



BLUEPRINT  
DEVELOPED  
BY CSOs  
**FOR URGENT  
DEMOCRATIC  
REFORMS**



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Skopje, July 2017



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## INTRODUCTION

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This document **builds on** previous “Blueprint for Urgent Democratic Reforms”, developed by group of civil society organizations and experts in early July 2016.<sup>1</sup>

Its primary purpose remains the same, i.e. “it provides an incentive, guidelines and detailed activities deemed necessary for restoring democratic standards and values, achieving progress in selected policy areas, and rebuilding citizens’ trust in key state institutions”. The change of government in itself was just one step forward, because organization of credible elections had put an end to the long-standing deep political crisis, but does not guarantee systemic reforms necessary to overcome the situation of *captured state*.

This joint effort represents a response to changed political situation, i.e. formation of the new government, which declared its preparedness to work on democratic reforms in the country. With this document, the group of CSOs and experts involved provide their perceptions and views about priorities and measures that should guide the government’s programme in the next 12 months.

Policy areas addressed in this document include: public finances and economy; justice system; fight against corruption; elections and electoral system; public administration; oversight on the police and the agencies for security and (counter) intelligence; Parliament; civil society; social protection, welfare and sustainability; education and youth policies; environment; culture; and health care.<sup>2</sup>

This Blueprint was developed on the basis of long-standing experience and expertise in the relevant areas of intervention. Large portion of proposed instruments and measures are already part of declared commitments, as well as reports and recommendations published by civil society actors in said areas.

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1 List of organizations and experts involved in development of both blueprints is given in Annex 1: List of CSOs and Experts Involved in the Initiative.

2 The last two policy areas were not featured in the original blueprint and they rely on materials from complementary initiatives.

## APPROACH

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The process of drafting contents in policy areas presented in this document implied participation of 146 representatives from 73 CSOs, scholars and independent experts who made their contributions within working groups organized at the forum event “Blueprint Developed by CSOs for Urgent Democratic Reforms”, held on 4<sup>th</sup> and 5<sup>th</sup> July 2017 in Skopje. The core group for the “Blueprint for Urgent Democratic Reforms” from June 2016 acted as initiator and organizer of this forum and has organized consultations with stakeholders in relevant policy areas throughout the last year.

Each policy area is presented with brief summary and matrix comprised of priorities and measures proposed for the next 12 month, timeframe with deadlines defined on quarterly basis (3, 6, 9 and 12 months) and clearly identified competent institutions. Individual policy areas for which CSOs and experts were unable to reach unified position about relevant measures also include policy options and alternatives.

In setting priorities and measures, due consideration was made of reform dynamics according to the timeframe imposed by deadlines for progress in the process on obtaining recommendation for start of accession negotiations with the European Union. CSOs and experts involved in development of this document expect that publicly declared willingness for reform on the part of the new government will be effectuated by implementation of vast portion of recommendations enlisted in this document. As regards failure to implement proposed reforms in certain policy areas, government and decision-makers will be expected to explain their approach and reasons for having pursued different solutions. In particular, policy solutions proposed in this document necessitate determination and commitment to deal with accumulated problems at public institutions.

Throughout the entire process, the government should respect principles of transparency, accountability, participation and effectiveness.

Political parties represented in the Parliament of the Republic of Macedonia are expected to demonstrate true commitment to implementation of key reform priorities. Same commitment is also expected from political parties not represented in the Parliament and from the civil society, as a whole.

In addition, competent institutions from the judicial branch of government, as well as independent supervisory and regulatory bodies, also need to demonstrate their commitment to implementation of key reform priorities.

Furthermore, measures that will be taken need to be aimed towards improved social cohesion among citizens and among all ethnic communities. In that regard, due

consideration should be made of recommendations on social cohesion from 2015 Review of the Ohrid Framework Agreement.<sup>3</sup>

Policy making and implementation processes must take into account respect for cross-cutting issues, in particular gender equality, as well engagement of youth, persons with disabilities and other marginalized communities.

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<sup>3</sup> Available at: <http://www.siofa.gov.mk>

## PARTICIPATION, MONITORING AND EVALUATION

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Complete and thorough implementation of these reforms necessitates previous assessment of state-of-play, on the basis of official and actual data for each policy area addressed in this document. It is of crucial importance for the civil sector to be involved in the process on assessing state-of-play, as well as monitoring and evaluation of progress achieved in implementation of key reform priorities.

Civic participation must be ensured at the level of executive and legislative branch of government, including cooperation with judiciary institutions and independent supervisory and regulatory bodies. Hence, following proposals are deemed necessary in this regard:

- To establish Council on Consultations for Key Reform Priorities Implementation, at governmental level, chaired by the Prime Minister and comprised of representatives from relevant line ministries and the civil society. This Council should then form thematic groups, comprised of representatives from CSOs, informal civic groups, think-thanks, informal initiatives, trade unions, etc., which will support consultations, monitoring and evaluation of key reform priorities;
- To appoint focal points (contact persons) at line ministries and at independent supervisory and regulatory bodies, which will be responsible for key reform priorities and cooperation with thematic groups of the civil society;
- To ensure that relevant parliamentary bodies/committees organize monthly public hearings on implementation of key reform priorities within their competences. These hearings should be attended by civil society representatives with relevant track records in given policy areas. This activity concerns, but is not limited to, the following parliamentary committees:
  - ♦ Committee on the Political System and Inter-Community Relations;
  - ♦ Committee on Finances and Budget;
  - ♦ Committee on Transport, Communication and Environment;
  - ♦ Standing Inquiry Committee for Protection of Civil Rights and Freedoms;
  - ♦ Committee on Oversight for the Directorate on Security and Counterintelligence and the Intelligence Agency;
  - ♦ Committee on Oversight for Implementation of Special Investigation Measure for Interception of Communication by the Ministry of Interior, Directorate for Financial Police, Customs Administration and Ministry of Defence;
  - ♦ other parliamentary committees;

In addition, the National Council for European Integration and the Committee on European Affairs should organize monthly meetings to discuss implementation of key reform priorities, based on reports submitted by the government and independent supervisory and regulatory bodies, and based on discussions and minutes from other parliamentary committees.

CSOs that participated in development of this document will advocate for and contribute to further discussions about the manner in which the civil society can be involved in this process.

# POLICY AREAS, PRIORITIES, MEASURES, COMPETENT INSTITUTIONS AND DEADLINES

## PUBLIC FINANCES AND ECONOMY

There is need for greater transparency in public finances, which should lead to accountability in planning and utilization of public resources in the state.

Fiscal transparency had eroded, while pro-governmental elites had captured voluptuous sources for state welfare generation and allocation, thereby forcing the government to borrow money in order to meet demands of its clients. All this has led to adoption of ad-hoc fiscal decisions beyond the public budgeting process and lost credibility of supervision institutions within the budgeting cycle, ultimately resulting in declined fiscal discipline.

General principles that underline proposed activities include: increasing the fiscal discipline and sustainability; strengthening the fiscal transparency, accountability and participation; improving efficiency and effectiveness, supervision and accountability for public finances.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Fiscal transparency, accountability and participation	<ul style="list-style-type: none"> <li>To publish monthly budget plans, as well as reports on budget execution and on budget beneficiaries. These plans and reports should be more analytical in terms of budget sub-items (six figures) per economic classification and per budget beneficiary, and should be published in open data format.</li> <li>To erase item 23, i.e. item 22 from the Manual on Treasury Operations, i.e. the Manual on Treasury Operations for the Health Insurance Fund.</li> </ul>	MoF	3
		<ul style="list-style-type: none"> <li>To transparently disclose matured, but unsettled liabilities with expired payment period for more than three months, in total and per budget beneficiary.</li> </ul>	MoF	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To assess capital investments of the government and disclose their structure according to implementation stage (planning, underway or final stage). Priority should be given to projects that cannot be stopped due to their nature and/ or purpose.</li> </ul>	MoF	<b>6</b>
		<ul style="list-style-type: none"> <li>To revoke the Council of Public Procurements; to examine implementation of public procurements and discontinue practices on organization of public procurements and contract awards exclusively on the basis of financial criteria (lowest price).</li> </ul>	MoF, Government, Parliament	<b>12</b>
		<ul style="list-style-type: none"> <li>To publish the number of public sector employees for several years back.</li> </ul>	MoF, MISA	<b>3</b>
		<ul style="list-style-type: none"> <li>To assess the current tax policy and publish expected effects from the government's new tax policy.</li> </ul>	MoF	<b>6</b>
		<ul style="list-style-type: none"> <li>To establish parliamentary committee tasked to reconsider reports of the State Audit Office, i.e. supervise public expenditure.</li> </ul>	MoF, Parliament	<b>12</b>
		<ul style="list-style-type: none"> <li>Parliament's committee on finances and budget, or separate committee on reconsideration of SAO reports, i.e. supervision of public expenditure, if they are established, to introduce mandatory reconsideration of the annual report on performance of the system on public internal financial control.</li> <li>To publish on the Ministry of Finance's website the annual report on performance of the system on public internal financial control in its entirety, including individual reports from the annual report on performance of the system on public internal financial control.</li> </ul>	MoF	<b>3</b>

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To examine and revise the budget calendar, in order to allow greater flexibility, transparency and participation.</li> </ul>	MoF	6
		<ul style="list-style-type: none"> <li>To ensure greater transparency for the budget account called “Ministry of Finance – State Functions”, followed by full cancellation of this account in the future.</li> </ul>	MoF	12
		<ul style="list-style-type: none"> <li>To timely present the Parliament of RM with the Fiscal Strategy at the beginning of the budgeting process, in order to allow MPs to better prepare for reconsideration of the financial portion from the draft state budget later in the adoption stage.</li> <li>To introduce mandatory development of pre-budget statement (separately or as part of the Fiscal Strategy), which should include the government’s long-term economic, fiscal and other goals for the next budget, which should be developed for at least three consecutive fiscal years.</li> </ul>	MoF	12
		<ul style="list-style-type: none"> <li>To introduce mandatory development of the Civic Budget at central level and at level of local self-government units (LSGUs).</li> </ul>	MoF, LSGUs	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
2.	Improved efficiency and effectiveness, supervision and accountability for public finances	<ul style="list-style-type: none"> <li>Minister of Finance to transparently draft and publish goals, purposes and conditions for all state borrowings, grants and donations.</li> </ul>	MoF	3
		<ul style="list-style-type: none"> <li>To assess and publish budget implications of the project "Skopje 2014" per year, structure, financial construction and allocated budget funds.</li> </ul>	MoF	9
		<ul style="list-style-type: none"> <li>To publish data from all groups and sub-groups under state aid instruments, as follows: planned, approved and disbursed state aid, per institution disbursing state aid and per purpose of state aid, for the previous years and in continuity, in open data format.</li> </ul>	MoF, MoE, Parliament	9
		<ul style="list-style-type: none"> <li>To examine the possibility for the Public Prosecution Office (PPO), Ministry of Interior (Mol) and State Commission for Prevention of Corruption (SCPC) to regularly report on procedures initiated upon reports and findings from the State Audit Office (SAO) and notify thereof the public and SAO.</li> </ul>	MoF, SAO, PPO Mol, SCPC	9
		<ul style="list-style-type: none"> <li>To establish the Fiscal Council as new institution in the system on public finances, tasked with ex-ante examination of the executive government's fiscal policy justification.</li> </ul>	Parliament	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
3.	Increased fiscal discipline and sustainability	<ul style="list-style-type: none"> <li>To pursue non-selective payment of operational costs and establish chronological principle for payment of arrears (upon maturation of time-defined liabilities).</li> </ul>	MoF	3
		<ul style="list-style-type: none"> <li>To regularly publish information about the public debt structure, including unsettled liabilities and debts of the local self-government units, public enterprises, Macedonian Bank for Support and Development, for at least three years back.</li> </ul>	MoF	3
		<ul style="list-style-type: none"> <li>To examine costs and benefits from foreign direct investments, as well as activities related to attracting foreign direct investments.</li> </ul>	MoF, MoE	9
		<ul style="list-style-type: none"> <li>To assess sustainability and transparency of agriculture subsidies, with special focus on their allocation; to transparently and regularly publish the amount of awarded subsidies per beneficiary and per measure, in open data format.</li> </ul>	MoF, MAFWE, Agency for Financial Support to Agriculture and Rural Development (AFSARD)	9
		<ul style="list-style-type: none"> <li>To assess fiscal capacity and sustainability of the pension system, including performance of the Agency for Supervision of Fully Funded Pension Insurance (MAPAS).</li> </ul>	MoF	9
		<ul style="list-style-type: none"> <li>To assess sustainability, transparency and distribution effects of social transfers.</li> </ul>	MoF, MLSP	9

## JUSTICE SYSTEM

The proposed matrix of priorities, measures and activities covers issues in the field of the judiciary that must be urgently addressed with specific, short-term measures and steps, whose implementation does not assume more serious practical difficulties. At the same time, it includes priority goals that imply serious legislative interventions and institutional reforms of systemic and strategic characters, whose implementation requires significant preparations.

This document does not cover only measures that should be taken in regard to ensuring efficient criminal justice and processing of cases that require urgent actions aimed to prevent the widespread practice of impunity, and measures that should enable deep and thorough justice reforms, but also measures and activities that should contribute to more efficient judicial protection of human rights and freedoms and exercise thereof, which will restore the lost credibility of judiciary institutions among citizens.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Adoption of the Strategy for Judicial System Reforms	<ul style="list-style-type: none"> <li>To adopt the draft strategy, developed according to recommendations from the European Commission (EC), Venice Commission and GRECO.</li> </ul>	MoJ by means of inclusive process (active involvement of external experts and the civil sector)	<b>3+3</b> (submit draft version to EC in October 2017, incorporate remarks obtained during consultations with EC in December 2017)
2.	Develop the first Action Plan on Implementation of the Strategy for Judicial System Reforms	<ul style="list-style-type: none"> <li>To draft and adopt the first Action Plan.</li> </ul>	MoJ	<b>6</b>

No.	Priority	Measure	Competent institution(s)	Deadline (months)
3.	Establishment of working group tasked to re-examine, revise or withdraw the Law on Protection of Privacy	<ul style="list-style-type: none"> <li>To draft proposed law on withdrawal.</li> </ul>	MoJ (upon previously organized public debate with full participation of experts and the civil sector)	3
4.	Withdrawal of the Law on the Council for Establishment of Facts and Initiation of Responsibility Procedure for Judges	<ul style="list-style-type: none"> <li>To draft proposed law on withdrawal</li> </ul>	Parliament	3
5.	Strengthened independence of the Judicial Council of the Republic of Macedonia	<ul style="list-style-type: none"> <li>To draft amendments to the Law on the Judicial Council aimed to assume competences currently entrusted to the Council on Establishment of Facts and to introduce second instance in this procedure (i.e. separate procedure initiation from decision-making).</li> </ul>	MoJ, Parliament	3
		<ul style="list-style-type: none"> <li>To dismiss current members of the Judicial Council, upon previously defined procedure as part of amendments to the Law on the Judicial Council related to grounds and procedures for termination of office and dismissal of council members, in compliance with Article 104, paragraph 9 of the Constitution of RM.</li> </ul>	MoJ, Parliament	3
6.	Strengthened independence of the Council of Public Prosecutors	<ul style="list-style-type: none"> <li>To define measures, upon previous public debate with participation of experts, prosecutors and the civil society.</li> </ul>	MoJ	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
7.	Establishment of new model for the Judicial Council aimed to de-professionalize office performed by its members and allow them to continue to perform their judicial duties, i.e. their work as professionals in their respective fields	<ul style="list-style-type: none"> <li>To organize consultations with experts, public debate and other activities aimed at finding the most adequate model for the Judicial Council.</li> </ul>	MoJ	9-12
8.	Enhancement of already established criteria for appointment of members to the Council of Public Prosecutors by the Parliament (four members) among the line of "distinguished law professionals"	<ul style="list-style-type: none"> <li>To organize consultations with experts, public debate and other activities aimed at defining detailed criteria for appointment of members to the Council of Public Prosecutors, following the example on appointment of members to the Judicial Council.</li> </ul>	MoJ	9
9.	To withdraw the Law on Setting Type and Amount/Duration of Fines and Sanctions	<ul style="list-style-type: none"> <li>To draft proposed law on withdrawal.</li> </ul>	Parliament	3
10.	Enhanced model of supervision and control over performance and implementation of the Automated Case Management Information System (ACMIS)	<ul style="list-style-type: none"> <li>To amend the Rules of Procedures for Courts and the Rules of Procedures for the Supreme Court.</li> </ul>	MoJ and Supreme Court	3
11.	Establishment of special department at the Basic Court Skopje 1 that will be tasked to process cases filed by the Special Prosecution Office (SPO)	<ul style="list-style-type: none"> <li>Decision to be adopted by President of the Basic Court Skopje 1 – Skopje.</li> </ul>	Basic Court Skopje 1 – Skopje	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
12.	Extended deadline for SPO to raise charges in cases arising from and related to contents of illegally intercepted communications	<ul style="list-style-type: none"> <li>To form special body or department within the Public Prosecution Office of the Republic of Macedonia (PPO) or the Public Prosecution Office for Organized Crime and Corruption (PPOOCC) (with approval from SPO, according to the manner anticipated under Article 7, paragraph 5 of the Law on the Public Prosecution Office).</li> </ul>	PPO, immediately after appointment of the new Public Prosecutor	3
13.	Unhindered access to relevant materials, upon request from SPO	<ul style="list-style-type: none"> <li>To form separate department/ appoint focal points within the Directorate for Security and Counterintelligence (UBK), or Minister of Interior and Director of UBK to take coordinated steps and activities in that regard.</li> </ul>	MoI, Director of UBK	3
14.	Amendments to the Law on Witness Protection	<ul style="list-style-type: none"> <li>To draft and adopt law amendments.</li> </ul>	MoJ	3
15.	Adherent allocation of the law-stipulated state budget share intended for the Council on Judicial Budget	<ul style="list-style-type: none"> <li>To organize public debate on the budget, with participation of experts and civil society representatives.</li> </ul>	Judicial Council	6
16.	Re-evaluation of public office holders in the judicial system, including current members of the Judicial Council and the Council of Public Prosecutors	<ul style="list-style-type: none"> <li>To establish working group tasked to propose the model and the methodology on re-evaluation of public office holders in the judiciary system.</li> </ul>	MoJ	6
17.	Establishment of model on re-evaluation of public office holders in the judicial system, including members of the Judicial Council and the Council of Public Prosecutors	<ul style="list-style-type: none"> <li>To make preparations for establishment of the new model of assessment.</li> </ul>	MoJ	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
18.	Reconsideration and adoption of already drafted amendments to the Law on Criminal Proceedings (LCP)	<ul style="list-style-type: none"> <li>To re-summon the working group tasked to amend the Law on Criminal Proceedings within the Ministry of Justice, or to establish new working group.</li> </ul>	MoJ	<b>6 (re-consideration and further definition of necessary law amendments)</b>  <b>9 (adoption of law amendments)</b>
19.	Establishment of investigation centres at the Public Prosecution Office, in compliance with Article 45 of LCP	<ul style="list-style-type: none"> <li>Newly appointed Public Prosecutor to make preparations and activities, including adoption of the decision on establishment of investigation centres.</li> </ul>	PPO	12
20.	Law amendments on appointment of new director and members of the Management Board at the Academy for Judges and Public Prosecutors (AJPP)	<ul style="list-style-type: none"> <li>To draft law amendments for the Academy of Judges and Public Prosecutors.</li> </ul>	MoJ	6
21.	Amendment and promotion of criteria at AJPP for admission of inception training students and for selection of trainers	<ul style="list-style-type: none"> <li>To propose amendments to the Law on the Academy for Judges and Public Prosecutors.</li> </ul>	MoJ (inclusive process with participation of CSOs)	6
22.	Establishment of practice for taking merit-based rulings falling with jurisdiction at the Administrative Court and organization of public hearings in cases when it is necessary	<ul style="list-style-type: none"> <li>To take steps aimed at amending administrative court practices according to the needs for efficient court protection of human rights and freedoms.</li> </ul>	Administrative Court	9

## FIGHT AGAINST CORRUPTION

It is of great importance for anti-corruption institutions to be established and reaffirmed in a manner that will increase their effectiveness and will strengthen external control and responsibility mechanisms against unprofessional and reckless performance of their tasks and duties, especially in cases when these institutions become corrupt. Hence, attention should be paid to two priorities. The first concerns increased integrity of institutions by means of strengthening both the institutions and bringing people with integrity, and by means of demonstrating greater initiative and accountability. The second priority concerns reducing clientelism, by securing mechanism on accountability and external monitoring, data, practices and procedures that reduce corruption risks in key areas.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Increased integrity of institutions	<ul style="list-style-type: none"> <li>Parliament to adopt resolution on requesting resignation from members of the State Commission for Prevention of Corruption (SCPC).</li> </ul>	Parliament	3
		<ul style="list-style-type: none"> <li>Parliament to request the Public Prosecution for Organized Crime and Corruption to submit special report on its operation with accurate statistics and information on cases which are fully or in part classified as corruption. This report should also include disaggregated data in terms of high, medium and low level corruption.</li> </ul>	Parliament	3
		<ul style="list-style-type: none"> <li>SCPC to publish historical data (in open data format) and changes made to asset declarations submitted by elected and appointed officials, and to expand the scope of information it publishes.</li> </ul>	SCPC	3
		<ul style="list-style-type: none"> <li>SCPC and MoJ to develop special report on implementation of the Law on Protection of Whistleblowers.</li> </ul>	SCPC, MoJ	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To conduct risk assessments for corruption and to develop integrity plans at key institutions, such as: Ministry of Interior (Mol), Directorate for Security and Counterintelligence (UBK), all institutions responsible for approval and disbursement of assistance and subsidies, and all institutions responsible for revenue collection. Based on recommendations from the integrity plans, in the middle term these institutions should address gaps in regulations and should develop additional control mechanisms in areas where risks are identified.</li> </ul>	Mol, UBK, PRO, PPOCC, PPO, Financial Police (FP), MAFWE, MLSP	<b>3</b>
		<ul style="list-style-type: none"> <li>To review all classified information at state institutions, followed by publication of cases that are not related to state security, but are "classified as such".</li> </ul>	Government and institutions	<b>3</b>
		<ul style="list-style-type: none"> <li>To improve appointment criteria for members of SCPC (amendments to the Law on Prevention of Corruption), including focus on experience and expertise instead of education, and to introduce public hearings at the Parliament at which CSOs with track record in this area will be able to interrogate candidates as part of the appointment process.</li> </ul>	MoJ, Parliament	<b>6</b>
		<ul style="list-style-type: none"> <li>To amend the Law on Public Procurements, in order to ensure that, in the future, all procurements must be previously assigned a budget line.</li> </ul>	Government, Parliament	<b>6</b>
		<ul style="list-style-type: none"> <li>Ministry of Finance to ensure access to information on daily spending by budget beneficiaries per transaction, in open data format, and for all accounts available to institutions.</li> <li>Within a period of 3 months, a working group to define which data will be published, in what format, and under which frequency (weekly, monthly...).</li> </ul>	MoF	<b>6</b>

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To amend Article 23 of the Law on State Audit, in order to stipulate mandatory annual audit of political parties.</li> </ul>	SAO, Parliament	6
		<ul style="list-style-type: none"> <li>To appoint new members to the Commission for Protection of the Right to Free Access to Public Information (CPRFAP). They should be independent experts with broad experience in the field of free access to information.</li> </ul>	MoJ, Parliament	6
		<ul style="list-style-type: none"> <li>To allow CPRFAP to initiate misdemeanour procedures against information holders in cases when they have not acted upon information requests.</li> </ul>	Parliament, CPRFAP	6
		<ul style="list-style-type: none"> <li>To introduce competences on publication and declassification of information categorized as “internal” with a view to protect the public interests, as defined in the Law on Protection of Whistleblowers.</li> </ul>	Government	6
		<ul style="list-style-type: none"> <li>To stipulate an obligation and to secure resources for institutions to actively publish documents and decisions categorized as public information.</li> </ul>	Government, CPRFAP	6
		<ul style="list-style-type: none"> <li>To provide sufficient resources (human: data experts) in order to enable thorough monitoring of conflict of interests for all elected and appointed officials, as well as for people employed in the administration, by means of automated cross-reference checks with data from public procurements and employment records.</li> </ul>	MoF, Parliament, SCPC	6
		<ul style="list-style-type: none"> <li>To introduce separate system on automated initiation of procedure by SCPC in cases when asset declarations are incomplete, i.e. lack information on origin of assets.</li> </ul>	MoJ, SCPC	6
		<ul style="list-style-type: none"> <li>To re-establish and ensure greater efficiency of the law-stipulated obligation for linking PRO and SCPC, in order to allow cross-reference checks of information provided in asset declarations.</li> </ul>	SCPC, PRO	9
		<ul style="list-style-type: none"> <li>To establish and build capacity of investigation centres at PPOCC.</li> </ul>	MoF, Parliament	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To open public debate on changed model for SCPC by amending the Law on Prevention of Corruption.</li> <li>To establish working group comprised of CSOs, SCPC's expert service, MoJ and other institutions, tasked to draft law amendments. Law amendments should include new criteria and method on appointment of members to SCPC, but also better definition of criteria related to their accountability and dismissal.</li> </ul>	SCPC's expert service, MoJ, CSOs	12
2.	Reduction of clientelism	<ul style="list-style-type: none"> <li>Bureau of Public Procurements (BPP) to publish all data on public procurements in open data format, in order to allow CSOs to investigate existence of clientelistic networks.</li> </ul>	BPP	3
		<ul style="list-style-type: none"> <li>To re-design use of lowest price as the single criterion for contract award. According to the new EU Directive "most economically advantageous bid" is defined as the main criterion, comprised of several elements which, in addition to price, also include quality and life cycle cost.</li> </ul>	MoF, BPP	3
		<ul style="list-style-type: none"> <li>To prohibit use of blank-signed resignations for elected or appointed officials, and to prohibit validity of letters of credit signed by elected and appointed officials who are dependent on political parties or on their political patrons. Issuance of sanctions against such practices should be integrated in the Electoral Code. Moreover, stipulated sanctions should include prohibition for participation on the next elections.</li> </ul>	Parliament, PPO	3
		<ul style="list-style-type: none"> <li>To develop analysis of financial implications and necessary budget funds for adequate enforcement of the Law on Protection of Whistleblowers.</li> </ul>	SCPC, MoF	3
		<ul style="list-style-type: none"> <li>BPP to ensure direct access for CSOs to monitor the work of public procurement commissions. Moreover, it should ensure that institutions publish complete documents of bidding companies, in order to facilitate monitoring of public procurements by the civil society.</li> </ul>	MoF, BPP	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To provide free-of-charge access to the Company Register (alternative: access should be provided free-of-charge only to CSOs and journalists).</li> </ul>	Government, Central Register of the Republic of Macedonia	6
		<ul style="list-style-type: none"> <li>To create working group comprised of representatives from SCPC, PRO, Financial Police and SAO, tasked to investigate political parties' financing and spending in the last three years. Methodology, findings and recommendations for next steps should be drafted in consultations with CSOs (with track record in the field of political party financing) throughout several stages of analysis development and investigation, in order to ensure transparency and accountability that cases emerging from these findings will be actually investigated and implemented.</li> </ul>	SCPC, SAO, PRO, Financial Police	6
		<ul style="list-style-type: none"> <li>To amend the Law on Protection of Whistleblowers, for the purpose of preventing the possibility for courts to disclose identity of whistleblowers at any moment, without their previous consent. Recommendations from the Venice Commission should be implemented.</li> </ul>	MoJ, Parliament	6
		<ul style="list-style-type: none"> <li>Institutions to nominate people that will receive reports from whistleblowers and forward such information to SCPC.</li> <li>SCPC to regularly update the list of nominated people.</li> </ul>	SABs, SCPC	6
		<ul style="list-style-type: none"> <li>To increase technical specifications on ensuring anonymity of whistleblowers at all times.</li> </ul>	MoJ, SCPC, Parliament	6
		<ul style="list-style-type: none"> <li>To revoke articles from the law regulating establishment of the Council of Public Procurements and to dismiss members of this Council.</li> </ul>	Parliament	6
		<ul style="list-style-type: none"> <li>To revise and amend the so-called negative references for companies.</li> </ul>	MoF, BPP	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To establish separate ad-hoc committees at the Parliament tasked to oversee large-scale public procurements.</li> </ul>	Parliament	6
		<ul style="list-style-type: none"> <li>To strengthen implementation of law-stipulated measures on 70% tax levy for illegal proceeds and to initiate adequate enforcement of the Criminal Code in relation to hiding manner of assets acquisition (Article 359-a)</li> </ul>	PRO	6
		<ul style="list-style-type: none"> <li>To publish information on property in possession of political parties.</li> </ul>	SAO	6
		<ul style="list-style-type: none"> <li>To link the Register of Assets, Revenue and Interests of Elected and Appointed Officials with PRO.</li> </ul>	SCPC, PRO	6
		<ul style="list-style-type: none"> <li>To amend the Electoral Code whereby political party for which two consecutive audit reports include qualification to be prohibited from participation in elections.</li> <li>Within a period of 3 months, the working group comprised of SAO and MoJ to establish which type of qualifications will be considered negative.</li> </ul>	MoJ, Parliament	9
		<ul style="list-style-type: none"> <li>To enhance competences of SAO, together with the Financial Police and National Bank of the Republic of Macedonia (NBRM), in relation to monitoring revenue and expenditure, as well as origin of money donated to political parties.</li> </ul>	SAO, FP, NBRM	9
		<ul style="list-style-type: none"> <li>To strengthen application of final confiscation in early stages of criminal proceedings in cases related to corruption.</li> </ul>	PPO, SCPC, SAO	9
		<ul style="list-style-type: none"> <li>To introduce system on political party financing exclusively from public funds and to prohibit any type of private donations. All registered political parties will be entitled to same basic amount of funds, while additional funds will be allocated in proportion to their number of MP seats (or municipal council members) won at the elections.</li> </ul>	MoJ	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>Alternative solution for political party financing: to introduce mechanism for mandatory verification of origin of funds donated and to increase tax levy on donations to political parties. The purpose of this proposal is to increase public revenue for interventions in other areas of public interest.</li> </ul>	MoJ	<b>12</b>

## ELECTIONS AND ELECTORAL SYSTEM

**K**ey priorities in this field include: continuing the reform of the State Election Commission (SEC) and electoral administration, and revision of the Voters List. In addition, proposals are made to address several long-standing weaknesses related to elections and the electoral system concerning manner in which MPs are elected, out-of-country voting, regulation of election campaigns, and participation of persons with disabilities in the election process.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Continuous reforms at SEC and electoral administration	<ul style="list-style-type: none"> <li>To amend the Electoral Code (EC) in regard to appointment of SEC' Secretary General by means of two-third majority vote.</li> </ul>	MoJ, Parliament	6
		<ul style="list-style-type: none"> <li>To amend the Electoral Code in regard to changed composition of municipal election committees and election boards whereby 1 member will come from the administration and 4 members from political parties.</li> </ul>	MoJ, Parliament	6
		<ul style="list-style-type: none"> <li>To establish separate body at SEC tasked with direct supervision on lower level electoral bodies.</li> </ul>	SEC	6
		<ul style="list-style-type: none"> <li>To revise and optimize SEC's budget by cutting unnecessary costs and by ensuring adequate financing of actual needs.</li> </ul>	SEC, MoF	6
		<ul style="list-style-type: none"> <li>To assess human resources and competences of employees at SEC's expert service and to take relevant measures (dismissal or recruitment of new staff).</li> </ul>	SEC, Secretary General	9
		<ul style="list-style-type: none"> <li>To digitalize work of SEC and of electoral administration.</li> </ul>	SEC	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
2.	Revision of the Voters List	<ul style="list-style-type: none"> <li>To extract disputable entries in the Voters List on separate register for the local elections.</li> </ul>	MoJ, SEC	3
		<ul style="list-style-type: none"> <li>To develop new protocol on efficient and effective communication among institutions competent to update the Voters List, including by meetings of the working group tasked to revise the Voters List.</li> </ul>	SEC, MoI, courts and Directorate on General Records	3
		<ul style="list-style-type: none"> <li>To develop new methodology on keeping and updating the Voters List that will replace the existing two methodologies and will include clear provisions and procedures for all aspects of this process.</li> </ul>	SEC	6
		<ul style="list-style-type: none"> <li>To introduce centralized database/ civic register that will be kept and managed by an independent body and will collect data on citizens in possession of all state institutions.</li> </ul>	Government, Parliament	12
		<ul style="list-style-type: none"> <li>To resolve the problem with street names and house numbers, in parallel to regulation of conditions for change of name streets.</li> </ul>	Real Estate Cadastre Agency, Central Register, LSGUs, Parliament	12
3.	Addressing weaknesses in election process and the electoral system	<ul style="list-style-type: none"> <li>To revise the Electoral Code in order to remove all legal gaps and contradictions, as well as to unify different and imprecise terms used for certain aspects of the election process.</li> </ul>	MoJ, Parliament	12
		<ul style="list-style-type: none"> <li>To align the Electoral Code and other related laws in terms of different aspects of the election process.</li> </ul>	MoJ and other competent institutions, Parliament	12
		<ul style="list-style-type: none"> <li>To open broad debate on the possibility to improve the electoral system by introducing preferential votes, as well as on the number of electoral districts. To amend the Electoral Code, if needed.</li> </ul>	MoJ, Parliament, SEC, political parties, experts, civil society	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To open broad debate on all aspects of out-of-country voting: number and place of residence for nationals of the Republic of Macedonia living abroad, electoral system, number of electoral districts, number of MP seats, equality of vote, manner of voting, followed by amendments to the Electoral Code.</li> </ul>	MoJ, Parliament, SEC, political parties, civil society, diaspora representatives	<b>12</b>
		<ul style="list-style-type: none"> <li>To regulate allowed activities of political parties in the period between announcement of elections and confirmation of lists with candidates. Alternative options: election campaign to start from announcement of elections or not to be regulated at all.</li> </ul>	MoJ, Parliament	<b>12</b>
		<ul style="list-style-type: none"> <li>To ensure equal conditions for participation of persons with disabilities in the election process (status of persons with disabilities, access to polling stations, method on arranging polling station, balloting box and balloting shields, balloting manual, balloting method, ballots and other materials, SEC's website). To amend the Electoral Code where necessary.</li> </ul>	MoJ, Parliament, SEC	<b>3</b>
		<ul style="list-style-type: none"> <li>To align election legislation with provisions from the UN Convention on the Rights of Persons with Disabilities, with involvement of persons with disabilities and their CSOs in this process.</li> </ul>	Government, MoJ, Parliament, SEC	<b>12</b>

## PUBLIC ADMINISTRATION

The public administration is extremely politicized and used as one of the main pillars for political party clientelism. Frequent changes of the legal framework, accompanied by its selective enforcement and lack of transparency have created insecurity both within the administration, and in terms of service provision to citizens. The ten-year long process of non-objective recruitment and promotion has contributed to the capture of institutions.

Measures proposed are aimed to strengthen the system of employment and promotion on the basis of principles and merits, which will stimulate professionalism and competence in public administration. The ultimate goal is to restore integrity of institutions and the public's trust in them, as well as to attain proportionally-sized, politically independent and efficient administration. Having in mind the deeply rooted practices on party interference in the state institutions, the new government must ensure effective separation of the state and party.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Transparency and accountability	<ul style="list-style-type: none"> <li>To increase scope of open data published by the government and public sector institutions, including active transparency (government to take decision whereby all public sector institutions will be tasked to publish on their websites annual operation reports for the last three years, strategies and action plans they are competent to implement, annual operation programmes, systematization of job positions and organograms, as well as responses to information requests in the last three years).</li> </ul>	Government, all public sector institutions	3
		<ul style="list-style-type: none"> <li>To ensure regular and timely publication of agendas and minutes from government sessions, and decisions taken, including those that are not published in the "Official Gazette of the Republic of Macedonia".</li> </ul>	Government, General Secretariat	3
		<ul style="list-style-type: none"> <li>To draft recommendations on open data management, including establishment of minimum standards for central and local administration.</li> </ul>	MISA	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To review/revise all classified information within state administration bodies (for information that do not concern state security, but “are classified as such” by information holders, in order to conceal state budget spending).</li> </ul>	Directorate on Classified Information, Government, SABs	<b>9</b>
		<ul style="list-style-type: none"> <li>To expand the mandate of the Commission for Protection of the Right to Free Access to Public Information to initiate misdemeanour procedure against information holders in cases when they have not disclosed requested information.</li> </ul>	MoJ, CPR-FAPI	<b>12</b>
<b>2.</b>	Human resource management	<ul style="list-style-type: none"> <li>To adopt manual on prevention of abuse of state resources for political party goals with detailed instructions on implementation of legal provisions from relevant laws and bylaws.</li> </ul>	Government	<b>3</b>
		<ul style="list-style-type: none"> <li>To develop report with comprehensive data on employments made by means of task contracts, agencies for temporary employment, consultation contracts, etc. (as minimum standard, this information should include data on type of contracts, duration, amount/salary, demographic characteristics, etc.).</li> </ul>	MISA	<b>3</b>
		<ul style="list-style-type: none"> <li>To increase transparency of data on public sector employees:                             <ol style="list-style-type: none"> <li>publication of lists of currently employed people (recruited job positions) in the public sector (name and surname, category/title and job position, year of employment in public sector and total working experience, job description and contact details);</li> <li>publication of the overview of issued disciplinary measures and results from performance assessment (according to above-enlisted categories in order to enable assessment of employment practices).</li> </ol> </li> </ul>	MISA, all public sector institutions	<b>3</b>

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To ensure comprehensiveness of the methodology applied in the development of reports on the register of public sector employees (involvement of all public sector institutions, with desegregated data according to employment type, including temporary employments) and to keep and upgrade data at the level of individual public sector institution.</li> </ul>	MISA	9
		<ul style="list-style-type: none"> <li>To restore the format of disciplinary commissions comprised of three members and increase responsibility of the departments on human resource management in disciplinary procedures.</li> </ul>	MISA	9
		<ul style="list-style-type: none"> <li>To review/revise the methodology on performance assessment for civil servants and to introduce aligned methodology on performance assessment for all public sector employees.</li> </ul>	MISA	6
		<ul style="list-style-type: none"> <li>To ensure adherent and regular implementation of Article 19a from the Law on Civil Servants (commission for revision of civil servant recruitment procedure performed by the Administration Agency), including revision of all recruitment procedures implemented in 2015 and 2016. Also, to reconsider the possibility to expand the mandate of this commission.</li> </ul>	MISA, Administration Agency	9
3.	Promoted enforcement of the Law on General Administrative Procedure (LGAP)	<ul style="list-style-type: none"> <li>To prepare information on previous implementation of LGAP, with identification of key challenges and proposed solutions.</li> </ul>	MISA	3
		<ul style="list-style-type: none"> <li>To ensure adherent implementation of LGAP by establishing organizational units tasked to lead administrative procedure and by authorizing department heads to take decisions in administrative procedures (selection thereof to depend on systematization acts, i.e. job positions).</li> </ul>	SABs	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
4.	Inclusive and quality Strategy on Public Administration Reform	<ul style="list-style-type: none"> <li>To develop fully functional analysis of all institutions under the executive government (and the public sector).</li> </ul>	Government, MISA	12
		<ul style="list-style-type: none"> <li>To reconsider the possibility to reform or to abandon the system of open job positions, whereby this practice would be an exception, not general principle for recruitment of civil servants. <u>Alternative solution</u>: to establish stricter carrier system (opinions on this issue are different).</li> </ul>	MISA	3
		<ul style="list-style-type: none"> <li>To establish the group of senior civil servants that will be fully professionalized, and to separate their term of office from the government's term of office.</li> </ul>	MISA	3
		<ul style="list-style-type: none"> <li>To establish comprehensive state service that will include all institutions of the central executive government and will be subject of same rules on human resource management.</li> <li>To align special regulations with the general legislative framework (Law on Civil Servants and Law on Public Sector Employees).</li> </ul>	MISA	12
		<ul style="list-style-type: none"> <li>To strengthen and expand role of the Administration Agency, especially in relation to training (Training Academy) and assessment and evaluation of policy success (Centre of Excellence).</li> </ul>	MISA	6
		<ul style="list-style-type: none"> <li>To re-examine the training model, i.e. to conduct functional analysis in compliance with needs and competences of civil servants.</li> </ul>	MISA	3
		<ul style="list-style-type: none"> <li>To adopt comprehensive regulations related to cabinets of political managers (including roles, rights and responsibilities of special advisors and cabinet civil servants vis-a-vis professional civil servants, number of advisors, their salary brackets, rewards, etc.)</li> </ul>	MISA	6
		<ul style="list-style-type: none"> <li>To implement measures in order to ensure interoperability of different databases.</li> </ul>	MISA	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
5.	Inclusive evidence-based policy making	<ul style="list-style-type: none"> <li>All ministries to publish annual plans on Regulatory Impact Assessment (RIA).</li> </ul>	Government, SABs	3
		<ul style="list-style-type: none"> <li>To ensure consistent, timely and full implementation of the methodology for RIA, including mandatory consultations with the civil society.</li> </ul>	SABs	9
		<ul style="list-style-type: none"> <li>To develop self-evaluation report on quality of consultation processes in the last year (feedback from stakeholders, institutions' response, accepted/rejected proposals, reasons thereof, etc.).</li> </ul>	SABs	9
		<ul style="list-style-type: none"> <li>To increase availability and quality of all data generated by the administration as records on its operation and performance.</li> </ul>	SABs	9
		<ul style="list-style-type: none"> <li>To publish plans on evaluation and implementation of anticipated ex-post analyses of laws in the last year.</li> </ul>	SABs	12
		<ul style="list-style-type: none"> <li>To extend timeframe for consultations on ENER to at least 20 days.</li> </ul>	MISA, Government	6
6.	Application of the principle on adequate and equitable representation	<ul style="list-style-type: none"> <li>To recruit vacant management positions from existing staff at institutions, in compliance with the principle of merit and equitable representation.</li> </ul>	MISA	6
		<ul style="list-style-type: none"> <li>To implement the methodology on employment in public sector, including by reallocation of already employed staff according to the principle of equitable representation and issuance of sanctions for failure to comply with this principle.</li> </ul>	MISA	12
		<ul style="list-style-type: none"> <li>To establish the model on management of diversity in the public administration.</li> </ul>	MISA, SIOFA	12
		<ul style="list-style-type: none"> <li>To apply the principle of adequate and equitable representation according to the merit principle for employment in the public sector, with special focus on smaller communities, including those that are not named in the Constitution.</li> </ul>	MISA	12

## OVERSIGHT ON THE POLICE AND THE AGENCIES FOR SECURITY AND (COUNTER)INTELLIGENCE

**A**lthough operation of the Ministry of Interior and the services for intelligence and counterintelligence is subject of control under internal and external mechanisms, they have failed to achieve expected results, while the wiretapped conversations disclosed in early 2015 provide the biggest evidence of such failure.

In 2012, then opposition political parties presented the Parliament with draft Law on the Police Ombudsman, but this piece of legislation was rejected by the parliamentary majority. In April 2014, MoI stated that it will establish an independent external control mechanism. In 2016, with support from the Council of Europe and MoI, an expert working group was established and proposed specific solutions for the situation in Macedonia.

The main goal is to ensure credible, effective and external civic oversight on the police and the secret services, whereby the future independent external control mechanism for the police should include members (on equitable footing) from CSOs, universities, prosecution services and retired police officers with equal tasks and responsibilities, in order to strengthen parliamentary oversight on the police and the intelligence services, increase financial control over the Ministry of Interior, as well as enhance independent control and oversight mechanisms for operation of security and (counter)intelligence services.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Establishment of independent external control mechanism on the police	<ul style="list-style-type: none"> <li>To open public debate on proposals from the expert working group supported by the Council of Europe for external control mechanism on operation of the police on the part of independent civic control body or separate department within the Ombudsman Office.</li> </ul>	Mol, MoJ, PPO, Council of Public Prosecutors, Parliament, Ombudsman	3
		<ul style="list-style-type: none"> <li>To support legal solutions proposed by the working group supported by the Council of Europe for oversight on police operation by the Public Prosecution. State institutions should request involvement of the Council of Europe for continuation and completion of this process.</li> </ul>	Mol, MoJ, PPO, Parliament	9
		<ul style="list-style-type: none"> <li>To establish working group tasked to draft law on external control mechanism for the police.</li> </ul>	Mol, MoJ, PPO, Parliament, Ombudsman	3
		<ul style="list-style-type: none"> <li>To open public debate about proposed legal framework on the external control mechanism for the police.</li> </ul>	Mol, MoJ, PPO, Parliament, Ombudsman	6
		<ul style="list-style-type: none"> <li>To adopt law amendments that will ensure external control mechanism for the police.</li> </ul>	Mol, MoJ, PPO, Parliament, Ombudsman	9
2.	Improved internal control mechanism at the police	<ul style="list-style-type: none"> <li>To establish working group tasked to revise and amend laws and bylaws related to the department on internal control, criminal investigation and professional standards.</li> </ul>	Mol, MoJ, PPO, Parliament, Ombudsman, police trade union	3
		<ul style="list-style-type: none"> <li>To open public debate on revision and amendment of laws and bylaws related to the department on internal control, criminal investigation and professional standards.</li> </ul>	Mol, MoJ, PPO, Parliament, Ombudsman, involvement of the police trade union	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To adopt law and bylaw solutions related to the department on internal control, criminal investigations and professional standards.</li> </ul>	Mol, MoJ, PPO, Parliament, Ombudsman, police trade union	9
3.	Increased financial control for the Ministry of Interior	<ul style="list-style-type: none"> <li>To conduct external audit of financial operations at the Ministry of Interior.</li> </ul>	Mol, SAO	6
4.	Improved integrity of the police	<ul style="list-style-type: none"> <li>To establish working group, through inclusive process, tasked to develop integrity plan for the police.</li> </ul>	Mol	3
		<ul style="list-style-type: none"> <li>To develop new integrity plan for the police.</li> </ul>	Mol	9
5.	Improved performance of the system on security and (counter) intelligence in terms of greater efficiency, legality of operations, and respect for human rights	<ul style="list-style-type: none"> <li>To amend the Law on Electronic Communications in order to revoke UBK's mediation role and direct access to technical equipment allowing mirroring of communication signal, i.e. to ensure that access thereto is granted exclusively upon court order.</li> </ul>	MISA, Mol, UBK, Parliament, AEC	3
		<ul style="list-style-type: none"> <li>To establish interdisciplinary working group to re-examine operation of the system on security and (counter)intelligence.</li> </ul>	Mol, President of State, MoD, MoJ, Intelligence Agency, Parliament, UBK	3
		<ul style="list-style-type: none"> <li>To draft proposals to amend the legislative framework in order to improve operation of the system on security and counter(intelligence).</li> </ul>	Mol, President of State, MoD, MoJ, Intelligence Agency, Parliament, UBK	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
6.	Strengthening parliamentary oversight on operation of agencies for security and (counter) intelligence	<ul style="list-style-type: none"> <li>To strengthen capacity of the Committee on Oversight for Implementation of Special Investigation Measure for Interception of Communications and Committee on Oversight for the Directorate on Security and Counterintelligence (UBK) and the Intelligence Agency (IA), by engaging experts.</li> </ul>	Parliament	9
		<ul style="list-style-type: none"> <li>To establish cooperation between parliamentary committees and other bodies with competences in oversight and control over security and intelligence services.</li> </ul>	Parliament, Directorate for Protection of Personal Data, SAO, PPO, Ombudsman	3
		<ul style="list-style-type: none"> <li>To amend the legislative framework in order to fully establish the mandate of parliamentary oversight committees and mechanisms.</li> </ul>	Parliament, UBK	6
		<ul style="list-style-type: none"> <li>To amend the legislative framework in order to include precise definition of UBK's obligations in relation to the parliamentary oversight committee.</li> </ul>	Parliament, UBK	6
		<ul style="list-style-type: none"> <li>To ensure access to the database from interception of communications kept at the secret services for the needs of scheduled and unscheduled oversight on the part of relevant oversight bodies. In that, names should not be disclosed to bodies performing oversight.</li> </ul>	Parliament, MoI, Ombudsman, Directorate for Protection of Personal Data	9
		<ul style="list-style-type: none"> <li>To amend the Criminal Code in order to stipulate obstruction to oversight performance as criminal offence.</li> </ul>	Parliament, MoJ	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To develop annual work plan of the Committee on Oversight for Implementation of Special Investigation Measure on Interception of Communication and Committee on Oversight for the Directorate on Security and Counterintelligence and the Intelligence Agency.</li> </ul>	Parliament	3
7.	Strengthened control over telecommunication operators in terms of interception of communications	<ul style="list-style-type: none"> <li>To ensure parliamentary committees perform oversight on telecommunication operators.</li> </ul>	Parliament	6
		<ul style="list-style-type: none"> <li>To introduce more rigid sanctions for employees at operators when they engage in unauthorized access or allow unauthorized access to meta-data or to contents of communications.</li> </ul>	Parliament, MISA, Mol	9
8.	Introduction of additional civic/expert oversight on interception of communications	<ul style="list-style-type: none"> <li>To open debate on introduction of additional civic/expert oversight on interception of communications.</li> </ul>	Parliament, President of State, Mol, AEC, academic community	6
9.	Improved transparency of state institutions and operators	<ul style="list-style-type: none"> <li>To introduce legal obligation for courts to publish, on annual level, the number of requests from state bodies for interception of communications (identical methodology as the one used for the public prosecution), number of people covered by said requests, and how many of them were rejected by the courts. Statistical data should be published within a deadline of three months after the end of calendar year.</li> </ul>	Parliament, MoJ, Judicial Council	6
		<ul style="list-style-type: none"> <li>To introduce legal obligations for operators to publish, on annual level, statistical data on the number of received court orders and the number of intercepted telephone lines.</li> </ul>	Parliament, MoJ, MISA, Judicial Council	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
10.	Advance education for institutions with competences in the field of interception of communications	<ul style="list-style-type: none"> <li>To intensify training for public prosecutors and judges on protection of the right to privacy and proportionality in use of the measure on interception of communications.</li> </ul>	Academy for Judges and Public Prosecutors	3
		<ul style="list-style-type: none"> <li>To provide education for employees at Ministry of Interior, Ministry of Defence, Financial Police and Customs Administration on the concept of oversight and accountability and the importance of this concept for democratic society.</li> </ul>	MoI, MoD, Financial Police, Customs Administration	6
11.	Enhanced oversight by independent mechanisms on operation of the agencies for security and (counter)intelligence	<ul style="list-style-type: none"> <li>Independent oversight mechanisms to proactively use their competences in terms of overseeing operation of the agencies for security and (counter)intelligence.</li> </ul>	Ombudsman, SAO, Directorate for Protection of Personal Data	3
		<ul style="list-style-type: none"> <li>To organize intensive training for employees and employ experts in order to strengthen capacity of independent oversight mechanisms (Ombudsman, State Audit Office, Directorate for Protection of Personal Data).</li> </ul>	Ombudsman, SAO, Directorate for Protection of Personal Data	12

## PARLIAMENT

The principle of power sharing establishes the important role of the Parliament in a democratic state. In particular, the Parliament is obliged to determine the political path of the state by reconsidering, discussing and adopting laws, in order to fulfil its legislative role. In the last several years, the Parliament of the Republic of Macedonia became increasingly dependent on the executive power. Government and its ministries are the biggest proposers of laws, while the Parliament functions as verifier of proposed laws, thereby minimizing its legislative role. Except for poor engagement in terms of fulfilling its legislative role, the Parliament has also failed to perform its obligation related to controlling and overseeing the work of the executive branch, and thereby to limit the government in making decisions that are contrary to the public interest, and with this failing to fulfil its obligation in representing the citizens of the Republic of Macedonia and their voice. This has contributed to deteriorated quality of legislation, legal insecurity, disturbed principle on power sharing, diminished importance of the Parliament's oversight role and decreased accountability and transparency of institutions.

Having in mind current context at the Parliament and other state bodies, this document includes measures aimed to improve its role. First, the document focuses on transparency in operation of the Parliament and involvement of the public, followed by measures aimed to improve parliamentary oversight. Measures enlisted in the third section of the matrix are focused on the legislative procedure and its effectiveness, as well as quality of parliamentary discussions, while also reflecting on the Parliament's role in the EU integration process.

Proposed reform measures for the Parliament are of great priority for the democratization process in the Republic of Macedonia and underline the important role it has.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Greater transparency in operation of MPs, in order to increase overall transparency of the Parliament	<ul style="list-style-type: none"> <li>To complete website profiles of MPs with contact telephone and enrich information in MPs’ biographies; to complete website profiles of MPs with voting history on all agenda items in which they participated (following the example of the European Parliament); to upload information on travelling costs on website profiles of MPs, including information about when and on which agenda items they have taken the speaking podium, and upload link to MPs’ asset declarations hosted on SCPC’s website (following the example of the United Kingdom House of Representatives and the United States Congress); to provide open data records on MPs’ attendance and publish them on their website profiles.</li> </ul>	Parliament and parliamentary service	9
		<ul style="list-style-type: none"> <li>MPs contacts with citizens: to publish announcements on the website about time and venue (Fridays) for citizens to be able to attend these meetings and to design separate website section “Questions for MPs” where citizens can post questions for MPs, and to make questions publicly visible. This website section should allow citizens to support already posted questions by others, whereby certain questions of higher public interest will have greater support and will be given priority in responding by MP addressed with the question or other MPs. Other functions that need to be enabled on the website include submission of electronic petitions to the Parliament, MPs or parliamentary groups.</li> </ul>	Parliament and parliamentary service	9
		<ul style="list-style-type: none"> <li>To upload general log and calendar of meetings held at the Parliament, including information about MPs and their collocutors. Same information, only broken down at level of individual MPs should also be uploaded on their website profiles (on quarterly level).</li> </ul>	Parliament and parliamentary service	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To develop and upload clear template for application to monitor plenary sessions or sessions of working bodies, and to develop and upload clear template for application to participate in session of working bodies (for previous two items, the Parliament has to designate an address/officer responsible to receive the application, and to enlist deadline for application response, identify person responsible to act upon applications and provide explanation when applications are rejected).</li> </ul>	Parliament and parliamentary service	9
		<ul style="list-style-type: none"> <li>To develop manual that will explain in plain language and step by step all stages for citizens and CSOs to initiate legislative procedure, as well locations for collection of signatures within the electoral districts.</li> </ul>	Parliament and parliamentary service	9
2.	Strengthened programme scheme on the Parliament Channel carried by the public service broadcaster, for the purpose of enabling timely information on schedule of plenary and committee sessions, as well live streaming	<ul style="list-style-type: none"> <li>According to Article 35 from the Law on the Parliament, Programme Council for the Parliament Channel ensures broadcast of activities at the Parliament and therefore the Law on the Parliament should include provisions that regulate operation of the Parliament Channel and website according to principles enlisted in the priorities.</li> </ul>	Parliament and Programme Council for the Parliament Channel	9
3.	Publishing shorthand notes from committee sessions on the Parliament's website, as is currently applicable in the case of plenary sessions. In addition to footage from plenary sessions, uploading footage from committee sessions on the Parliament's website	<ul style="list-style-type: none"> <li>To change Article 107 from the Rules of Procedures for the Parliament in order to stipulate mandatory publication of shorthand notes from commission sessions on the Parliament's website.</li> </ul>	Parliament and parliamentary service	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>According to Article 233 of the Rules of Procedure, the Parliament has its own website that hosts general data about the Parliament, its working bodies, Parliament Speaker, MPs, parliamentary groups, legislation adopted, sessions and other activities of the Parliament and the parliamentary services, and other data related to organization and work of the Parliament.</li> </ul> <p>This section needs to include detailed regulation whereby in addition to plenary sessions, the Parliament is also obliged to publish footage from committee sessions.</p> <p>In that, availability of videos uploaded on the Parliament's website should not be limited to one Internet browser (Internet Explorer).</p>	Parliament and parliamentary service	<b>12</b>
		<ul style="list-style-type: none"> <li>To publish and make easy for browsing documents accompanying proposed laws (reports, RIA, analyses) on the Parliament's website.</li> </ul>	Parliament and parliamentary service	<b>9</b>
<b>4.</b>	Development of new systematization act for the parliamentary service, in order to make it more efficient, professional and better staffed	<ul style="list-style-type: none"> <li>Secretary General of the Parliament to draft and adopt new systematization act for the parliamentary service.</li> </ul>	Parliament and parliamentary service	<b>9</b>
<b>5.</b>	Introduction of mechanisms for meaningful involvement of stakeholders, especially the civil society, by means of registration and accreditation according to thematic areas	<ul style="list-style-type: none"> <li>To introduce provisions in the Rules of Procedure for the Parliament in order to establish and regulate registration and accreditation of stakeholders for participation in parliamentary activities.</li> </ul>	Parliament	<b>12</b>

No.	Priority	Measure	Competent institution(s)	Deadline (months)
6.	<p>Ensuring predictability of parliament operation, as precondition for greater legal security, which can be achieved in two ways:</p> <p>Through introduction of monthly or quarterly schedule on all parliament activities, in order to facilitate easier involvement of stakeholders in the legislative process</p> <p><u>Alternative solution:</u> According to the Constitution, the Parliament is always in session, but there is a possibility for operation in cycles of 6 weeks, whereby the first two weeks are dedicated to sessions of working bodies (parliamentary committees) and MPs' meetings with constituents and stakeholders, the second two weeks are dedicated to work of committees in preparation of plenary sessions and third two weeks are reserved for plenary sessions. The cycle is repeated immediately after completion of the last plenary session from the previous cycle</p>	<ul style="list-style-type: none"> <li>To introduce provisions in the Rules of Procedure for the Parliament that will allow creation of regular monthly/quarterly schedule of its activities and alternative solution for parliament work according to cycles of 6 weeks.</li> </ul>	Parliament	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
7.	Reform and stipulate public hearings as mandatory at the beginning of all legislative process. At the moment, decision on need for public hearing is left to discretion of parliamentary committees' chairs	<ul style="list-style-type: none"> <li>To introduce separate section in the Rules of Procedures for the Parliament that will regulate public hearings as mandatory at the beginning of all legislative processes or to add new articles in the section on working bodies, i.e. Articles 117-131 of the Rules of Procure for the Parliament.</li> </ul>	Parliament	12
8.	Public access to analyses developed by the Parliamentary Institute	<ul style="list-style-type: none"> <li>To publish analyses on websites of the Parliamentary Institute and of the Parliament.</li> </ul>	Parliamentary Institute	6
9.	Simplification of the procedure on scheduling oversight hearing, i.e. instead of 15, only 10 MPs to be required for initiation of oversight hearings, after which chair of relevant working body should immediately schedule such hearing  Stipulation of mandatory attendance for witnesses and public officials at oversight hearings when invited by the Parliament	<ul style="list-style-type: none"> <li>To amend Article 21, paragraph 3 from the Law on the Parliament in order to lower threshold for oversight hearing to be requested by 10 MPs.</li> </ul>	Parliament	12
		<ul style="list-style-type: none"> <li>To amend Article 20, paragraph 4 from the Law on the Parliament in order to replace the word obligation with mandatory attendance (<i>"When invited, relevant officials shall be obliged to attend the session intended as oversight hearing"</i>).</li> </ul>	Parliament	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
10.	Obligation for all public officials and representatives of state institutions to elaborate their reports before the Parliament, in order to increase their accountability and introduction of measure on dismissal of representatives from institutions in cases when they have not responded to two invitations from the Parliament	<ul style="list-style-type: none"> <li>MPs to hold responsible and demand resignation from public officials which have refused (have not responded to two invitations from the Parliament) to attend committee sessions intended for them to elaborate their reports. This through the establishment of a legislative framework (amend articles from the Rules of Procedures in the section on working bodies – articles 117-131) for encouraging greater responsibility on the part of institution managers that do respond to invitations by the Parliament.</li> </ul>	Parliament	12
11.	Introduction of sessions for reconsideration of extraordinary reports from regulatory and supervisory bodies at the Parliament in cases of election fraud, media clientelism and high level corruption, on request by the Parliament. This will strengthen the Parliament's oversight and control role over these bodies	<ul style="list-style-type: none"> <li>To introduce new provisions in the Rules of Procedures, whereby on request from the Parliament regulatory and supervisory bodies will be obliged to submit extraordinary reports in cases of reconsidering cases of election fraud, media clientelism and high level corruption.</li> </ul>	Parliament	12
12.	Strengthening the composition of parliamentary committees tasked with oversight on UBK and Mol with experts and representatives from the civil society, on equal footing. This will strengthen expertise and trust in these parliamentary committees	<ul style="list-style-type: none"> <li>To strengthen the composition of parliamentary committees tasked with oversight on UBK and Mol with experts and civil society representatives. This will strengthen expertise and trust in these parliamentary bodies.</li> </ul>	Parliament	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
13.	Stricter deadlines and sanctions in cases when UBK and Mol ignore recommendations or requests from the Parliament. The same should be anticipated for other institutions that are subject of parliamentary oversight	<ul style="list-style-type: none"> <li>To introduce strict deadlines and sanctions in cases when UBK and Mol ignore recommendations or requests from the Parliament.</li> </ul>	Parliament	9
14.	Mandatory participation in hearings organized as part of inquiry committees. Introduction of reporting mechanisms from inquiry committees (uploading footage on the Parliament's website)	<ul style="list-style-type: none"> <li>To establish the legislative framework regulating work of inquiry committees (in the section on working bodies, i.e. Articles 117 to 131 from the Rules of Procedures for the Parliament), including regulation of mandatory attendance for witnesses, introduction of oath declaration for witnesses and definition of relations between parliamentary inquiries and the judiciary.</li> </ul>	Parliament	12
15.	Obligation of the Parliament to reconsider annual audit reports (SAO) and to adopt relevant conclusions upon them. The Parliament should forward negative audit reports to relevant bodies and to request establishment of relevant misdemeanour, criminal and political responsibility. The same principle should be applied to annual reports of other regulatory bodies, including the State Commission for Prevention of Corruption (SCPC)	<ul style="list-style-type: none"> <li>To amend provisions from the Law on State Audit (Article 33) and the Law on Prevention of Corruption (Article 49) whereby these institutions, in addition to the reporting obligation, will also be subject of misdemeanour, criminal and political responsibility before the Parliament. After completion of discussion within relevant parliamentary committees, conclusion should be adopted, followed by approval or rejection of annual reports and they should be put on the agenda for the next plenary session.</li> </ul>	Parliament	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
16.	Introduction of two-third majority vote for adoption of laws in fast-track procedures, and establishment of the list of acts that could not be adopted in fast-track procedure	<ul style="list-style-type: none"> <li>To amend Article 171 from the Rules of Procedure for the Parliament in order to introduce the rule on two-third majority vote for adoption of laws in fast-track procedures, and to introduce the list of laws that cannot be adopted in fast-track procedure.</li> </ul>	Parliament	12
17.	Need to reform membership in parliamentary committees: deputy chairs of working bodies should be standing members. At the moment, deputy chairs are often not standing members of committees they chair in the absence of the committee chair	<ul style="list-style-type: none"> <li>To add new articles in the Rules of Procedures for the Parliament, in the section on working bodies at the Parliament (Articles 117 to 131).</li> </ul>	Parliament	12
18.	Deletion of limit for MPs to take speaking podium only once during sessions from the Rules of Procedures and allowing MPs to register for speaking throughout the plenary discussion	<ul style="list-style-type: none"> <li>To change Article 80, paragraph 2 from the Rules of Procedures for the Parliament in order to delete the provision whereby MPs can request to speak within the first minute from opening plenary discussion on particular agenda item and allow them to register for speaking throughout the entire plenary discussion.</li> </ul>	Parliament	12
		<ul style="list-style-type: none"> <li>To change Article 86, paragraph 1 from the Rules of Procedure for the Parliament in order to delete the limit for MPs to take speaking podium only once during plenary discussion, whereby second speech of any MP for the same agenda item should be limited to 5 minutes, with the first speech regulated in duration of 10 minutes, while coordinators of parliamentary groups or authorized proposer of the law discussed to be given 15 minutes.</li> </ul>	Parliament	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
19.	Introduction of two sessions for MP questions per month and extended duration for MP questions	<ul style="list-style-type: none"> <li>To change Article 39, paragraph 1 from the Rules of Procedure for the Parliament in order to introduce two sessions for MP questions per month.</li> </ul>	Parliament	12
		<ul style="list-style-type: none"> <li>To change Article 39, paragraph 5 from the Rules of Procedure for the Parliament in order to extend presentation of MP questions to 15 minutes and to allow MPs a period of 5 minutes to elaborate whether they are satisfied with answers given.</li> </ul>	Parliament	12
20.	Increased transparency of the budgeting procedure by amending the Rules of Procedure in the section on budget matters, aimed to increase availability of all information relevant for this process	<ul style="list-style-type: none"> <li>To increase transparency of the budgeting procedure by amending the Rules of Procedure in the section on increasing availability of all information relevant for the budget.</li> </ul>	Parliament	12
		<ul style="list-style-type: none"> <li>Extend duration of budget discussions, in order to reconsider all constitutional amendments, by amending Article 180-a, paragraph 1 from the Rules of Procedure whereby instead of 10 days, the state budget could be discussed over a period of 15 working days.</li> </ul>	Parliament	12
		<ul style="list-style-type: none"> <li>To increase transparency of the budgeting procedure by publication of the final budget adopted and six-month reports on budget execution, i.e. budget spending.</li> </ul>	Parliament	12
21.	Clear definition of the parliament procedure in reconsideration and adoption of the final budget account	<ul style="list-style-type: none"> <li>To introduce clear definition of the parliament procedure on reconsideration and adoption of the final budget account in the Rules of Procedures for the Parliament in the section governing the procedure on adoption of the Budget and Final Budget Account.</li> </ul>	Parliament	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
22.	Strengthened role of the budget council for greater independence of the Parliament from the executive branch of government in development of the Parliament's annual budget	<ul style="list-style-type: none"> <li>To integrate budget projections from the parliament budget council in their entirety, when developing the proposed state budget.</li> </ul>	Parliament and MoF	12
23.	Activities related to the Parliament's strengthened role in the EU accession process	<ul style="list-style-type: none"> <li>Committee on European Affairs to verify alignment of proposed legislation with the EU acquis in the final legislative stage.</li> </ul>	Parliament	9
		<ul style="list-style-type: none"> <li>To introduce online register of EU-flagged laws for easier browsing on the Parliament's website.</li> </ul>	Parliament	9
		<ul style="list-style-type: none"> <li>To clearly define competences of Committee on European Affairs (CEA) and National Council for European Integration (NCEI) in order to avoid overlapping competences and ensure maximum utilization of NCEI's capacity for strengthening CEA's role in terms of supervision and promotion of legislation alignment.</li> </ul>	Parliament	9

## CIVIL SOCIETY

At the moment, the civil society expects changes that would improve state-of-affairs, both in terms of the policy-making process and the political process. Especially negative is the experience with the politically motivated controls of the civil society (the so-called de-Sorosization) which started immediately after the parliamentary elections held in December 2016, and are initiated on disputable grounds and represent form of institutional persecution of CSOs. However, as of recently, the government demonstrated certain initiative for inclusion and consultations of the civil society. There is a significant need to create an enabling environment for the civil society, to establish relevant (needs-based), transparent and accountable public financing of civil society and its development. Existing mechanisms and practices for consultations with civil society need to be improved, together with ensuring essential civic participation, both on general and individual policy level, which would increase the impact of the institutions and would promote the policy-making processes.

Civic participation in policy-making and political processes should be improved by means of: resolution of institutional persecution against the civil society sector; establishment of independent and representative Council for Cooperation with CSOs; establishment of relevant (needs-based), transparent and accountable public financing of civil society and its development; adoption of the Strategy on Government's Cooperation with the Civil Society 2018-2021 and its annual action plans, with active participation of the civil society; increased competences for the Department on Cooperation with CSOs at the General Secretariat and capacity building for creation of enabling environment for the civil society; guarantees for civic participation in consultation processes; amendments to relevant legislation in order to significantly decrease threshold for initiation of referenda, legislative initiatives and petitions; amendments to regulations on independent operation and equal opportunities for CSOs; revision of legislation governing tax levies for associations and organizations (accurate definition of the status of public benefit); better conditions for working in CSOs, internship, volunteering and youth work; and legislative framework on the right to peaceful assembly in compliance with international standards and efficient implementation thereof.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Resolution of institutional persecution against the civil sector	<ul style="list-style-type: none"> <li>• To discontinue politically motivated investigations and controls at CSOs (so-called de-Sorosization).</li> <li>• To identify inspirers, order-makers and executors of this political persecution against CSOs by the state institutions.</li> <li>• To examine grounds and responsibility for the orchestrated institutional persecution against CSOs.</li> <li>• To investigate and establish abuse of office for order-makers and executors.</li> </ul>	State Commission for Preventing Corruption (SCPC), Public Prosecutor Office (PPO), Public Revenue Office (PRO), Financial Police, Ministry of Interior (Mol), Parliament, Agency for Financial Intelligence	3
2.	Establishment of independent and representative Council for Cooperation with CSOs	<ul style="list-style-type: none"> <li>• To annul the previously taken decision.</li> <li>• To organize consultations for adoption of new decision for the Council, with full cooperation of CSOs, which regulate council structure, criteria and organization, and appointment of council members.</li> <li>• To organize appointment of council members with due respect for recommendations made by CSOs.</li> <li>• To establish criteria on representativeness.</li> </ul>	General Secretariat, Secretariat on European Affairs (SEA)	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
3.	Establishment of relevant (needs-based), transparent and accountable public financing of civil society and its development	<ul style="list-style-type: none"> <li>• Government’s General Secretariat to declare moratorium on awarding funds to CSOs until adoption of clear procedures and criteria on state financing of CSOs.</li> <li>• To publish all reports and assessments on activities implemented and funds disbursed to CSOs at national and local level in the last five years, as well as other financial and non-financial support, for example, use of public premises and other assets (official vehicles).</li> <li>• To amend Article 16 of the Law on Lottery and Games of Change (introduce mandatory open call on awarding funds and assessment of funds disbursed, with possibility for CSOs to apply on the open calls).</li> <li>• To make analytical presentation of budget item 463, up to six figures, in relation to transfers to CSOs and foundations from line ministries and agencies, as well as transfers to political parties and other organizations.</li> </ul>	Ministry of Finance (MoF), Local Self-government Units (LSGUs), planning regions, Government and its bodies, regulatory bodies, agencies, public enterprises	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
4.	Adoption of the Government's Strategy on Cooperation with the Civil Society 2018-2021 and annual action plans, with active participation of the civil society	<ul style="list-style-type: none"> <li>• To map and create database of CSOs, including their current status, number of registered CSOs according to type and form of operation, activity, geographical region, public availability, etc. (Existing database at the Register for CSOs needs to be revised/cleaned and a single register should be introduced according to the Law on Associations and Foundations from 2010, thereby cancelling the register established according to the first Law on Citizens' Associations and Foundations).</li> <li>• To initiate broad consultation process for the new strategy with direct and meaningful participation of CSOs from the earliest stage and participation of relevant competent institutions.</li> <li>• To develop adequate system on monitoring and evaluation of the strategy, and ensure adequate funds for implementation for all institutions involved.</li> <li>• To define the role of CSOs and the term "enabling environment" for CSOs in broader sense.</li> <li>• To support existing effective thematic networks of CSOs (Platform for Fight against Corruption, IPA II Mechanism for CSOs, Network 23, National Youth Council, Platform on Gender Equality, Platform against Poverty, National Council on Gender Equality, etc.) and cooperation for their further transparency and openness for new members.</li> </ul>	General Secretariat, SEA, Central Register	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
5.	Increased competences for the Department on Cooperation with CSOs at the General Secretariat and capacity building for creation of enabling environment for the civil society	<ul style="list-style-type: none"> <li>• To promote status of the current department into independent office within the Government’s General Secretariat, establish effective communication strategy with CSOs and appoint focal points at competent ministries.</li> <li>• To support the Council for Cooperation with CSOs (its secretariat) and to implement the strategy, followed by its evaluation and development of new strategy with inclusion of strategic measures in the field of financial sustainability (for example, tax credits for natural persons, corporate donations, status of public benefit organization, economic activities, income generating activities, volunteering).</li> <li>• To secure independent budget for the office to be able to perform its tasks in independent and timely manner.</li> </ul>	General Secretariat, SEA	6
6.	Guaranteed participation of CSOs in consultation processes	<ul style="list-style-type: none"> <li>• To organize public discussions and hearings with sector-based CSOs.</li> <li>• To acknowledge and guarantee consultation mechanisms for CSOs and representative bodies, such as: IPA Mechanism for CSOs, National Youth Council, Local Youth Council, Student Parliament, high-school communities, etc.</li> <li>• To guarantee involvement of CSOs in decision and policy-making processes from the earliest stage.</li> </ul>	Government, parliamentary committees, Association of Local Self-Government Units (ZELS), LSGUs, Ministry of Justice (MoJ)	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
7.	Amendments to relevant laws in order to significantly lower threshold for organization of referenda, legislative initiatives and petitions	<ul style="list-style-type: none"> <li>• To open consultation process for adoption of new Law on Referendum and Other Forms of Direct Democracy, as well as to ensure easier access to institutions in registration of citizens who wish to exercise these forms of direct democracy.</li> <li>• To provide possibility for use of SEC's regional offices and public spaces (for example, squares) for collection of signatures for (local) referenda.</li> <li>• To evaluate and, if necessary, revise the Law on Local Self-Government in order to ensure additional mechanisms for direct democracy, involvement of civil society representatives in councils, development of local strategies for cooperation with civil society (with participation of CSOs) and to ensure financial and other support to such initiatives.</li> <li>• To organize mass and interactive media campaign to inform citizens about participation possibilities and to stimulate civic engagement.</li> </ul>	MoJ, MoF, Parliament, Ministry of Local Self-government (MLSG), LSGUs	6
8.	Amendments to regulations on independent operation and equal possibilities for CSOs, definition of tax regulations and accounting rules for CSOs	<ul style="list-style-type: none"> <li>• To amend and improve legislative framework on operation of associations and foundations (tax regulations, law on accounting for CSOS, recognition of the status of informal initiative, networks, as well as revision and accurate definition of Article 13 from the Law on Associations and Foundations, non-partisan operation, as well as exemption of authorized representatives from CSOs from definition of responsible officers given in Article 122, paragraph 4 from the Criminal Code).</li> <li>• To adopt Law on Social Enterprises, in consultation process with CSOs.</li> <li>• To promote policies on employment in the civil society sector, by enabling use of support measures applicable to other sectors.</li> </ul>	MoJ, Parliament	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
9.	Revision of legal regulations on tax levies for associations and organizations (detailed and precise definition of the status)	<ul style="list-style-type: none"> <li>• To initiate broad consultation process for revision of tax and fiscal regulations related to CSOs' operation. In this regard, amendments are needed to the Law on Personal Income Tax, Law on Profits, Law on Value Added Tax (concerning threshold for small business entities), Law on Donations and Sponsorship for Public Activities, Law on Accounting for the Non-Profit Sector and introduction of tax benefits/credits related to the Law on Associations and Foundations. Furthermore, detailed and precise stipulation is needed in tax regulations for non-profit organizations, including clear differentiation between CSOs and companies.</li> <li>• To avoid ambiguity in interpretation and enforcement of legislation on the part of state institutions.</li> <li>• To introduce tax credits (VAT) on co-funding portion for approved and donor-supported projects (EU, US, EU member states and states with which Macedonia has signed agreements for bilateral cooperation), in terms of co-financing share secured by CSOs (and procedure on tax exemption for donations and sponsorship at the Ministry of Justice).</li> <li>• To significantly reduce the duration of the procedure for registration of projects within the Secretariat for European Affairs.</li> </ul>	MoF, MoJ, SEA, Parliament	9
10.	Better conditions for working in CSOs, internship, volunteering and youth work	<ul style="list-style-type: none"> <li>• To revise legislation on volunteering and internship.</li> <li>• To simplify and streamline the procedure on registration of foreign volunteers.</li> <li>• To create legal framework on youth profession and its recognition.</li> </ul>	Ministry of Labor and Social Policy (MLSP), Agency for Youth and Sports (AYS), MoI, Council on Volunteering, Employment Agency of the Republic of Macedonia, Centre for Adult Education	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
11.	Establishment of relevant (needs-based), transparent and accountable public financing of civil society and its development	<ul style="list-style-type: none"> <li>• To establish fund for co-financing (within existing state institutions, such as the National Fund, Central Financing and Contracting Authority (CFCA) for projects of CSOs supported by donors (EU, US, EU member states and states with which Macedonia has signed agreements for bilateral cooperation), and to create guarantee fund that will secure funds for the banks intended for interest-free credits to finance projects.</li> <li>• To reform the existing model on public financing for CSOs at central and local level (by separating associations and foundations under specific budget account).</li> <li>• To revise and adopt the proposed decision on allocation of 2016 public funds intended for programme activities of CSOs and foundations (budget account 463), including definition of clear procedure and criteria on allocation of funds (multiannual financing and institutional financing, projects and co-financing for projects approved by the EU under country IPA).</li> </ul>	MoF, National Fund, SEA, CFCA, General Secretariat	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
12.	Ensure legal framework on the right to peaceful assembly in compliance with international standards and its effective implementation	<ul style="list-style-type: none"> <li>• To revise the Law on Public Assembly, Law on Police and Law on Public Order and Peace, as well other legislation applicable to this issue. To develop bylaws on respect for human rights, especially in terms of abuse of office and excessive use of force. To create mechanisms on internal and external independent oversight for the police with involvement of non-state actors.</li> <li>• To monitor progress in implementation of the measure for establishment of neutral zone around the Parliament building from the Government’s Plan of Activities (item 4.1.), developed on the basis of Urgent Reform Priorities for the Republic of Macedonia and to indicate possible limitations for the right to peaceful assembly.</li> <li>• To strengthen capacity of institutions and the police for complete and non-selective exercise and respect for the right to assembly on the part of institutions and the police, especially in cases of peaceful assembly. In particular, institutions and the police need to strengthen their capacity in terms of adequate use of force, for the purpose of maintaining public order and peace and development of guidelines and training on practical recommendations on managing assemblies by the UN Special Rapporteurs Maina Kiai and Christof Heyns (A/HRC/31/66) from March 2016.</li> </ul>	Government, MoI, MoJ	12

## SOCIAL PROTECTION, WELFARE AND SUSTAINABILITY

Creation of contemporary, stable and functional social protection system that will meet the needs of beneficiaries has been a challenge for the Republic of Macedonia since its independence in 1991. Social problems that have emerged (and still emerge) from the transition process had led to currently increased number of unemployed people, decreased living standard, declining GDP and increased number and categories of socially vulnerable persons.

Efficient protection of citizens' social rights and attainment of the constitutionally-stipulated value of the Republic of Macedonia as welfare state necessitate focus on creation of stable normative framework that will ensure effective protection and welfare of all citizens. Complementary policies are needed and they should not be implemented only to address minimum needs of citizens, but should also include measures on equal possibilities for active participation in societal processes of all actors.

Hence, adoption of new Law on Social Protection is underlined as priority (within period of 12 months), with ensured participation of all relevant actors in the process, especially with participation of citizens at social risk and CSOs. This law should be comprehensive and inclusive, with clear determinants for all vulnerable categories, and should be innovative in terms of previously non-defined or non-recognized social risks and social services needed.

In that regard, matrix presented in this document offers ideas and solutions for creation of sustainable and gender sensitive policies in the field of social protection. At the same time, it provides overview of essentially important priorities and measures whose urgent implementation by the Government of the Republic of Macedonia will ensure conditions for dignified life for all citizens.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Address administrative barriers in access to social transfers and social services, in the period until adoption of new Law on Social Protection	<ul style="list-style-type: none"> <li>• To adopt rulebook that will ensure re-application for social transfers for people who were blocked due to fast remittances.</li> <li>• To urgently revise technical links of all social numbers with the Ministry of Labour and Social Policy (MLSP), Social Work Centres (SWCs) and the banks.</li> <li>• To design solution for persons who have fallen into financial problems and cannot initiate receivership procedure for their companies (this problem is multidimensional: they do not have assets, but have major costs related to court procedures, payables for salary contributions are piling up and they cannot settle them, are unable to de-register themselves as company managers and cannot register as unemployed, thereby losing the right to health insurance or any other rights).</li> <li>• To revise procedure on exercise of rights related to unemployment and social services for people who are founders of associations, civil society organizations or companies, but are not employed therein.</li> </ul>	MLSP, SWCs, commercial banks, EARM	3
2.	Assessing implementation of regulations in the field of social protection	<ul style="list-style-type: none"> <li>• To analyse national strategies (on social protection, on poverty alleviation and social exclusion, on deinstitutionalization) according to the methodology established by the government.</li> <li>• To develop 2018 action plans for all strategies, with budget implications and participatory approach.</li> </ul>	MLSP, Bureau of Social Activities (BSA), SWCs, public institutions, daily centres	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
3.	Reform the licensing process within the system on social protection	<ul style="list-style-type: none"> <li>• To amend the rulebook on licensing expert professionals and service providers.</li> <li>• To license service providers engaged in activity of public interest in the field of social protection.</li> <li>• To establish protocols on minimum standards for provision of social services.</li> <li>• To revise and upgrade training modules for expert professionals.</li> <li>• To include civil society representatives in the licensing commission.</li> </ul>	MLSP, BSA, relevant higher education institutions	6
4.	Transformation of the system on monetary benefits	<ul style="list-style-type: none"> <li>• To revise previous criteria and beneficiaries of monetary allowance, by taking into account the gender perspective.</li> <li>• To develop assessment of the possibility to introduce adequate minimum income (cost-benefit analysis) and to develop new methodology on exercise of social protection rights, according to analysis results.</li> <li>• To ensure automated transfer from one to another category for exercise of particular social protection rights.</li> </ul>	MLSP, MoF, SWCs	12 +

No.	Priority	Measure	Competent institution(s)	Deadline (months)
5.	Social mapping and scaling of social services at local level, according to actual needs of socially vulnerable groups	<ul style="list-style-type: none"> <li>• To develop social maps for each LSGUs and to ensure possibility for electronic access thereto.</li> <li>• To conduct an analysis and to incorporate gender perspectives in social services.</li> <li>• To decentralize social services, according to direct needs of citizens.</li> <li>• To ensure exercise of social pluralism by ensuring favourable legal environment for social contracts and by increasing community resources for social prevention and protection.</li> <li>• To perform standardization of social protection services and to introduce mechanism (by means of law or bylaw) for accreditation of CSOs offering direct services in the field of social protection.</li> <li>• To recognize involvement of CSOs as direct service providers in the field of social protection by means of social contracts.</li> <li>• To make urgent deinstitutionalization and to ensure respect for human rights of people accommodated at institutions according to the National Strategy on Deinstitutionalization.</li> <li>• To formally and legally accept PRIDE methodology on preparation, training and involvement of foster parents/ guardians in the care system for children without parental care, in order to strengthen the system on social protection.</li> </ul>	MLSP, SWCs, EARM, MoF, LSGUs, CSOs, academic institutions	12 +

No.	Priority	Measure	Competent institution(s)	Deadline (months)
6.	Make the labour market inclusive	<ul style="list-style-type: none"> <li>• To integrate gender sensitive and inclusive employment measures in the Operational Programme on Active Employment Measures;</li> <li>• To measure efficiency and effectiveness of active employment measures for persons at social risks and to promote them according to citizens' needs.</li> <li>• To introduce support and mentorship for beneficiaries of self-employment measures for a period of at least one year.</li> <li>• To ensure careful design of active employment measures, in order to include specific measures for vulnerable categories of citizens and target specific categories, and to implement such measures in smaller groups.</li> <li>• To make electronic connections between SWCs and EARM for easier identification and access to most vulnerable groups.</li> </ul>	MLSP, SWCs, EARM	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
7.	Active employment measures for socially vulnerable categories	<ul style="list-style-type: none"> <li>• To create mechanism on effective labour market involvement for beneficiaries of social monetary allowance and other groups at social risk, by monitoring results.</li> <li>• To ensure mandatory process on labour market reintegration for people at social risk prior to start using employment measures.</li> <li>• To enable development of functional social entrepreneurship (adoption of Law on Social Entrepreneurship as high priority).</li> <li>• To combine active employment measures and social monetary allowance for persons at risk and to ensure mandatory psychological and social support in the first year.</li> <li>• To introduce measures and mechanisms on awareness-raising among vulnerable categories about existing active employment measures, and motivate them to join the labour market and overcome fear of losing social allowance.</li> </ul>	MLSP, SWCs, EARM, MoF	9
8.	Development and promotion of publicly available and gender-de-segregated social statistics	<ul style="list-style-type: none"> <li>• To harmonize and expand indicators for collection of social statistics.</li> <li>• To synchronize registers - online review and regular updating.</li> </ul>	MLSP (Social Protection Implementation Project and Conditional Cash Transfers - SPIL, others), BSA (Liricus) SSO, PDIF, EARM, CSOs and international organizations	9

## EDUCATION AND YOUTH POLICIES

Reforms in education, training and youth should be geared towards increased coverage of children with preschool education, improved quality and quality assurance systems in all levels and types of educations, as well as improved educational inclusion (especially for children dropping out from the education system, children with poor school performance, Roma, children from vulnerable groups, children with special education needs, etc.). The new Comprehensive Strategy on Education with extended timeframe should be adopted by the end of 2017, as a result of broad consultations with all stakeholders. It is necessary to initiate process of serious curricula reforms with participation of experts and practitioners and based on European good practices on quality assurance, which should focus on learning outcomes as defined in national standards for all education cycles, as well as encouraging critical thinking among students, respect for human rights, democratic values, multi-ethnic integration, gender equality and respect for differences. Therefore, this document proposes adoption of Law on Preschool Education, withdrawal of the Law on Academy for Teachers and reform of teacher training education and system for in-service teacher training, withdrawal of the Law on the University “Damjan Gruev” and adoption of new Law on Higher Education that will strengthen university autonomy and accountability and will establish new model for student organization. Revision of other laws on education should include democratization of school management and appointment of school principals and teachers, high-school organization and participation, as well as deletion of unnecessary penal provisions for teachers, students and parents. At the same time, this document advocates for revision of the National Youth Strategy and Action Plan 2016-2025.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Adoption of new Comprehensive Strategy on Education 2017-2027	<ul style="list-style-type: none"> <li>• To ensure broad consultation process with all stakeholders on revision of the draft Comprehensive Strategy on Education and its alignment with priorities and measures from other valid strategic documents in the field of education* and with EU benchmarks for education and training 2020 and European frameworks on quality as key reference points.</li> <li>• To develop new and make publicly available existing analysis on status and effects from various measures and/or implemented projects and on other educational issues, in order to serve as baseline for evidence-based policy making.</li> <li>• Given that positive effects in education necessitate long-term interventions, instead of three-year timeframe, it is proposed for the strategy to cover a period of ten years (2017-2027).</li> </ul> <p><i>*Strategy on Vocational Education and Training, Concept on Primary Education for Adults, Concept on Informal Education and Concept on Intercultural Education, National Strategy and Action Plan on Roma Education, National Strategy on Networking, Co-operation and Reducing Brain Drain of Higher Educated and Expert Staff 2013 - 2020, etc.</i></p>	MoES	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
2.	Institutional reform as precondition for education reform	<ul style="list-style-type: none"> <li>To re-examine mandates, available capacity and results achieved by exiting national institutions competent for supervision, quality assurance and curricula creation and implementation, etc.: Bureau for Development of Education (BDE), State Education Inspectorate (SEI), State Centre for Examination (SCE), Centre for Vocational Education and Training (CVET), Centre for Adult Education (CAE), Directorate for Promotion of Education in Languages Spoken by Community Members (DPELSCM), Higher Education Accreditation and Evaluation Board (HEAEB), Pedagogical Service, etc., in order to improve efficiency in operation and to enable their professionalization (for example, in the last years Bureau for Education Development lagged behind in terms of expert advisory assistance to teachers).</li> </ul>	MoES	12
3.	Increased coverage and improved quality of preschool education	<ul style="list-style-type: none"> <li>To adopt separate Law on Preschool Education that will regulate early childhood development and learning, principles of pedagogic practice in preschool education, status and training of teaching staff at preschool institutions, etc.</li> <li>To adopt the European Framework on Quality of Early Childhood Development</li> <li>To revise standards on early childhood development.</li> <li>To develop and implement policy on free-of-charge integration in preschool education for children from marginalized groups one year prior to starting primary school.</li> <li>To start process on continuous improvement of the network of preschool institutions (building new and/or refurbishment of existing institutions, especially in rural areas and places where there is need for such institutions).</li> </ul>	MoES and MLSP	12
			MoES and MLSP	6
			MoES and MLSP	3
			MoES and MLSP	12
			MLSP, MoES, municipalities	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
4.	Promote and implement efficient systems on quality assurance in education	<ul style="list-style-type: none"> <li>To introduce national system on verification of student achievement in primary education by the end of second and third cycle (sixth and ninth grade) and once in the second year of secondary education, on representative sample of students, which should secure feedback on student achievements and will be used exclusively for improving quality of teaching and learning.</li> <li>To continue participation in international tests (TIMSS, PIRLS, PISA) for comparison with international trends and development of effective education policies.</li> </ul>	MoES, SCE, BDE	12
		<ul style="list-style-type: none"> <li>To continue implementation of national study in mathematics and language literacy in the first three grades (EGRA and EGMA) and to develop similar standardized instruments for other grades which will ensure longitudinal monitoring of student achievements, trend comparisons and measurements, in order to improve state-of-affairs.</li> </ul>	MoES, SCE, BDE	12
		<ul style="list-style-type: none"> <li>To adopt new Law on Quality Assurance in Higher Education that will ensure independence and professionalism of the Higher Education Accreditation and Evaluation Board as first step towards membership in European Association for Quality Assurance in Higher Education and European Quality Assurance Register (ENQA and EQAR).</li> <li>The new Law on Higher Education should ensure establishment of internal systems on quality assurance at higher education institutions.</li> </ul>	MoES, HEAEB, universities	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
5.	Curriculum reforms and improved quality of textbooks	<ul style="list-style-type: none"> <li>• On the basis of developed analyses, identified shortcomings and gaps, to initiate process on revision of existing curricula and textbooks. This reform should be geared towards learning outcomes defined as national standards for each education cycle, alignment of developmental characteristics to children age, harmonization and integration of inter-subject contents, and integrated implementation thereof, in order to reduce the number of subjects.</li> <li>• Curricula textbooks should promote democratic values, respect for human rights, gender equality, differences, encourage multi-ethnic integration and foster culture on environmental protection (as cross-cutting issues).</li> <li>• Recommendation for careful introduction of future education reforms (especially those implying curricula interventions) and previous testing/piloting thereof, followed by assessment of effects and results they create.</li> <li>• To increase and stipulate as mandatory participation of practitioners in development of curricula and new textbooks.</li> </ul>	MoES, BDE, SCE, Pedagogical Service, expert public, CSOs, practitioners	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
6.	Meaningful inclusion of children that need additional assistance in education	<ul style="list-style-type: none"> <li>• To adopt different models on additional support for schools and classes with children with special needs (intellectual or physical disability, socio-emotional or behavioural problems, and socio-economic, cultural or language barriers).</li> <li>• To identify all school age children that are not enrolled at education institutions, and to ensure their integration in the education system by means of models on specific and individual support which could include CSOs according to certain criteria.</li> <li>• To develop flexible pathways for recognition of period spent in education for children repatriated from abroad without completed relevant school grade, as well as model/system on assessment of their knowledge and skills after their repatriation, according to defined standards per class/grade. To ensure re-introduction of these children to school instruction with additional support from schools and/ or CSOs according to pre-defined criteria.</li> <li>• Curricula and subjects for initial teacher training to include contents on work with repatriated children.</li> <li>• To provide additional training and continuous support for teachers in primary and secondary schools to work with repatriated children.</li> <li>• To secure assistants to children in need thereof, in cooperation with families and schools.</li> </ul>	MoES, BDE, LSGUs, teacher-training faculties at different universities (state and private), schools	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
7.	Promote teacher training and education	<ul style="list-style-type: none"> <li>• To revoke the Law on Academy for Teachers.</li> <li>• To harmonize initial teacher training with the system on nine-year primary education.</li> <li>• To introduce adequate model for teacher education at non-teacher training faculties for students who choose to continue their profession as teachers.</li> <li>• To harmonize profiles and qualifications for teachers in primary and secondary education at all teacher training universities, and to align them with required teacher standards and competences.</li> <li>• To liberalize in-service training for teachers and to introduce adequate model for accreditation of training providers.</li> </ul>	MoES, BDE, teacher training faculties at all universities (public and private)	<b>9 and 12</b>
8.	Improve co-operation with and participation of CSOs	<ul style="list-style-type: none"> <li>• To establish mechanism on cooperation and continuous consultations with CSOs and other stakeholders (in particular associations of teachers, parents, high-school students, university students, trade unions, guild and other professional associations) in development of strategic documents, continuous collection of feedback on policy effectiveness in the practice, their involvement in monitoring and evaluation of policy implementation and making proposals to improve anticipated reforms.</li> <li>• MoES to take into account analyses and research studies conducted by CSOs.</li> </ul>	MoES and CSOs	<b>continuously</b>

No.	Priority	Measure	Competent institution(s)	Deadline (months)
9.	Improve management and governance at education institutions	<ul style="list-style-type: none"> <li>To revise laws on primary and secondary educations in terms of method of appointment of school principals and selection of parents to school boards, in order to improve quality of selected members, to prevent political and other influences, to increase transparency and their participation in decision-making at schools.</li> </ul>	MoES and all stakeholders	12
		<ul style="list-style-type: none"> <li>To make sure that new Law on Higher Education guarantees greater transparency and new model that will democratize processes on selection of deans at higher education institutions and of rectors at universities.</li> </ul>	MoES and all stakeholders	3
10.	Strengthen university autonomy	<ul style="list-style-type: none"> <li>To develop new Law on Higher Education, in consultation with the broader academic community and students, which will strengthen university autonomy, will ensure quality and sustainable development of higher education activity, sustainable financing of public higher education institutions, meaningful participation of students in decision making bodies at higher education institutions, pluralism and promotion of the model for student organization.</li> </ul>	MoES, universities, HEAEB	3
		<ul style="list-style-type: none"> <li>To exempt academic staff employed at public higher education institutions from the Law on Public Sector Employees, which should allow autonomous human resource policy at university and recruitment of young scientific and research staff.</li> </ul>		
		<ul style="list-style-type: none"> <li>To exempt public higher education institutions from the system on treasury financial operation.</li> </ul>	MoES, universities and Council for Higher Education Development and Financing	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
11.	Consolidation of the existing network and prevention of further expansion of state universities	<ul style="list-style-type: none"> <li>To revoke the Law on University “Damjan Gruev” in order to prevent bringing under question quality and credibility of regulated professions anticipated by this law.</li> <li>To examine quality and societal justification of dispersed studies at other state universities in Stip (Goce Delcev), Bitola (St. Clement of Ohrid) and Tetovo (State University of Tetovo).</li> </ul>	MoES	3
12.	Increase support and promotion of scientific and research activity	<ul style="list-style-type: none"> <li>To develop new Law on Scientific and Research Activity, in order to promote the status of science and research.</li> <li>To establish the Agency as independent body competent for transparent and effective implementation of the Programme on Scientific and Research Activity and International Cooperation.</li> <li>To ensure financial support (national, bilateral, of national interest) for research projects and programmes, research infrastructure, young researchers and to increase participation in international research projects.</li> </ul>	MoES, universities and research institutes	12
13.	Promote high-school student organization and participation, as well as student standards	<ul style="list-style-type: none"> <li>To provide legal conditions and practical operation of high-school organization and participation by means of relevant amendments to the Law on Secondary Education, in cooperation with representatives from the high-school plenum and youth CSOs.</li> <li>To adopt accurate and precise definition of high-school and university student standards and to introduce such standards in the Law on Secondary Education, Law on Higher Education, Youth Strategy.</li> </ul>	MoES, AYS	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
14.	Youth representative bodies	<ul style="list-style-type: none"> <li>• Institutions to recognize the National Youth Council (NYC) as the biggest representative body of youth.</li> <li>• To establish mechanisms for cooperation between NYC and institutions, in the field of youth policies and participation.</li> <li>• To form co-governance body for cooperation between NYC and AYS.</li> <li>• To annual selection of Macedonia's youth representative in RYCO.</li> <li>• To create legitimate and transparent system on selection of youth representative in RYCO.</li> <li>• To implement new elections for youth representative, organized by NYC and supported by AYS.</li> <li>• To create standardized model for establishment of local youth councils, acknowledged by local governments and the City of Skopje.</li> </ul>	AYS, MLSP, MoES, MF, MLSG, EARM, MoEPP	3
15.	Improved Youth Strategy	<ul style="list-style-type: none"> <li>• To organize consultation process for revision of the Youth Strategy.</li> <li>• To develop Action Plans 2018-2019 as part of open process.</li> <li>• To allocate budget funds for implementation of action plans.</li> </ul>	AYS, MF	3
16.	Reform at the Agency for Youth and Sports	<ul style="list-style-type: none"> <li>• To evaluate performance of the Agency for Youth and Sports, revise its financial, staff and project operations, with special focus on the youth sector.</li> <li>• To design essential changes aimed to improve the youth sector at AYS, and to allocate adequate budget funds by means of broad consultation process.</li> <li>• To form co-governance body between AYS and NYC.</li> </ul>	AYS, SAO, Government	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
17.	Employment of youth	<ul style="list-style-type: none"> <li>• To recognize the profession – youth worker.</li> <li>• To standardize qualification and skills of youth workers.</li> <li>• To design training programme for youth workers.</li> <li>• To allocate funds for youth work.</li> <li>• To form local youth centres.</li> <li>• To evaluate existing measures for youth employment.</li> <li>• To allocate budget funds for youth work.</li> </ul>	AYS, EARM, MLSP, ME, Centre for Adult Education and Training	9

## ENVIRONMENT

Having in mind the multitude and diversity of problems in the field of environmental protection and the low priority this sector was given in the past period, constitutionally-guaranteed right to clean environment of citizens in the Republic Macedonia is significantly threatened.

This document enlists the most urgent measures that need to be taken in several fields related to environmental protection and aimed to address problems faced by this sector. In that, measures concern the most urgent problems, such as: air pollution, environment monitoring and financing, as well as waste, historical pollution, climate change, industry, nature protection, water and sanitation, and public participation. It is of key importance to abandon previous practices on declarative commitments to resolve problems and to start practical implementation of measures enlisted here.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Air pollution	<ul style="list-style-type: none"> <li>To establish working group tasked to find model for categorization of vehicles according to emissions measured at technical examination. In that, this working group should analyse legislation and possibilities to resolve participation of various categories of vehicles in traffic according to established categorization, at times of high air pollution. It should be comprised of representatives from all competent institutions, and should find method for proposed categorization to be integrated in all relevant laws.</li> </ul>	MoEPP, Mol, MTC	6
		<ul style="list-style-type: none"> <li>To ensure regular, adequate and transparent operation of the Committee on Health and Environment.</li> </ul>	Government	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
2.	Nature protection	<ul style="list-style-type: none"> <li>To urgently adopt the Strategy on Biodiversity and to adopt temporary protection for crucial endangered parts by means of decision taken by the Ministry of Environment and Physical Planning (MoEPP) for future protected areas on Sar Planina and Jablanica.</li> </ul>	Government, MoEPP, competent municipalities	3
		<ul style="list-style-type: none"> <li>To adopt new Law on Nature.</li> </ul>	MoEPP, Government, Parliament	9
		<ul style="list-style-type: none"> <li>To put into operation the National Information System on Biodiversity, by allowing technical conditions for its proper functioning and by adopting bylaws for regulation of rights and liabilities related to biodiversity data.</li> </ul>	MoEPP, Government	9
3.	Industry	<ul style="list-style-type: none"> <li>To develop strategic assessment of overall plans for mines in Eastern Macedonia and to adequately adjust these plans, depending on the results.</li> </ul>	Vice Prime Minister for Economic Issues, MoEPP, MoE	3 (start) 12 (end)
4.	Historical pollution	<ul style="list-style-type: none"> <li>To initiate dealing with 16 "hot spots" of historical pollution, by initiating dislocation of lindane from "Ohis" factory, for which project was developed and funds were secured.</li> </ul>	MoEPP, competent municipality	3
5.	Climate change	<ul style="list-style-type: none"> <li>To immediately ratify the Paris Agreement.</li> </ul>	Parliament, MoEPP	3
6.	Environment monitoring	<ul style="list-style-type: none"> <li>To strengthen capacity for environment monitoring and to introduce third working shift for inspection services. To publish findings from conducted inspections on the website of the State Environment Inspectorate.</li> </ul>	MoEPP, State Environment Inspectorate, municipalities	6
7.	Waste	<ul style="list-style-type: none"> <li>To fully transpose the EU Framework Directive on Waste and to start implementation of activities on waste management in compliance with this directive. To provide systematization of work performed by informal waste collectors and their greater involvement in waste management, as well as to stimulate waste selection at households. To introduce mandatory waste selection at institutions and to adjust public procurements for the purpose of reducing waste quantity.</li> </ul>	MoEPP, public communal enterprises, municipalities	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
8.	Ensure access to water and sanitation for all citizens	<ul style="list-style-type: none"> <li>To establish the Water Regulatory Commission</li> </ul>	Government, Parliament, MoEPP, MAFWE, MoE, MoF	12
		<ul style="list-style-type: none"> <li>To ratify the Protocol on Water and Sanitation and to start implementation of obligations therefrom.</li> </ul>	Government, MoEPP, Parliament, MAFWE, MoH, municipalities	6
9	Revision of the forestry sector	<ul style="list-style-type: none"> <li>To implement already initiated transformation of PE Macedonian Forests and to revise the Strategy and Law on Forests in compliance with relevant European and global practices and with broad participation of the public and all stakeholders.</li> </ul>	Government, MoEPP, PE Macedonian Forests	12
		<ul style="list-style-type: none"> <li>To develop and adopt methodology and deadline on establishing inventory of forests in the Republic of Macedonia.</li> </ul>	MAFWE, PE Macedonian Forests	6
		<ul style="list-style-type: none"> <li>To adopt new Law on Pastures.</li> </ul>	MAFWE, Fund for Pastures, PE Macedonian Forests, PE Pastures	9
10.	Tourism currently stimulated in Macedonia is unsustainable and does not value its primary resource, i.e. environment	<ul style="list-style-type: none"> <li>To commit to transfer towards sustainable tourism and to disburse subsidies for sustainable tourism as measure in support of implementing this commitment.</li> </ul>	Government, MoE, Agency for Promotion and Support to Tourism	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
11.	Public participation is not adequate in order to enable timely and quality contribution of all stakeholders in environment-related processes	<ul style="list-style-type: none"> <li>To enforce the Aarhus Convention and develop all strategic documents and legislation, with broad public participation. Competent institutions to use the environmental portal ekosfera.mk for publication of information relevant for the environment sector.</li> </ul>	Government, all ministries with focus on MoEPP, MoE, MoH, MAFWE, MTC, municipalities	3
		<ul style="list-style-type: none"> <li>To open environment-related databases and to ensure they are available on the Internet.</li> </ul>	All institutions with competences related to environment	6
12.	Environment financing	<ul style="list-style-type: none"> <li>To restructure the Ministry of Environment and Physical Planning in order to separate independent services that should be provided in terms of environmental protection, by raising the status of the Directorate on Environment into Agency competent for matters in the field of environmental impact assessment (EIA), strategic environment assessment (SEA), Directive on Industrial Emissions, issuance of environmental permits, etc.</li> </ul>	Government, Parliament, MoEPP, Directorate on Environment	12
		<ul style="list-style-type: none"> <li>To establish Fund on Environment and redirect taxes and levies related to environmental protection to this fund.</li> </ul>	Government, MoF, MoEPP, Parliament	12
		<ul style="list-style-type: none"> <li>To increase the budget for environment.</li> </ul>	Government, MoF, MoEPP, Parliament	6

## ENERGY

**E**nergy sector in the Republic of Macedonia needs detailed revision, primarily due to its heavy dependence on coal (lignite) whose in-country reserve will be available for very short period of time. In addition, new renewable energy sources are insufficiently used, while the Republic of Macedonia is still not properly integrated in regional and European trends.

This document enlists the most urgent measures that should be taken for this sector to accelerate its development towards low-carbon economy and better transparency and participation. Inter alia, it emphasizes the need for adoption of decisions in the energy sector, with broad public participation.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Energy sector planning	<ul style="list-style-type: none"> <li>To verify the moratorium for introduction of nuclear energy.</li> </ul>	Government, Cabinet of Vice Prime Minister for Economic Issues	3
2.	Implement environmental standards at power plants	<ul style="list-style-type: none"> <li>To announce the tender procedure for procurement of desulfurization system for MEC Bitola.</li> </ul>	Government, ELEM, MoEPP	3
		<ul style="list-style-type: none"> <li>To initiate adequate treatment of ashes debris from MEC Bitola.</li> </ul>	Government, ELEM, MoEPP	3
3.	Public participation in adoption of plans and decision in the energy sector	<ul style="list-style-type: none"> <li>To ensure broad public consultations for all plans, decisions and laws in the field of energy, including the Energy Strategy and the Energy Law.</li> </ul>	Government, Cabinet of Vice Prime Minister for Economic Issues, Parliament, MoE, MoEPP, Macedonian Academy of Science and Arts (MANU), ELEM, MEPSO, Energy Agency, ERC	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To ensure that all planned infrastructure projects are not contrary to goals and priorities for environmental protection and are not located in protected areas.</li> </ul>	Government, Vice Prime Minister for Economic Issues, MoE, MoEPP	<b>3</b>
		<ul style="list-style-type: none"> <li>To establish database/information tool for the energy sector, in order to achieve better transparency and accessibility of information.</li> </ul>	Vice Prime Minister for Economic Issues, MoE, Energy Agency, ERC	<b>9</b>
<b>4.</b>	Legislation	<ul style="list-style-type: none"> <li>To engage in adequate and complete transposition of EU acquis in the field of energy and to improve the Energy Law and bylaws in a manner that will enable better regulation on use of renewable energy sources, energy subsidies, decentralization of energy generation, definition and resolution of energy poverty, as well as development and adoption of strategic document in the field of energy.</li> </ul>	Government, Vice Prime Minister for Economic Issues, MoE, Energy Agency, ERC	<b>6</b>
		<ul style="list-style-type: none"> <li>To introduce definition on vulnerable consumers as basis for designing measures to address energy poverty and to change method on resolution of this problem.</li> </ul>	MoE, MLSP, MoF,	<b>6</b>
<b>5.</b>	Liberalization	<ul style="list-style-type: none"> <li>To start liberalization process on the electricity market and integrate Macedonia in the regional electricity market.</li> </ul>	Government, Vice Prime Minister for Economic Issues, MoE, Energy Agency, ERC, MoF, MEPSO, ELEM, EVN	<b>6</b>

No.	Priority	Measure	Competent institution(s)	Deadline (months)
6.	Electricity sector planning	<ul style="list-style-type: none"> <li>To define the state’s strategic commitment in terms of electricity goals by 2030 and 2050. In defining the strategic commitment, it is necessary to anticipate de-carbonization of the electricity and other related sectors (transport, industry, agriculture) and define it as the highest priority, which will be reflected in timely amendment of strategic documents in all these sectors.</li> </ul>	Government, Cabinet of Vice Prime Minister for Economic Issues, MoE, MTC, MAF-WE, Chamber of Commerce	6
		<ul style="list-style-type: none"> <li>To incentivize use of central/district heating wherever available, in order to reduce air pollution and to stimulate alternative methods of heating that do not include use of solid fuels.</li> </ul>	Government, Vice Prime Minister for Economic Issues, ERC, MoE, MoEPP, operators of hot-water distribution networks	6
		<ul style="list-style-type: none"> <li>To revise the draft Energy Strategy in compliance with the newly adopted strategic commitment on de-carbonization.</li> </ul>	Government, Cabinet of Vice Prime Minister for Economic Issues, Parliament, MoE, MoEPP, MANU, ELEM, MEPSO, Energy Agency, ERC	9
		<ul style="list-style-type: none"> <li>To initiate improvements to the transmission grid, with the ultimate goal of construction of highly developed electricity transmission grid for quality connection with the EU energy system.</li> </ul>	Government, Cabinet of the Vice Prime Minister for Economic Issues, MoE, MEPSO	12
		<ul style="list-style-type: none"> <li>To introduce commitment on de-carbonization and energy savings (abandon use of fossil fuels) in all education levels.</li> </ul>	Government, MES, BED	12
		<ul style="list-style-type: none"> <li>To adopt commitment on full electrification of transport by 2050.</li> </ul>	Government, Vice Prime Minister for Economic Issues, MoE, MTC, MANU	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
7.	Institutions	<ul style="list-style-type: none"> <li>To improve human capacity at institutions with competences in the field of energy.</li> </ul>	MoE, Energy Agency, ERC, MoEPP	12
8.	Research and analyses	<ul style="list-style-type: none"> <li>To initiate processes on development of hydrology and solar maps, renewal of wind map and their overlay with the Spatial Plan for the Republic of Macedonia. To develop analyses on waste sources in agriculture, cattle and poultry breeding, in order to map best locations for construction of biofuel (biogas) power plants.</li> </ul>	Vice Prime Minister for Economic Issues, institutions from relevant sectors, municipalities, Agency on Spatial Planning	12
9.	Implement environmental standards at power plants	<ul style="list-style-type: none"> <li>Power plants to align with operational plans and best available technology, according to the EU acquis.</li> </ul>	Government, MoEPP, power plant operators, municipalities	12
		<ul style="list-style-type: none"> <li>To install the desulfurization system at MEC Bitola.</li> </ul>	Government, ELEM, MoEPP	12
10.	To stimulate energy efficiency and use of renewable energy sources	<ul style="list-style-type: none"> <li>To stimulate electricity generation at households by provision of subsidies for sun and wind power generation.</li> </ul>	Government, Vice Prime Minister for Economic Issues, MoE, MoF, ERC, Energy Agency	12
		<ul style="list-style-type: none"> <li>To establish the Fund for Energy Efficiency, intended for citizens and public buildings (kindergartens, schools, hospital, municipal buildings) and adopt policies on incentivizing energy efficiency</li> </ul>	Government, Vice President for Economic Issues, MoE, MoF, ERC, Energy Agency, municipalities, commercial banks	12 (start of process)
		<ul style="list-style-type: none"> <li>To significantly increase electricity generation from new renewable energy sources in order to facilitate accelerated transition to de-carbonized energy sector.</li> </ul>	Government, Vice Prime Minister for Economic Issues, MoE, ERC, Energy Agency	12

## CULTURE

„Art and culture are of exceptional meaning, only if somebody knows for what..“

Jean Cocteau

Construction of buildings, monuments, new unsustainable culture institutions (majority of which as part of the controversial project “Skopje 2014”), failure to invest in innovative, dynamic, contemporary approaches to culture, oversized administration, reduced support for new forms of expression and creative industries, promotion and encouragement of ethno-nationalistic narratives in culture and art production, as well as xenophobia, inequality and corruption, are main characteristics of the public culture discourse and of explicit and implicit culture policies pursued in the past years.

The lesson learned from the regime rule in the period 2006 -2017 is that culture is a powerful tool that could also be used to intervene in change of identity and historical facts about the state within short period of time (again reference to project “Skopje 2014” and all accompanying activities).

At the same time, Europe provides strong and significant impulse to recognition and importance of this segment, as Ms. Mogherini, the High Representative of the European Union for Foreign Affairs and Security Policy, advocated for “putting culture at the heart of Europe’s external action”. She also emphasized that “culture is something bigger, and deeper, than the everyday crisis agenda of European foreign policy”.

Under such constellation of utter internal destruction of the culture sector and its basic principles, which provide basis for this platform, and having in mind the European perspective and new impulse for culture, the independent culture sector in the Republic of Macedonia proposes seven priorities, accompanied with specific implementation measures and aimed to ensure fast intervention for giving this sector new cultural dynamics and repairing portion of damages made in the past period.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Revision of existing public institutions and proposal of new models	<ul style="list-style-type: none"> <li>To conduct forensic accounting and audit at institutions, by contracting an independent audit house.</li> </ul>	Government, MoC	3
		<ul style="list-style-type: none"> <li>To form commission with representatives from Ministry of Culture, experts and the independent culture sector.</li> <li>To revise criteria and systems on recruitment of human resources at public institutions.</li> <li>To create new criteria for recruitment, by taking into consideration the following aspects: hate speech, discrimination and violence.</li> </ul>	MoC	3
		<ul style="list-style-type: none"> <li>To establish working group, including experts and independent culture sector, tasked with development of analysis on existing resources at public institutions.</li> </ul>	MoC	3
		<ul style="list-style-type: none"> <li>To establish the Centre for Socio-Cultural Research and Policy Making.</li> </ul>	MoC	12
		<ul style="list-style-type: none"> <li>To impose moratorium for institutions engaged in propaganda for nationalist and false historical narratives, and to revise their programmes (for example: installations at the Museum of VMRO, National Museum of the National Liberation Fight in Kicevo).</li> </ul>	MoC	9
		<ul style="list-style-type: none"> <li>To propose new models of institutions (open).</li> </ul>	Centre for Socio-Cultural Research and Policy Making, independent culture scene	9 - 12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
2.	New systematization act at the Ministry of Culture (introducing contemporary culture practices)	<ul style="list-style-type: none"> <li>To introduce new sector and new budget item that will treat contemporary culture practices (interdisciplinary).</li> </ul>	MoC	3
		<ul style="list-style-type: none"> <li>To provide conditions for long-term support to projects and institutions, annual and multiannual support, and to create fund for ad-hoc projects.</li> </ul>	MoC	3
		<ul style="list-style-type: none"> <li>To introduce separate fund for mobility (visits at festivals, participation in international projects, urgent actions).</li> </ul>	MoC	12
		<ul style="list-style-type: none"> <li>To revise and upgrade existing sectors, per activity, and propose new sectors.</li> </ul>	Working group comprised of members from MoC, experts and the independent culture sector	12
		<ul style="list-style-type: none"> <li>To develop and adopt the Culture Strategy 2018-2022 (with involvement of the independent culture sector, definition of clear criteria for selection and appointment to commissions and accountability for strategy development).</li> </ul>	MoC	3

No.	Priority	Measure	Competent institution(s)	Deadline (months)
3.	Transparency and accountability (definition of clear criteria for employment, open calls for grants, programmes)	<ul style="list-style-type: none"> <li>To analyse past performance by the Ministry of Culture in terms of allocation of funds (forensic audit).</li> </ul>	independent audit house	12
		<ul style="list-style-type: none"> <li>To publish on the ministry's website all operation reports per sector for the last five years, as follows: programmes, decisions, commission, amount of grants, reports.</li> </ul>	MoC	12
		<ul style="list-style-type: none"> <li>To develop new model for communicating information of public interest.</li> </ul>	MoC	3
		<ul style="list-style-type: none"> <li>To revise and correct existing criteria for all sectors individually: call for awarding grants, template/ applications, definition of criteria for establishing commission, and to publish them.</li> </ul>	MoC, experts and the independent culture sector	3
4.	Legislation (revision and proposals to amend laws)	<ul style="list-style-type: none"> <li>To revise and analyse the Law on Culture and to make recommendations, as collaborative effort among the ministry, the civil sector, culture trade union and the Parliament.</li> </ul>	MoC, all groups	9
		<ul style="list-style-type: none"> <li>To revise the section under the Law on Culture related to competences and decision-making power of the Minister of Culture.</li> </ul>	MoC, experts, independent culture sector	12
		<ul style="list-style-type: none"> <li>To revise collective agreements and salary scaling system.</li> </ul>	MoC, civil sector, trade union, independent culture sector, formal and informal groups, individuals	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
		<ul style="list-style-type: none"> <li>To define the status of independent artists and culture workers.</li> </ul>	MoC, civil sector, trade union, independent culture sector, formal and informal groups, individuals	<b>9</b>
		<ul style="list-style-type: none"> <li>To define the share of national contribution in co-financing European projects.</li> </ul>	MoC	<b>3</b>
<b>5.</b>	Transition from multiculturalism to culture pluralism	<ul style="list-style-type: none"> <li>To assess previous tendencies under institutions' programmes and involvement of the principle of pluralism on the basis of analysing what kind of programmes were implemented in the last three years.</li> </ul>	MoC	<b>12</b>
		<ul style="list-style-type: none"> <li>To impose moratorium on subsidizing contents that support ethno-nationalism, xenophobia and discrimination.</li> </ul>	MoC and Film Fund	<b>3</b>
		<ul style="list-style-type: none"> <li>To stimulate programmes that promote diversity, tolerance, inclusion, participation and equal opportunities, by introducing new criteria for the open call on awarding grants that will include these elements.</li> </ul>	MoC	<b>9</b>
		<ul style="list-style-type: none"> <li>To analyse and assess the situation at all education levels related to culture.</li> </ul>	MoC, MoES	<b>12</b>

No.	Priority	Measure	Competent institution(s)	Deadline (months)
6.	Inter-sectoral connection (education, social protection, tourism, economy)	<ul style="list-style-type: none"> <li>To establish institutional cooperation with the Ministry of Education and Science for creation of new education programmes and teaching aids in order to bring closer contemporary culture practices and critical thinking.</li> </ul>	MoC, MoES	12
		<ul style="list-style-type: none"> <li>To revise and propose new curricula in disciplines related to culture and art practices.</li> </ul>	MoC, MoES	12
		<ul style="list-style-type: none"> <li>To support and develop alternative education programmes that will stimulate critical culture and will provide transversal and technical skills in the culture sector.</li> </ul>	MoC, MoES, civil sector	12
		<ul style="list-style-type: none"> <li>To conduct forensic and expert revision of "Skopje 2014".</li> </ul>	MoEPP, MoES, MoF, MTC and local governments	3, 9, 12,
		<ul style="list-style-type: none"> <li>To map and analyse resources that exist at local level.</li> </ul>	MoC, MLSG	12
7.	Decentralization of culture	<ul style="list-style-type: none"> <li>To create working group tasked to propose new sustainable models of cultural spaces on the territory of Macedonia.</li> </ul>	MoC, civil sector and local governments	12
		<ul style="list-style-type: none"> <li>To create incentivizing measures on support to creative potentials (talents) at local level.</li> </ul>	MoC, local governments	12
		<ul style="list-style-type: none"> <li>To create residency programmes for exchange of artists and culture operators on the territory of Macedonia</li> </ul>	MoC, local governments	12

## HEALTH CARE

Situation in terms of health rights of citizens in the Republic of Macedonia, and in particular health rights of vulnerable groups of citizens, are indicative of series of systemic shortfalls and obstacles in exercising the right to health as a fundamental human right. Confirmation thereof is found in analyses and reports developed by CSOs for several years back, which serve as basis for their advocacy efforts for unhindered exercise of these rights. Recommendations and conclusions made by different international human rights bodies also confirm and underline the need for urgent and necessary measures aimed at promotion of citizens' health, and in particular the need for adequate and specific measures aimed to eliminate barriers faced by vulnerable groups of citizens. For that purpose, this document proposes systemic and continuous reforms in different areas that will create basic preconditions and assumptions for establishment of health system that is available, accessible, and affordable, and offers quality health services for citizens. Moreover, reforms proposed are related to promotion of access to medicines, involvement of CSOs as providers of certain health care services, providing health insurance for all, securing adequate and professional staff for provision of health care services, and improvement of health diagnostics. On the other hand, reforms proposed also aim to create solid basis and foundation for planning and implementing real health policies, i.e. policies that match needs of citizens and especially of vulnerable groups of citizens. They concern measures related to adoption and budgeting of necessary health policies, adequate planning and budgeting for programmes implemented by the Ministry of Health, and improvement of health statistic records and utilization thereof. In proposing measures, the team went one step further in terms of proposing assessment of the situation under indicators related to neonatal, infant and perinatal mortality. This is particularly important because these health indicators have been marked by exceptionally negative trends and establishment of reasons thereof must be given the highest priority. Equally important are reforms proposed in terms of promoting protection mechanisms for health rights, which represent guarantees for factual, and not only declarative, commitment to exercise of these rights. Proper functioning of the health care system could not be imagined in the absence of these mechanisms.

In addition to priority systemic reforms, this document proposes series of relevant reform efforts related to health of individual vulnerable groups, such as: women, Roma, persons living with HIV/AIDS, drug users, LGBTI persons, persons suffering from rare diseases and persons with diabetes. All measures proposed should be implemented with adequate involvement of relevant CSOs working on protection of health rights, and by respecting the principles on allocation of maximum available resources that will be used in efficient and effective manner, will be spent in full and will not be diverted to other activities. Planning and execution of the health budget should be based on respect for the principles of non-discrimination and equal access to health services for all, as well as progressive increase of budget amount.

Proposed measures should be implemented over a period of 3, 6, 9 and 12 months.

No.	Priority	Measure	Competent institution(s)	Deadline (months)
1.	Involvement of CSOs as providers of certain health services	<ul style="list-style-type: none"> <li>To regulate the possibility for CSOs to provide certain health services (for example, services CSOs have provided under Programme for HIV/AIDS) in the Law on Health Protection.</li> </ul>	MoH	3
2.	Ensure adequate expert staff for provision of primary health care	<ul style="list-style-type: none"> <li>To revise the network of primary health institutions and to define it at the level of municipality (instead of the level of several municipalities, i.e. regions).</li> </ul>	MoH	3
3.	Improve diagnostics of health diseases and disorders	<ul style="list-style-type: none"> <li>To ensure regular procurement of reagents and agents for all diagnostic procedures covered by the Health Insurance Fund of Macedonia, according to needs of patients.</li> <li>To allow diagnostics of diseases abroad, in cases of diseases that cannot be diagnosed in the country over a period of six months.</li> </ul>	MoH, HIFM	3
		<ul style="list-style-type: none"> <li>To expand health services provided under the Programme on Systematic Check Ups for Pupils and Students (for example, examination of hepatic enzymes that could lead to early detection of multitude of diseases).</li> </ul>	MoH	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
4.	Promote women health	<ul style="list-style-type: none"> <li>• To revise the Law on Pregnancy Termination in compliance with guidelines from the World Health Organization, in order to enable unhindered and quality health service.</li> <li>• To strengthen outreach (patronage) nurse service by developing and adopting Rulebook on Outreach (patronage) Service, increasing human and technical resources, education, etc.</li> <li>• To regulate by law the possibility for gynaecologists from public health institutions and private health institutions which have not signed contracts with HIFM to be able to work as registered gynaecologists ( issueprescriptions and referrals for diagnostics and further treatment) in municipalities where there are no registered gynaecologists.</li> </ul>	MoH, HIFM	3
		<ul style="list-style-type: none"> <li>• To subsidize residency of gynaecologists that will be obliged to work as registered gynaecologists in the municipalities where there are no registered gynaecologists.</li> <li>• To develop and adopt protocols on screening for malignant diseases, with special focus on breast and cervical cancer.</li> <li>• To introduce stimulating measures for registered gynaecologists, such as higher capitation rate and increased quota for registered patients.</li> </ul>	MoH, HIFM	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
5.	Promote health of patients living with diabetes	<ul style="list-style-type: none"> <li>To cancel the National Commission on Diabetes Mellitus.</li> </ul>	MoH	3
6.	Promote health of persons living with HIV/AIDS	<ul style="list-style-type: none"> <li>To secure budget funds for implementation of 2018 Programme for HIV/AIDS in the amount of 100.000.000 MKD.</li> </ul>	MoH	3
		<ul style="list-style-type: none"> <li>To develop and adopt the Strategy on HIV/AIDS for the period 2017-2021 and allocate appropriate funds from the state budget.</li> <li>To renew registration of medicines for HIV/AIDS every six months.</li> </ul>	MoH, HIFM, Agency of Medicines	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
7.	Promote access to medicines	<ul style="list-style-type: none"> <li>• HIFM to revise the positive list of medicines and orthopaedic and other aids, for the purpose of ensuring enlistment of at least one medicine for treatment of all treatable diagnoses, including innovative medicines, special foodstuff and other supplements, orthopaedic aids, etc.</li> </ul>	MoH, HIFM	6
		<ul style="list-style-type: none"> <li>• To revise the Law on Public Procurements in terms of procurement of medicines and medical materials, i.e. to revise provisions on the Council of Public Procurements, minimum standards on quality, tender documents, method and selection of expert staff by the Council of Public Procurements, definition of the role of the Agency of Medicines in these processes, etc.</li> <li>• To revoke quotas for medicines at pharmacies in order to ensure prescription medicines to be available at all pharmacies which have signed contracts with HIFM.</li> <li>• To introduce on-duty pharmacies in municipalities where they do not exist.</li> <li>• To amend the legislation on medical use of cannabis according to identified shortcomings in current practices.</li> </ul>	MoF, HIFM	9
		<ul style="list-style-type: none"> <li>• To plan, procure and distribute medicines at in-patient health institutions according to the registers of patients.</li> </ul>	In-patient health institutions, MoH, HIFM	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
8.	Adequate multiannual planning and budgeting for programmes implemented by the Ministry of Health	<ul style="list-style-type: none"> <li>To develop all programmes implemented by MoH according to medium-term needs (three years), with adequate budget allocations.</li> </ul>	MoH	6
9.	Adopting and budgeting health policies	<ul style="list-style-type: none"> <li>To adopt action plans anticipated under the Health Strategy of the Republic of Macedonia by 2020, and involvement of CSOs and patient associations in processes on planning, implementation, monitoring and evaluation, by means of public calls for consultations.</li> </ul>	MoH	6
		<ul style="list-style-type: none"> <li>To revise existing and adopt new protocols on diagnostics and treatment of diseases according to evidence-based medicine and newest achievements in medicine, adjusted to the national context.</li> <li>To revise the Strategy on Palliative Care and allocate budget funds for its implementation.</li> </ul>	MoH	12
10.	Promote health of Roma	<ul style="list-style-type: none"> <li>To regulate by law Roma Health Mediators in the system on health protection and their employment.</li> <li>To renew and allocate adequate budget funds for the National Action on Roma Health.</li> </ul>	MoH in cooperation with MLSP (for the second measure proposed)	6

No.	Priority	Measure	Competent institution(s)	Deadline (months)
11.	Promote health of drug users	<ul style="list-style-type: none"> <li>• To regulate in the Law on Health Protection the possibility for CSOs to distribute and administer Naloxone.</li> <li>• To initiate process on development of the Strategy on Prevention and Treatment of Hepatitis C.</li> <li>• To develop and adopt protocol on treatment of underage drug users (younger than 16 years).</li> <li>• To develop the Action Plan on Drugs 2018-2020, which should integrate harm reduction programmes.</li> </ul>	MoH	6
12.	Promotion of health for patients with rare diseases	<ul style="list-style-type: none"> <li>• To develop and adopt multi-annual National Plan on Rare Diseases and secure budget funds for its implementation.</li> </ul>	MoH	6
13.	Ensure health insurance for all citizens in the Republic of Macedonia	<ul style="list-style-type: none"> <li>• To ensure health insurance and use of health protection for persons without personal identification documents.</li> <li>• To revise criteria on personal income as condition for free-of-charge health insurance entitled to unemployed persons.</li> <li>• To shorten the deadline for use of free-of-charge health insurance after termination of employment.</li> <li>• To revoke the criterion for continuous health insurance over period of 6 months as precondition for use of orthopaedic aids and sick leave covered by HIFM.</li> </ul>	MoH, HIFM, MLSP	9

No.	Priority	Measure	Competent institution(s)	Deadline (months)
14.	Promote health of transgender persons	<ul style="list-style-type: none"> <li>To adopt standards and protocols for transgender persons, train health staff for treatment of transgender persons and ensure treatment abroad for these persons on the cost of HIFM.</li> </ul>	MoH, HIFM	9
15.	Assess situation in terms of indicators on neonatal, infant and perinatal mortality	<ul style="list-style-type: none"> <li>To organize applied research on reasons for this situation.</li> </ul>	MoH, Institute of Public Health	12
16.	Promote the method on health statistics records and utilization thereof	<ul style="list-style-type: none"> <li>To anticipate under the Law on Health Care Records the obligation for keeping health statistics desegregated by age, gender, ethnic background, urban and rural population, region, etc.</li> <li>To anticipate under the Law on Health Protection and the Law on Health Care Records the obligation for the ministry and other competent institutions to conduct regular applicable research, in particular important for health trends and indicators.</li> <li>To establish and regularly update the register of patients with chronic diseases (with special focus on malignant diseases, rare diseases, chronic progressive non-communicable diseases and chronic communicable diseases).</li> </ul>	MoH, Institute of Public Health, PHIs and SSO	12

No.	Priority	Measure	Competent institution(s)	Deadline (months)
17.	Promotion of protection mechanisms for exercise of health rights	<ul style="list-style-type: none"> <li>• To establish all law-stipulated mechanisms for protection of patients' rights.</li> <li>• To take all measures necessary for timely and adequate action on the part of Ministry of Health and HIFM for protection of patients' health rights.</li> <li>• To take all necessary measures to enforce court decisions taken by administrative courts in disputes related to health care.</li> </ul>	Government	12

## LIST OF ABBREVIATIONS AND ACRONYMS

<b>EARM</b>	Employment Agency of the Republic of Macedonia
<b>ACMIS</b>	Automated Case Management Information System
<b>AYS</b>	Agency for Youth and Sports
<b>IA</b>	Intelligence Agency
<b>AJPP</b>	Academy for Judges and Public Prosecutors
<b>ASFARD</b>	Agency for Financial Support to Agriculture and Rural Development
<b>BPP</b>	Bureau of Public Procurements
<b>BDE</b>	BDE Bureau for Development of Education
<b>VMRO</b>	Internal Macedonian Revolutionary Organization
<b>HE</b>	Higher Education
<b>HEAEB</b>	Higher Education Accreditation and Evaluation Board
<b>GoRM</b>	Government of the Republic of Macedonia
<b>CSOs</b>	civil society organizations
<b>VAT</b>	Value Added Tax
<b>SAO</b>	State Audit Office
<b>SSO</b>	State Statistical Office
<b>SEC</b>	State Election Commission
<b>SCE</b>	State Centre for Examination
<b>SCPC</b>	State Commission for Prevention of Corruption
<b>SEI</b>	State Education Inspectorate
<b>SUT</b>	State University in Tetovo
<b>EC</b>	European Commission
<b>ELEM</b>	Power Plants of Macedonia
<b>LSGUs</b>	Local Self-Government Units
<b>ENER</b>	Single National Electronic Register of Regulations in the Republic of Macedonia
<b>EU</b>	European Union
<b>LCS</b>	Law on Civil Servants

<b>LCAF</b>	Law on Citizens' Associations and Foundations
<b>LAF</b>	Law on Associations and Foundations
<b>LCP</b>	Law on Criminal Proceedings
<b>LGAP</b>	Law on General Administrative Procedure
<b>LSA</b>	Law on Social Activities
<b>EC</b>	Electoral Code
<b>IPA</b>	Instrument for Pre-Accession Assistance
<b>PHIs</b>	public health institutions
<b>PPO</b>	Public Prosecution Office
<b>PPOOCC</b>	Public Prosecution Office for Organized Crime and Corruption
<b>PPRM</b>	Public Prosecutor of the Republic of Macedonia
<b>PE</b>	public enterprise
<b>CEA</b>	Committee on European Affairs
<b>CPRFAPI</b>	Commission on Protection of the Right to Free Access to Public Information
<b>LYC</b>	local youth councils
<b>MANU</b>	Macedonian Academy of Science and Arts
<b>MAPAS</b>	Agency for Supervision of Fully Funded Pension Insurance
<b>MoI</b>	Ministry of Interior
<b>MoE</b>	Ministry of Economy
<b>MEPSO</b>	Macedonian Electricity Transmission System Operator
<b>MOEPP</b>	Ministry of Environment and Physical Planning
<b>MoH</b>	Ministry of Health
<b>MAFWE</b>	Ministry of Agriculture, Forestry and Water Economy
<b>MISA</b>	Ministry of Information Society and Administration
<b>MoC</b>	Ministry of Culture
<b>MoES</b>	Ministry of Education and Science
<b>MoD</b>	Ministry of Defence
<b>MoJ</b>	Ministry of Justice
<b>MTC</b>	Ministry of Transport and Communications

<b>MLSP</b>	Ministry of Labour and Social Policy
<b>MoF</b>	Ministry of Finance
<b>NBRM</b>	National Bank of the Republic of Macedonia
<b>NYC</b>	National Youth Council
<b>NCEI</b>	National Council for European Integration
<b>OSCE</b>	Organization for Security and Cooperation in Europe
<b>EIA</b>	Environmental Impact Assessment
<b>ODIHR</b>	Office for Democratic Institutions and Human Rights
<b>SABs</b>	state administration bodies
<b>OECD</b>	Organization for Economic Cooperation and Development
<b>RES</b>	renewable energy sources
<b>BPPO</b>	Basic Public Prosecution Office
<b>UN</b>	United Nations
<b>BC</b>	Basic Court
<b>PDFIF</b>	Pension and Disability Insurance Fund of the Republic of Macedonia
<b>MEC</b>	Mining and Energy Complex
<b>RYCO</b>	Regional Youth Office for the Western Balkans
<b>ERC</b>	Energy Regulatory Commission
<b>RM</b>	Republic of Macedonia
<b>US</b>	United States (of America)
<b>SIOFA</b>	Secretariat for Implementation of the Ohrid Framework Agreement
<b>SPO</b>	Special Prosecution Office
<b>SEA</b>	Strategic Environmental Assessment
<b>SPIL</b>	Social Protection Implementation Project
<b>SMA</b>	social monetary allowance
<b>UBK</b>	Directorate for Security and Counterintelligence
<b>UGD</b>	University "Goce Delcev"
<b>PRO</b>	Public Revenue Office
<b>USCM</b>	University "Ss Cyril and Methodius"
<b>USCO</b>	University "St. Clement of Ohrid"

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**DPELSCM** Directorate for Promotion of Education in Languages  
Spoken by Community Members

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**HIFM** Health Insurance Fund of Macedonia

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**CRRM** Central Register of the Republic of Macedonia

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**SWCs** Social Work Centres

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**CVET** Centre for Vocational Education and Training

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**CFCA** Central Financing and Contracting Authority

# ANNEX 1 – LIST OF CSOs AND EXPERTS INCLUDED IN THE INITIATIVE

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(Asterisk \* is used for CSOs and experts involved only in development of the “Blueprint for Urgent Democratic Reforms” from July 2016)

## **Fight against Corruption**

- Institute for Democracy “Societas Civilis” – Skopje
- Coalition “All for Fair Trials”
- Foundation Open Society – Macedonia
- Centre for Research and Policy Making
- Transparency International – Macedonia
- Macedonian Centre for International Cooperation
- \*Transparency Macedonia

## **Civil Society**

- Balkan Civil Society Development Network
- Eurothink – Centre for European Strategies
- Association “Konekt”
- Association “Young European Federalists” – YEF Macedonia
- Youth Educational Forum
- Macedonian Centre for International Cooperation
- National Youth Council
- National Council on Gender Equality
- Reactor – Research in Action
- Foundation NGO Info-Centre
- Foundation Open Society – Macedonia
- Foundation for Local Development and Democracy “Focus”
- Contemporary Arts Centre – Skopje

## Environment

- Association for Clean Environment “LET’S DO IT MACEDONIA”
- Association for Sustainable Development and Environmental Protection “Go Green”
- Centre for Environmental Research and Information “Eko-svest”
- Macedonian Environment Society
- Milleukontakt Macedonia
- Journalists for Human Rights
- ORT – Training for Sustainable Development
- Centre for Strategy and Development “Paktis” – Prilep
- Connecting Natural Values and People Foundation - Macedonia

## Health Care

- Citizens’ Association on Rare Diseases “Life with Challenges”
- Association for Emancipation, Solidarity and Equality of Women – ESE
- Association “Stronger Together”
- Initiative for Development and Inclusion of Communities – IRIZ
- Coalition “Sexual and Health Rights of Marginalized Communities”
- Roma Organization for Multicultural Affirmation ROMA SOS
- Foundation Open Society – Macedonia
- HAE Macedonia
- Health Education and Research Association – HERA
- HOPS – Healthy Options Project Skopje
- Association of Persons with Diabetes “Sekerce – Lollipop”, Veles

## Elections and Electoral System

- Association for Promotion and Development of Inclusive Society – INKLUZIVA
- NGO KHAM – Delcevo
- Association “Young European Federalists” – YEF Macedonia
- Citizens’ Association MOST
- Citizens’ Association “Proficio”
- Centre for Sustainable Community Development – Debar
- CIVIL – Centre for Freedom
- Aleksandar Stojanovski

**Public Administration**

- Association for Developmental Initiatives ZENITH
- Association for Local Development “Akcija Plus” – Resen
- Eurothink – Centre for European Strategies
- European Policy Institute
- Foundation Open Society – Macedonia
- Centre for Change Management
- Dragan Gocevski
- Metodija Dimovski
- \*Branimir Jovanovic

**Public Finances and Economy**

- Think-tank Analytica
- Association for Emancipation, Solidarity and Equality of Women - ESE
- Centre for Economic Analyses
- Centre for Sustainable Community Development – Debar
- \*Association of Young Analysts and Researchers
- \*Branimir Jovanovic
- \*Petar Gjosev
- \*Nikola Popovski
- \*Goran Petrevski
- \*Abdulmenaf Bedzeti

**Oversight on Police and Agencies for Security and (Counter)Intelligence**

- Think-tank Analytica
- Association for Developmental Initiatives ZENITH
- Eurothink – Centre for European Strategies
- Forum for Security Policy Research – Securitas
- FORUM – Centre for Strategic Research and Documentation
- Helsinki Committee for Human Rights in the Republic of Macedonia
- Trpe Stojanovski
- \*Gordan Kalajdziev

## Justice System

- European Policy Institute
- Institute for Human Rights – Skopje
- Coalition “All for Fair Trials”
- Macedonian Young Lawyers’ Association
- Roma Organization for Multicultural Affirmation ROMA SOS
- Foundation Open Society – Macedonia
- Helsinki Committee for Human Rights in the Republic of Macedonia
- Centre for Legal Research and Analyses

## Education and Youth Policies

- Association for Sustainable Development and Environmental Protection “Go Green”
- Association of Educators of the City of Skopje “Contemporary Educator”
- Association “Young European Federalists” – YEF Macedonia
- Initiative for Development and Inclusion of Communities – IRIZ
- Youth Cultural Centre – Bitola
- Youth Educational Forum
- Teacher Plenum
- National Youth Council
- Independent Academic Trade Union
- Friends of Education
- Foundation for Educational and Cultural Initiatives “Step by Step” – Skopje
- Foundation Open Society – Macedonia
- Foundation for Local Development and Democracy “Focus”
- Centre for Interethnic Tolerance and Refugees
- Centre for Educational Support for Children “Dendo Vas”
- Community Centre in the Municipality of Centar
- Nikola Levkov

## Culture

- “Vision” Centre for Sci-Fi Macedonia
- Children Theatre Centre – Skopje
- Initiative for Independent Culture Activism – INCA
- JADRO – Association of Independent Culture Scene
- Coalition “Sexual and Health Rights of Marginalized Communities”
- KONTRAPUNKT – Association for Development of Critical Theory, Socio-

### Cultural Activism and Contemporary Artistic Practices

- Centre for Balkan Cooperation “Loja”
- LOKOMOTIVA – Centre for New Initiatives in Arts and Culture
- Association of Artists Cultural Centre “Mediartes” – Ohrid
- Youth Educational Forum
- Association “Multimedia”
- Organization for Activism, Theory and Art “Freedom Square”
- “Press to Exit” Project Space
- Comic Centre of Macedonia
- Faculty of Things That Can’t Be Learned
- Foundation Open Society – Macedonia
- Contemporary Arts Centre – Skopje
- Oliver Musovik
- Gjorgje Jovanovik
- Velimir Zernovski
- Nikola Gelevski

### Parliament

- Institute for Democracy “Societas Civilis” – Skopje
- Foundation Open Society – Macedonia
- \*Citizens’ Association MOST

### Social Protection, Welfare and Sustainability

- NGO KHAM – Delcevo
- Macedonian Anti-Poverty Platform
- Reactor – Research in Action
- HOPS – Healthy Options Project Skopje
- “Public” Association for Research, Communications and Development
- Health Education and Research Association – HERA
- Association “Humanity”
- Association “Justicia” – Kumanovo
- SOS Children’s Village – Macedonia
- \*Marjan Nikolov
- \*Dragan Gocevski
- \*Branimir Jovanovik

