysis and data collection.

Additionally, a mechanism will be established, to be used for holding public debates at least twice per year, on the Strategy implementation, which will be open to all stakeholders, starting from the institutions competent for implementation of certain aspects of the Strategy, the professional and academic community, NGO-s, Chambers of Commerce, etc.