

Environmental Communication Strategy

Technical report



Strengthening the Capacity of the Ministry for Environment and Physical Planning
An EU funded project managed by the European Agency for Reconstruction





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Technical Report:
Environmental Communication Strategy

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List of abbreviations

AQS	Air Quality Standard
CARDS	Community Assistance for Reconstruction, Development and Stabilisation
CBA	Cost-benefit Analysis
CEA	Cost-effectiveness Analysis
CG	Core Group
CITES	Convention on International Trade of Endangered Species
COWI	Consulting Engineers and Planners AS, Denmark
DEM	Ecologists' Movement of Macedonia
DFID	Department for International Development, UK
EA	Environmental Agency
EAR	European Agency for Reconstruction
EC	European Community
ECC	Economic Chamber of Commerce
EE	Environmental Education
EEA	European Environmental Agency
EF	Environmental Fund
EIA	Environmental Impact Assessment
EIC	Environmental Information Centre
EIONET	Environmental Information System of the European Union and the European Environmental Agency
EIS	Environmental Information System
EPA	Environmental Protection Agency/Act
EMAS	Eco-Management Audit Scheme (EC legislation)
EQS	Environmental Quality Standards
ESPOO	Environmental Impact Assessment in a Transboundary Context
ESTC	European Short Term Consultants
EU	European Union
EURO	European Currency
EU-WFD	EU-Water Framework Directive
GDP	Gross Domestic Product
GEF	Global Environment Facility
GIS	Geographical Information System
GLOBE	Global Learning and Observations to Benefit the Environment (Educational Programme)
GOPA	Gesellschaft für Organisation, Planung und Ausbildung
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit, GmbH
HMA	Hydro meteorological Administration
IBRD	International Bank for Reconstruction and Development
INFOTERRA	The global information exchange network of the UNEP
IPPC	Integrated Pollution Prevention and Control (EC Directive)
ISMA	Institutional Strengthening of Agriculture, Forestry & Water Economy, EU Project
ISO	International Standards Organisation
JICA	Japan International Co-operation Agency
KfW	Kreditanstalt für Wiederaufbau
LE	Legal Expert
LEAP	Local Environmental Action Plan
LLSG	Law on Local Self Government
LFM	Logical Project Framework Matrix
MAC	Maximum allowable concentrations
MAFWE	Ministry of Agriculture, Forestry and Water Economy



md	man-days
MEIC	Macedonian Environmental Information Centre
MEPP	Ministry of Environment and Physical Planning
MES	Ministry of Education and Science
MK (MC)	FYR Macedonia
mm	man-month
MOH	Ministry of Health
MOU	Memorandum of Understanding between the MEPP and EAR
MOVE	Moderation and Visualization methods
MOJ	Ministry of Justice
MOTC	Ministry of Transport and Communications
NEAP	National Environmental Action Plan
NPAL	National Program for Approximation of the Legislation
NGO	Non Governmental Organisation
OP	Operation Plan
OSCE	Organisation for Security and Co-operation in Europe
PA	Public Awareness
PHARE	Technical Assistance Program for Accession Countries of the EU
PMO	Project Management Office
ppm	parts per million (mg/kg, mg/l)
PPM	Project Planning Matrix
PRO	Public Relation Office
PWME	Public Water Management Enterprise
REC	Regional Environmental Centre for Central and Eastern Europe
REReP	Regional Environmental Reconstruction Programme for Southeast Europe
RIHP	Republic Institute for Health Protection
RON	Research Octane Number
SAA	Stabilisation and Association Agreement
SC	Steering Committee
SCM	Steering Committee Meeting
SEA	Strategic Environmental Assessment
SEE	South-East European Countries
SEI	Sector for European Integration
SFRJ	Socialistic Federative Republic of Yugoslavia
TE	Technical Expert
TELEMATIC	Environmental Information System of the European Union and the European Environmental Agency
TL	Team Leader
ToR	Terms of Reference
ULP	Campaign on phasing out leaded petrol
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIDO	United Nations Industrial Development Organisation
WB	World Bank (International Bank for Restructuring and Development)
WG	Working Group
WP	Work Plan
WRM	Water Resources Management



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Chapter I EXECUTIVE SUMMARY

Background

The present situation of the Ministry of Environment and Physical Planning is summarized in the SWOT analysis table below, based on the Stakeholder and Communication Needs Analysis and general Institutional Analysis.

Strengths	Weaknesses
<ol style="list-style-type: none"> 1. The Ministry of Environment and Physical Planning is a 'young', dynamic ministry. Due to its staff and its well-developed practices of internal and external informal communication, the MEPP is flexible compared to other government institutions. 2. The MEPP enjoys the public image of being a positive force in the country. 3. The MEPP has a good international reputation and receives significant international political and financial support 4. The Ministry has approximately 90 permanent staff positions. 5. The Ministry is well-equipped with computers and communication equipment 	<ol style="list-style-type: none"> 1. The current economic and budgetary situation in the country severely limits the level of environmental expenditure 2. Because of the lack of domestic funding, all stakeholders focus more on international funding opportunities than on solving domestic environmental problems 3. The Ministry is a project-oriented organization without a clear shared vision. There is no coherent policy plan. Coordination and planning of work is weak and communication between some departments is insufficient. 4. Not all staff have the qualities needed for the good performance of their jobs. 5. The number of staff is much lower than in comparable countries and is insufficient to implement all the legal mandates and other tasks. 6. There is little planned human resource management. 7. Due to the insufficient capacity of the Ministry, the absorption capacity for funds is low. 8. There are institutional conflicts with other ministries due to overlapping mandates and the perception of others that the MEPP is trying to take over their mandates 9. The relationship with local self government is not well-defined, either in law or in practice, leading to insufficient co-operation with the municipalities in addressing and solving environmental problems 10. Businesses and industry are seen as enemies, not as an opportunity for environmental improvement.
Opportunities	Threats
<ol style="list-style-type: none"> 1. The economic situation will gradually improve in the future 2. A reform of public administration is in progress, aiming at improving efficiency and effectiveness. 3. The Ministry may receive additional mandates with the planned new law on government and existing overlaps with other Ministries may be streamlined 4. The process of decentralization demands the development of environmental services and physical planning at local level. 5. The privatization process will more clearly assign the responsibilities of the polluters. 	<ol style="list-style-type: none"> 1. Due to the economic situation there is a moratorium on new employment, and downsizing of the administration is being considered. 2. Through government reform—or as a result of changes in political relationships—the ministry may be terminated or merged with other ministries. 3. The Ministry may fail to secure the implementation of the upcoming new environmental legislation if its capacity and effectiveness is not improved 4. Conflicts with other ministries, government institutions, businesses and municipalities may escalate.



6. Significant international donor funds and later EU structural funds will be available for environmental purposes in the foreseeable future.	5. The ministry may lose public confidence because of environmental crises such as the pollution in Veles, even if the MEPP does not possess the power to solve these crises
7. The information technology is underutilized in the Ministry.	6. The MEPP may lose its image due to failure in actually implementing investment projects on the ground as a result of a lack of funds or other reasons
8. Integration into the EU will create additional demand for environmental management and services.	7. Corruption

Implications

The Ministry of Environment and Physical Planning is charged by law with leading the efforts of the country in the field of environmental protection and careful use of physical space and other natural resources. Environmental protection involves many individuals, groups and legal entities in society who need to fulfil their responsibility or exercise their right towards the environment and physical space. Because of this, the success or failure of environmental management critically depends on communication.

Currently, the effective performance of the Ministry is hindered by the identified weaknesses, which are slowing further development of the institution itself and of the environmental sector in the country. By developing successful integrated communication, the Ministry can maintain its position as a leading institution within the government and the country in the context of participatory democracy and a market economy. On the internal side, integrated communication is closely linked and dependent on the structure and culture of the organization. On the external side it depends on successfully communicating with the public and stakeholders.

Proposed strategy

The purpose of the Communication Strategy is to take advantage of the opportunities and avoid or mitigate the threats while building on strengths and reducing weaknesses.

The strategy has four goals and each of them is broken down into more detailed objectives:

Goals	Objectives
1. Improve the level of efficiency and enhance the MEPP's performance	1.1 Develop and communicate the vision of the Ministry 1.2 Establish a human resource management system 1.3 More efficient organisational structure 1.4 Enhanced use of Information Technology 1.5 Establish clear formal communication channels 1.6 Support for informal communication
2. Strengthen the Ministry's position vis-à-vis other Ministries	2.1 Policy initiative of the MEPP 2.2 Development of financial mechanisms for supporting environmental investments 2.3 Draw clear lines between mandates of the various Ministries and other institutions 2.4 Develop joint activities with other Ministries
3. Improve communication between stakeholders in the field of environmental management	3.1 Support the institutional development and capacity-building of domestic stakeholders 3.2 Secure free access to environmental information 3.3 Develop open, public dialogue



Goals	Objectives
	3.4 Involve stakeholders in policy development 3.5 Develop market demand for environmental technology and services
4. Facilitate the process of EU integration within the environmental chapter	4.1 Active role of Macedonia in international relations 4.2 Increase the absorption capacity for donor funds 4.3 Solve cross-border environmental problems 4.4 Represent the interests of FYR Macedonia in international negotiations 4.5 Fulfil international obligations

In order to meet these goals and objectives, the priority actions related to **internal communication** in the Ministry are:

- New organisation structure:
- Development of a human resource management system
- Catalogue of services provided by MEPP – functional analysis
- Manual on administrative procedures inside MEPP
- Staff capacity building and social activities
- Use of electronic communication

In the **external communication**, priority activities are grouped according to the relevant stakeholder groups:

Stakeholder group	Planned communication activities
Local self government	<ul style="list-style-type: none"> - Capacity- building for LSG administrations - Catalogue of environmental responsibilities of local self government - Model local environmental regulations - Local Environmental Action Plans - Urban Plans - Financing model for municipal services - Regular environmental project conferences
Ministries and government institutions	<ul style="list-style-type: none"> - Policy dialogue - Inter-ministerial working groups - Decentralisation - Water management mechanisms - Exchange of information
Polluters	<ul style="list-style-type: none"> - Register of polluters - Policy dialogue - Self-monitoring - Economic Instruments - Promotion of cleaner production
Environmental service providers	<ul style="list-style-type: none"> - Register of environmental services providers in Macedonia - Capacity-building events for environment professionals



Stakeholder group	Planned communication activities
	<ul style="list-style-type: none"> - Procurement procedures for services for ministry and municipalities - Accreditation of EIA providers - Accreditation of monitoring service providers
Non-governmental organisations	<ul style="list-style-type: none"> - Policy dialogue - Grants for NGOs - Free access to environmental information - Environmental Impact Assessment - Strategic Environmental Assessment
General public and media	<ul style="list-style-type: none"> - Awareness-Raising Campaigns - Free access to environmental information
Users of Ministry services	<ul style="list-style-type: none"> - Outside user manual
International community	<ul style="list-style-type: none"> - Leadership in Regional Environmental Reconstruction Programme (REReP) - Relationship with DG ENV - Membership in EEA - Bilateral relations – cross-border projects - UN, Environmental conventions and other international processes

In order to successfully communicate the mission and work of the Ministry to all internal and external stakeholders, a short strategic document called **Vision 2008** was developed along with the Communication and Awareness Strategies (Objective 1.1).

In order to facilitate the implementation of the Communication strategy it is recommended that the **future donor assistance** focuses on the following activities:

- Functional analysis and institutional development plan of the MEPP
- Awareness raising campaigns
- Institutional development of the proposed environmental agency
- Programme for the implementation of the IPPC
- Economic Instruments
- Self Monitoring.

With the new tasks and organisation, there is a need for approximately 7 persons to move from existing units to newly established or other units and for **10 new staff** for:

- Cabinet of Minister (4)
- General affairs (2)
- National Co-operation (4).

The new staff can be recruited from inside the Ministry and replaced with new employments, or from outside the Ministry. In outside recruitment, the Ministry should look at employing the nine junior experts that have worked on the CMEPP project in 2002/2003 and have been trained on the job in several areas that correspond to the planned activities, such as environmental law and implementation, information and communication.



Impact

With the development of the Vision 2008, the process of developing the Communication Strategy has already had a positive impact on the internal communication in the MEEP. In a similar way the participatory process of development of new legal drafts and participatory process of development of new legal drafts and the awareness campaigns conducted in the course of the project have had a positive impact on the external communication of the Ministry.

Full implementation of this strategy will enable the Ministry to play a pro-active role in environmental improvement in the country and in the upcoming EU membership negotiations. It will reduce institutional dependency on donor funding and external technical assistance and at the same time enable mobilisation of the upcoming EU membership negotiations. It will reduce institutional dependency on donor funding and external technical assistance and at the same time enable mobilisation of domestic and external funding for environmental investments.

In a broader context the implementation of this strategy will bring benefits in improving performance of the public administration as well as the development of democracy in the country on the way to full membership in the European Union.



Chapter II Introduction

II.1 WORKING GROUP 5 IN THE GENERAL CONTEXT OF THE PROJECT

The European Union (EU) has funded an 18 month project entitled 'Strengthening the Capacity of the Ministry of Environment and Physical Planning'. The goals of the project have been: to adapt Macedonian environmental legislation to the Acquis Communautaire (the existing body of EU legislation); to raise environmental awareness; to improve communication; to develop environmental monitoring and data management; and to provide environmental training programmes.

The objectives of the project have been:

- To improve the quality of current environmental legislation and draft other subordinate acts which will supplement the Act on Environment, thereby supporting the Ministry's efforts to adapt its current legislation to the Acquis Communautaire
- To establish an adequate permit and enforcement structure
- To improve the level of functioning and efficiency of the MEPP and thus enhance the MEPP's overall performance
- To strengthen the Ministry's position vis-à-vis other Ministries
- To improve communication between stakeholders in the field of environmental management
- To reinforce institutions responsible for environmental-awareness raising
- To streamline the MEPP's tasks in the field of environmental monitoring

In order to achieve these objectives, the project has been organised in three components:

Component 1 has encompassed the approximation of legislation in four areas: horizontal legislation; water resources management, including wastewater issues; waste management, including hazardous waste management; and nature conservation. Accordingly, responsibility for work on these four areas has been assigned to four interdisciplinary and inter-ministerial Working Groups (WGs). The work of the four WGs has been allocated as follows:

WG1 'environmental horizontal legislation', including subgroup WG1/2 'the master plan on phasing out leaded petrol'

WG2 'water framework legislation'

WG3 'waste and hazardous waste legislation'

WG4 'nature conservation'

Component 2 has encompassed environmental awareness raising; improvement of environmental communication; environmental monitoring; and data management. This work was organised in two Working Groups:

WG5 'awareness raising strategies and environmental communication strategy'

WG6 'environmental monitoring and data management strategy'



Component 3 has encompassed a variety of training and training-related activities arising from project components 1 and 2, and formal training interventions. The Project is managed, coordinated and implemented by the Project Management Office in Skopje.

In the course of the project, **component 2** has produced the following results:

- Result 12:** Short-term and Medium-term Environmental Awareness Strategy developed (2003-2006)
- Result 13:** Short-term strategies for improvement of public awareness implemented in 2003
- Result 14:** Horizontal and Vertical Environmental Communication Strategy developed
- Result 15:** Environmental Monitoring Strategy developed
- Result 16:** Environmental Data Management Strategy developed

This report constitutes Result 14: Horizontal and Vertical Environmental Communication Strategy. This report has been produced in the framework of Working Group 5.

II.2 SCOPE OF WORK OF WORKING GROUP 5

The task assigned to Working group 5, under Component 2 of the project, was that of raising environmental awareness and improving communication between stakeholders in the environmental sector. In the course of the project it was further agreed that support to the institutional development of MEPP should be provided through advice on the organizational restructuring of MEPP and on meeting the needs of human resources. This support was provided in close coordination with Component 1.

Working Group 5 was tasked to produce the following three project results:

- Result 12:** Short-term and Medium-term Environmental Awareness Strategy developed (2003-2006)
- Result 13:** Short-term strategies for improvement of public awareness implemented in 2003
- Result 14:** Horizontal and Vertical Environmental Communication Strategy developed

These three results have been realised through the adoption of two strategies -the Environmental Awareness Raising Strategy and the Environmental Communication Strategy (this report)- as well as through several supporting studies and documents and the implementation of communication and awareness raising activities. By adopting this approach, communication and awareness raising has already been improved during the lifetime of the Project through cross-component activities involving representatives from a wide range of stakeholders from each Working Group. Moreover, this approach has benefited the development and finalisation of formal strategies formulated in the later stages of the project, thus taking into account the hands-on experience gained through activities already implemented.

II.3 WG MEMBERSHIP AND RULES OF PROCEDURE

The Working Groups were established as the main working methods of the project in order to ensure broad stakeholder participation and dialogue. Such broad participation and dialogue was seen as essential in ensuring that the development of a legal drafts



and strategies would correspond to the particular circumstances prevailing in Macedonia and that the results would later be implemented. Each Working Group consisted of a *core* group and a larger *advisory* group.

The objective assigned to the core group was that of performing the Project activities on a continuous basis in accordance with the Work Plan i.e. the assembly of materials, the review of drafts, etc.

The composition of the core group has included staff members of the MEPP and representatives -as required- from other governmental institutions. The core group has also included international and local senior and junior experts.

The objective assigned to the larger, advisory group within each Working Group was that of providing commentary and advice pertaining to the work of the core group. The composition of the advisory group has included staff of the MEPP and other governmental institutions as well as representatives from non-governmental institutions and organisations. The Working Group members were nominated by the Project Management, the MEPP and other Ministries concerned, as well as by governmental institutions or other organizations. They were appointed with the official approval of the MEPP. The list of the members of the larger Working Group 5 is presented in Annex 1.

No remuneration has been given to members of Working Group 5 on the basis that these members served the Working Group in the capacity of official representatives of the respective institutions from which they were drawn. The reimbursement of travel expenses for those members travelling from outside of the city of Skopje has been granted by the Project, however, in cases where the institutions from which such members were drawn proved unable to bear the travel costs.

In accordance with the Rules of Procedure as presented in Annex 2, the core group has held meetings on a weekly basis, while meetings of the larger Working Group have been held per milestone of the project.

The composition of the secretariat of the Working Group has consisted of senior and junior technical experts employed by the Project. It has been the task of the secretariat to organize meetings of the core group and the larger Working Group: preparing agenda, producing minutes of meetings and ensuring communication within and between the core group and the advisory group. The secretariat has also been charged with responsibility for keeping the records and documentation of the Working Group. Minutes of all meetings have been drafted, finalised, and made available to the group members.

The Working Group has been assisted by international experts in accordance with their respective Terms of Reference and in line with the Project Work Plan and Schedules. International experts have provided advice based on their knowledge and experience of relevant communication, monitoring and data management techniques in EU member states and other accession candidate countries.

The language of everyday communication of the Working Group has been Macedonian, with translation provided in English for the international experts. Important documents that were not originally produced in Macedonian have been translated into Macedonian to the extent that translation resources have allowed. Working documents reflecting the progress of the core groups have been made available to the members of



the larger group. The core group has presented a report on the progress of the project in each meeting with the larger group.

II.4 METHODOLOGY AND PROCESS

The development of the Environmental Communication Strategy has followed the general methodological approach of the Project in seeking the involvement of stakeholders. By this means, it is intended that these stakeholders will assume ownership of the strategy after the Project has been completed and that they will ensure the implementation of the Project results. This approach reflected the following two main objectives, adopted in order to secure the quality of results:

- That the strategy should respond to the needs of the stakeholders based on up-to-date information about the situation in the environmental sector in the country
- That the implementation of the strategy should be made possible through genuine stakeholder commitments and input

To achieve these objectives, the development process of the Environmental Communication Strategy involved regular consultation inside and outside the core group; direct communication with stakeholders inside and outside the MEPP; and strategic workshops involving senior and middle management of the MEPP. Domestic and international experts supported this process by drafting the interim and result documents and by facilitating dialogue among the various participants in the process. In this way, several elements of the strategy were simultaneously implemented in practice.

The Communication Strategy, combined with the Awareness Raising Strategy, constitutes a comprehensive and integrated 'corporate communication and management approach' for the Ministry of Environment and Physical Planning. As will be explained in greater detail later on in this document, the two strategies are mutually supportive and mutually dependent and will thus require simultaneous implementation. Certain elements are referred to in both documents and this is illustrative of the close links between the two strategies

An overview of the process of development of the ECS and of the methods employed in this process is provided in Table 1.

A detailed list of all meetings and workshops held in the course of the project is presented in Annex 3.

Table 1: Process of Development of the Environmental Communication Strategy

Time	Main Activities	Methods employed
June – September 2002	Project inception: definition of scope and stakeholder groups	Consultation with stakeholders.
September 2002	Component 2 Strategy workshop.	Plenary and breakout group discussion of the approach.
September – December 2002	Preparation of the ToR for the Stakeholder. Assessment of Stakeholder and	International expert input.



Time	Main Activities	Methods employed
	Communication Needs and General Institutional Analysis.	
October – December 2002	Mobilisation of international and local experts.	International expert input. Calls for local applications.
December 2002 – March 2003	Stakeholder and Communication Needs Assessment and General institutional Analysis.	Interviews with stakeholders.
January 2003	First meeting of Working Group 5.	Presentation and discussion of main findings of the assessment.
February - May 2003	Discussion paper on principles of institutional development	International expert input. Coordination Component 1 and 2.
April – June 2003	Working draft strategy.	SWOT analysis. Interviews with decision-makers.
July 2003	Second meeting of Working Group 5.	Presentation and discussion of the draft strategy
July 2003	Ministry workshop, Ponikva.	Presentations on the vision of the Ministry. Learning Logical Framework Approach for strategic planning.
September 2003	Ministry workshop, Mavrovo.	Final vision of the Ministry. Groups using Logical Framework Approach for specific topics.
September 2003	Draft Vision 2008	Draft based on the results of Mavrovo and Component 1.
October 2003	Draft strategy	Draft based on the results of Mavrovo.
October 2003	Stakeholder meeting	Presentation of Vision 2008 and Draft Strategy to the public. Feedback on presentation.
November 2003	Final report	Summary of results.

The following documents were produced in the process of the development of the ECS:

- Draft Stakeholder and Communication Needs Assessment and General Institutional Analysis Report
- Discussion paper: Principles of Institutional Development in Relation to the Strengthening of the Capacity of the Ministry of Environment and Physical Planning (in coordination with Component 1)
- Working Draft: Environmental Communication Strategy
- Vision 2008: The Roadmap of the Ministry of Environment and Physical Planning
- Draft Environmental Communication Strategy
- Logical Framework tables and other texts from the workshops
- Minutes of meetings of the Working Group and Core Group

The Stakeholder and Communication Needs Assessment and General Institutional Analysis Report is fully integrated into the Strategy in the form of Chapter III:



Background: Communication and Institutional Assessment. The Discussion Paper on institutional Principles and the document, Vision 2008, are presented in Annexes 4 and 5 of this report together with other outputs from workshops and meetings presented in Annex 6.

As mentioned earlier, the Communication Strategy and the Awareness Raising Strategy constitute a comprehensive and integrated 'corporate communication and management approach' for the Ministry. Accordingly, the interim results and documents prepared in the process of the development of the Awareness Strategy have also been used in the framework of the Communication Strategy. These documents are:

- Draft Awareness Assessment and Short Term Interventions Report
- Draft Short-term Interventions in Environmental Awareness Raising Report (including the basic campaign and its three offshoot awareness-raising campaigns.)

These documents are presented in the context of the Technical Report on Environmental Awareness Strategy (Results 12 and 13).

This report itself was prepared by Jernej Stritih, Task Leader of Component 2 of the CMEPP project and an expert in environmental policy and communication. The report benefited from inputs from Michael Koch, International Senior Environmental Management Expert; Matthias Brandt, International Communication Research and Public Relation Expert; Zdravko Smilevski, Senior Local Communication Expert; and Vaska Atanasova, Junior Local Media and Communication Expert.



Chapter III BACKGROUND: COMMUNICATION AND INSTITUTIONAL ASSESSMENT

This chapter presents the results of the Stakeholder and Communication Needs Assessment and General Institutional Analysis which was conducted in order to provide the basis for the development of the Communication Strategy.

This chapter is organised into sections addressing issues as they affect the respective stakeholders. Thus, the first sections are dedicated to an analysis of communication and institutional issues related to the MEPP and local self governments, as these bodies comprise the key institutions in the environmental sector. These sections are followed by descriptions of other stakeholders and their relationships. The SWOT analysis at the end of this chapter briefly summarises the situation in terms of environmental communication and institutional development. The information included in the description sections is based on information received from interviews with stakeholders conducted in the assessment process.

III.1 MINISTRY OF ENVIRONMENT AND PHYSICAL PLANNING

III.1.1 COMMUNICATION ANALYSIS

In assessing communication in the environmental sector, we encountered two basic types of communication:

- (1) informal communication that takes place as a result of an immediate need for certain information necessary for the completion of a specific task
- (2) strategic communication about general institutional issues, ongoing projects, strategic issues, etc.

To identify formal channels of communication, interviews were conducted with legal experts in the field of public administration. These interviews revealed that, within existing legislation, the only provisions relating to communication consist of vaguely-worded articles in the Law on Administrative Procedure. These provisions stipulate the timeframe within which a person or institution must receive a formal response from a governmental body to their request or inquiry.

The Law on the Organization and Work of Bodies of State Administration contains the assertion that state administrative workers must exchange information in order to facilitate one another's work. The current Act on Environment and Nature Protection and Promotion discusses the responsibility for the exchange of environmental information between governmental stakeholders in the area of environment and the importance of public access to information. However, neither of these documents provide mechanisms whereby these legal obligations are to be implemented in practice.

The conclusion to be drawn is that formal channels of communication in the environmental sector -or more specifically, among governmental institutions operating within the environmental sector- are severely underdeveloped. This is characteristic



not only of the environmental stakeholders, in fact, but of the state administration in general. Most communication within the state administration in general, and within the environmental sector in particular, is therefore of an informal nature.

The quality of informal communication which takes place amongst public stakeholders within the environmental sector may be fairly assessed as very good, with only a few exceptions. Macedonia has only recently embarked upon the development of the environmental sector. The majority of the key bodies and persons employed within this sector know one another personally and share a sense of belonging to a broad, common alliance. Abundant opportunities exist for personal interaction. All these factors greatly contribute towards a constant and largely efficient flow of environment-related communication. When environmental stakeholders require specific information, they typically know the appropriate resource to approach. Frequently they also know the name and contact details of the person within any given institution who is best equipped to provide them with the information they require. Such information is most frequently exchanged verbally, unless there is a specific need for written communication by post, fax, or electronic mail. Information is very rarely withheld; the majority of instances in which there occurs a failure to act upon requests for information are the result of neglect.

In respect of strategic communication, the problem most often identified by key players in the environmental sector, both inside and outside the MEPP, is a lack of information regarding activities that are taking place in the environment sector. Heads of departments within the MEPP do not feel that they are sufficiently well-informed about ongoing projects within the MEPP, while other horizontal stakeholders claim to be even less acquainted with one other's activities in the environment sector. A further cause for concern amongst key players in the environment sector is the apparent lack of co-ordination within the MEPP, as well as within the country as a whole.

III.1.1.1 Communication within the MEPP

The self-image of the MEPP is that it is the leading ministry in the process of Macedonia's integration with the EU. The MEPP is also the youngest ministry as a separate institution. The staff of the MEPP are internationally oriented. MEPP is more dynamic than other ministries and boasts better communication and co-ordination than other ministries. The MEPP also possesses and applies more technological know-how than other ministries. The MEPP perceives its main opportunities for the future as lying in closer co-operation with EU and in the transposition of EU environmental legislation. The main threat to the future of the MEPP, as identified by key players within the institution, lies in a potential loss of image and status arising from possible failure to implement investment projects on the ground. The potential for such failure is seen as arising primarily from a lack of funds, though other causes are also cited.

The leadership of the MEPP understands that communication should progress from predominantly verbal communication to predominantly written communication, i.e. through e-mail and hard-copy documents. Senior MEPP members promote the extended use of e-mail and the sharing of documents under preparation. The challenge ahead is that of increasing the professionalism and positive motivation of MEPP staff while avoiding departmental defensiveness and overcoming specialist enclaves. The availability of high quality technical equipment is an advantage for the MEPP, but a resource which still requires further exploitation.



Donor projects are currently the main driving force behind the work of the MEPP in terms of resources, expertise and motivation. However, donor projects also constitute a hindrance to the main work of the MEPP, i.e. the implementation of laws. This will become even more of an issue when the new draft laws are enacted.

The central mechanism by which the MEPP seeks to co-ordinate the work of its departments is the weekly 'Collegium', attended by the Minister, the Deputy Minister, the State Secretary, State Councillors and heads of departments. Interviews conducted with heads of departments of the MEPP appear to indicate, however, that the 'Collegium' is currently failing to fulfil its purpose of informing staff and co-ordinating ministry activities. Discussion at the 'Collegium' is reported to be of a rather formal nature. It is further alleged that discussion at the 'Collegium' is restricted on account of interventions by the Minister in the capacity of highest ranking official. Substantial discussion is reported to be infrequent as a consequence. In addition, there are no regular sessions held at senior management level within the Ministry, i.e. between the Minister, the Deputy Minister the State Secretary, State Councillors, and the Chef de Cabinet.

The current procedure adopted by the Ministry when preparing to take a policy priority decision is to consult with local communities, consult relevant studies and laws, circulate opinions amongst affected sectors and clarify the issues at the weekly 'Collegium'. But it is unclear whether this really works as intended. With respect to strategic planning, the MEPP relies greatly on international experts that happen to be available for consultation in the framework of various projects.

From the analysis of interviews with relevant MEPP personnel, it appears that restrictions on time and capacity within the MEPP greatly limit the amount of energy dedicated to communication. Where communication is perceived as being urgent, the informal channels of communication described above seem to function very well. Interviewees unanimously expressed the opinion, nonetheless, that they were not actively, regularly and formally informed about the activities of others. As a result of daily pressures on personnel and the persistent prevalence of a 'crisis response' approach to work, it is evident that very little time is dedicated within the MEPP to strategic communication and discussions about longer term plans and priorities. Such strategic communication, as well as responsibility for strategic decision-taking, is consequently delegated to internationally funded donor projects. It is in the framework of these projects that local experts actually dedicate most time to strategic thinking and communication.

More time and space will need to be allocated to strategic thinking in order to develop the MEPP's capacity to start taking initiatives beyond mere responses to daily challenges. Such additional time and space may be made available through a process of streamlining current methods of immediate communication; making greater use of e-mail and other information technologies and facilitating informal horizontal communication amongst MEPP staff and other stakeholders. It is also important that the vision and priorities of the Ministry, together with issues for strategic discussion, are set and communicated by the leadership of the Ministry in formal and informal communications. With improved communication and ready availability of information, MEPP staff will be equipped to solve a larger number of issues without requiring the involvement of more senior personnel within the Ministry. The adoption of this approach will afford the MEPP management more time to address strategic issues. As a further measure to enhance the MEPP's capacity to tackle strategic policy-making, it



is recommended that special events, such as workshops, be organised and dedicated to in-depth discussions. (Such events need not necessarily take place in Skopje.)

III.1.1.2 Communication with the Stakeholders in the Country

Also throughout the entire environmental sector in Macedonia, there appears to be a shared perception of a significant distinction between informal i.e. personal-communications and formal -i.e. institutional- communications.

Communication between stakeholders at the horizontal level within the environmental sector is currently sporadic. Such communication is limited to work on joint projects and is most often realized through the appointment of stakeholder representatives to working groups. Aside from such joint projects, instances of mutual contact between stakeholders and mutual requests for information are highly infrequent.

All stakeholders consulted in the course of this project proffered the opinion that such communication as does occur between them is very good. No instances of problems in communication were identified by any of the stakeholders. Stakeholders are aware of the relevant institutions which are able to provide them with the information they require and report, moreover, that such information is typically exchanged both swiftly and satisfactorily.

The most important *formal* mechanism for communication and co-ordination between ministries in Macedonia is afforded through sessions of the Secretariat of the Government. These sessions are co-ordination meetings of State Secretaries at which items are discussed prior to being added to the Agenda of the Cabinet of Ministers. The Government is also embarking on a project to develop a computer network for all ministries. At present, the only stable bilateral lines of institutional communication are those between the MEPP, the HMA and the RIHP; and these are mostly used for the exchange of monitoring data. Inter-ministerial groups are a successful method of working and it seems that inter-ministerial communication functions well where the relevant personal relationships are harmonious, e.g. the steering committee for the biodiversity strategy.

Other ministries within Macedonia exhibit wariness of the MEPP on account of the 'newcomer' status of the Ministry and its reputation for taking away mandates and responsibilities. This perception of the MEPP originates from the initial stages of the MEPP's establishment. The legacy from that period continues in the form of overlapping responsibilities between offices in different Ministries. Moreover, the laws adopted after each election on governmental reorganization usually reflect the changing influences of political parties and personalities. For these reasons, the specific responsibilities of any single institution cannot be taken entirely for granted. Clearly, then, the sectoral laws need to contain more general provisions in respect of responsibilities. However, in the next period, clear division of responsibilities among ministries and clear requirements regarding inter-ministerial coordination, need to be established.

The MEPP expresses the intention of improving its image and of being viewed in the future as supportive of the work of other Ministries. This is essential, as the environment is a cross-sectoral issue which all Ministries need to address to a greater or lesser extent. The MEPP should co-operate with other sectors, therefore, in solving environmental problems. This can be achieved by the MEPP adopting the approach of developing general solutions from an environmental point of view and then leaving the



implementation of such solutions to the relevant line ministry, resource or sector through their regular work.

Several successful attempts to improve communication with other ministries have been made in the period since the inauguration of the present Government in October, 2002. The MEPP has significantly improved its co-operation with the Ministry of Economy. Prior to this improvement, environmental issues were not integrated within the privatization process. The first case of such co-operation and integration was the privatization of the chromium plant in Jegunovce. The MEPP is now involved in every case of privatisation. The MEPP has also co-operated with the MOTC in solving a longstanding problem concerning the blockage of the Skopje bypass highway. Here, the MEPP successfully proffered recommendations, based on the EIA, to the MOTC. Another instance of increased co-operation is the MEPP's agreement on joint work with the MAFWE in the preparation of the water law in the framework of our project. The need for inter-ministerial co-operation is illustrated further in the case of air pollution in Veles. This issue is high on the public agenda. It is a complex problem that the MEPP cannot solve alone. Recognizing this reality, the MEPP has proposed a joint commission with other ministries in the government.

III.1.1.3 Communication Methods

Most of the communication undertaken within the environmental sector in FYR Macedonia is verbal; conducted either in person or over the phone. Written communication is used mostly to exchange data and information which is not considered appropriate for verbal exchange. Another instance of the use of written communication occurs in the context of the implementation of the Administrative Procedure, which requires the written exchange of information. Furthermore, in cases when repeated verbal requests are not heeded by the person or department to which they are addressed, the same request is submitted in writing in order to create a paper trail that can be used to determine the results and responsibility for the activity. Finally, all communication with vertical stakeholders is exchanged in writing, i.e. email and fax. The Ministry also operates the CIRCA network which is a web-based electronic communication system developed by the European Environment Agency.

With the installation of an e-mail system within the MEPP, more people are using electronic mail to communicate with each other. However, it seems that e-mail usage remains confined to heads of departments, and more time is needed for this method of communication to gain wider popularity among the rest of the MEPP's staff. An important issue restricting email usage is the extent to which the MEPP is under-equipped with computers. At present, the number of computers at the MEPP falls short of the number of employees by one third.

Motivation needs to be provided in order to increase the use of email as a communication method. Aside from the removal of technical obstacles -e.g. standardization of keyboards and fonts used- it is important to invest efforts in training in order to reduce fears and overcome prejudices against the use of computers. The Minister and other senior officials at the MEPP can further help generate motivation by beginning to communicate with their staff through email.



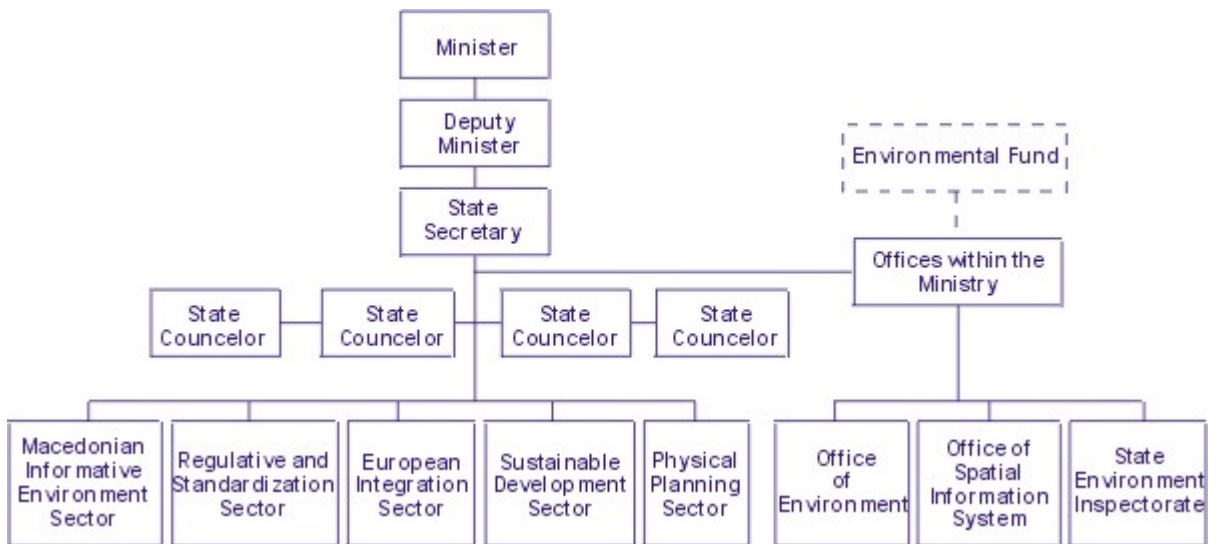
III.1.2 INSTITUTIONAL ANALYSIS

III.1.2.1 Organizational Set-up of the MEPP

The core responsibilities of the MEPP consist of:

- creating an environmental strategy for the country
- developing policies, plans and programs for its implementation
- proposing new laws regarding the environment
- implementation of existing legislature
- multilateral and bilateral co-operation

Chart 1: Present organisation of the Ministry of Environment and Physical Planning (www.moe.gov.mk)



Analysis of interviews conducted with heads of departments and other environmental stakeholders produces the strong impression that, despite the responsibilities and reporting structure outlined above, the MEPP is in fact organized to a great extent around donor projects. And while donor funding often provides the opportunity for hiring additional staff throughout the duration of the project, the MEPP does need to devote some of its resources towards supporting the eventual implementation of the projects. The provision of such resources produces a bottleneck in absorption capacity as the MEPP is understaffed and is managed on an insufficient budget. As a result, a number of donor projects are not implemented according to schedule, thus placing even more strain on the MEPP’s performance of its primary responsibilities.

Most heads of departments regard an increase in staffing as the solution to this problem. However, the approximately 50% increase in staff envisioned by these heads of department appears to be unrealistic. A moratorium on new employments in the public administration is currently in place, reflecting the general goal of the government to reduce the number of staff in the state administration.

In view of the factors described above, the conclusion may be drawn that the current organizational structure of the MEPP is inappropriate both in terms of the current focus on donor project acquisition and implementation and in terms of the realisation of the legal mandates. The adoption of legislation currently being developed will present the



MEPP with a significant additional challenge as the Ministry attempts to cope with the process of implementation.

Since further recruitment is not feasible, the MEPP should pursue alternative approaches to securing the services it needs: outsourcing non-essential activities, redirecting project activities to their recipients in the country. In this way the MEPP will be able to dedicate available resources to the fulfilment of its primary responsibilities. Potential avenues the MEPP might explore include: contracting out the drafting of new laws and dedicating the legal department to the fine-tuning of the final draft prepared by the outside consultants; tendering monitoring services to the HMA (as being the institution with the greatest experience of monitoring and the most experienced staff); outsourcing IT support, instead of tasking MEIC's staff. The feasibility and implications of these proposals need to be carefully examined.

In the course of the interviews that served as a basis for this institutional analysis, discussion was confined to human resource needs and the scope of the analysis was correspondingly limited. In order to provide more specific recommendations it will first be necessary to undertake an in-depth analysis of all institutional issues. A structured diagnostic workshop that would include representatives of all stakeholders from the MEPP may provide the basis for such an institutional analysis. Some of the steps which might be taken to improve the functioning of the organization may include:

- Development of the vision and policy objectives of the Ministry,
- Development of a catalogue of responsibilities
- Introduction of human resource management mechanisms such as targeted recruitment, career planning and performance evaluation

The organization of the MEPP is based on the law regarding the civil service, dividing it into a political part and an administrative part. The political part consists of the Minister, Deputy Minister and the Chef de Cabinet. The administrative part is headed by the State Secretary, who is supported by 4 State Councillors and supervises the line sectors. The State Councillors are high-level civil servants who advise the State Secretary and, through the State Secretary, indirectly advise the Minister and the Deputy Minister. The State Councillors also bear various delegated responsibilities related to the management of the Ministry, such as finance, legal, project management and coordination of specific activities.

As is the case in most transition countries, the reality is that the Minister functions as the manager of the entire organisation of the MEPP. The Minister is the only person in a position of sufficient power to manage the organisation as it is currently structured and within the existing administrative culture. The Minister does, however, see the need to move gradually towards the model practiced in the west –a model which is already enshrined in the formal organization- whereby the State Secretary should be responsible for the day to day management of the Ministry and the Minister should deal primarily with setting policy and with political communication.

At the top level of the MEPP, there is insufficient capacity to generate policy and manage communication. The Minister has no cabinet that might realistically be able to cope with political and policy management. This role might be played by the State Councillors, but these are civil servants and their responsibilities in this respect are not quite clear. Emerging issues are typically addressed in the MEPP by drafting in various sectors and individuals from across the MEPP according to their expertise or contacts.



In terms of human resource management, there is very little flexibility and little evidence of a planned approach. Within the prevailing culture, employment is viewed as a basic entitlement of officials and it is considered highly undesirable to dismiss personnel. Past incidences of recruitment and dismissal have evidently been based on political motivation rather than professional quality assessment. This has sometimes led to a deterioration in the quality of human resources. There is a need to approach human resource management in a more systematic fashion, including the introduction of instruments for monitoring and evaluating staff performance.

The organizational structure of the MEPP is currently under discussion. Judging by the existing level of communication between the departments, it is clear that the sectors for Physical Planning and the Spatial Information System need to be more closely integrated with the rest of the MEPP. The performance of monitoring is an open issue that is addressed under a separate strategy within our project. Open questions also exist in regard to the role of the Public Relations Office as a bridge to civic society and the media. There is an urgent need to improve media relations at the political level of the Ministry and the PRO is not in a position to meet this need. The role of the Department of Sustainable Development is defined very ambitiously in comparison with its current staffing. In addition to this, there is a clear need for work on sectoral integration and management of the pipeline of projects with municipalities and other ministries. The MEPP is the only Ministry with no regional units. In the near future, there will develop a significant need to service municipalities and the option of instituting regional units could be considered a means of addressing this issue.

III.1.2.2 Environmental Fund and Agency

There is an ongoing discussion about establishing an independent Environmental Fund and an Environmental Agency.

In the past the Environmental Fund has already been more independent, but was again integrated into the Ministry in order not to create and follow its own policy. The current Environmental Act states that the Fund needs to be established by a separate legal act and that, until this happens, the Fund remains a unit within the Ministry. However the institution is set up in the future, it should follow the MEPP policy in programming and determining criteria for funding, but should retain its independence in making decisions about funding specific projects. The Fund could play an important role in supporting municipal environmental investments through development of a pipeline of projects and providing matching funding for donor projects.

The idea of the Environmental Agency, that is supposed to emerge from the current Office of Environment, is that it should be an implementation tool for the MEPP; including the laboratory and monitoring activities, EIA procedure, environmental and operational permits, waste management and possibly other implementation activities. The possibility that the Agency might charge users for its services, e.g. for the Environmental Impact Assessment, is also under discussion. Currently, the Office performs primarily administrative work inside the MEPP and it seems that there is a long way to go before a new institution is established and before such an institution will be able to develop its full scope of work and organisational structure.

Fears have been voiced about the potential scenarios which might follow upon the establishment of an independent Environmental Agency. Institutional rivalry is expected to ensue. Some perceive a threat that the MEPP may be abolished. And if the Agency is supposed to generate income beyond the budget, it is further feared that a conflict of interests will arise in respect of the Agency's public functions.



The most reasonable way forward seems to be to develop the Agency as a functional unit within the Ministry until it achieves the capacity to operate within its scope of work; at which time a better informed decision can be made as to whether it should be made independent of not.

So far little consideration has been given to potential market-based solutions to the provision of environmental services in areas such as laboratories, monitoring, studies, etc. However, there is recognition that competition generates creativity and that this should also apply in the debate about the Fund and the Agency. In principle, the MEPP itself should focus on development and implementation of legislation, policy and strategies while delegating other environmental responsibilities and services as to civil society, local level, private sector and other state institutions far as possible.

III.1.2.3 Institutional Interaction and Overlapping

As a result of a lack of coordination in the drafting of past legislation, there is a degree of overlapping of competencies between the MEPP and the MAFWE in the areas of water monitoring and management, forestry, pastures, agricultural lands, fishing, and plant protection. Such duplication also occurs between the MEPP and the MTC in the areas of waste management.

Within the framework of the work of Component 1 of the CMEPP, more detailed presentations of the overlaps have been prepared and are available to those interested in the details. Previous attempts to resolve these overlaps have led to a significant expenditure of energy on the part of all Ministries involved. Considerable progress in overcoming these areas of task duplication can be expected, however, once the new legislation enters into force. This is because the drafting of the new legislation within Component 1 has been carefully coordinated and has sought the involvement of all relevant stakeholders. This being the case, the MEPP can now redirect its energy toward more constructive efforts: exploring the currently underutilized potential for co-operation with the Ministries of, Education and Science, Economy, Local Self Government, and Health.

III.2 LOCAL SELF GOVERNMENT

III.2.1 LEGAL SITUATION

The new Macedonian Law on Local Self Government (LLSG), adopted on 24th of January 2002, has created a new legal framework for the sharing of responsibilities and increasing co-operation between the national and local government. With the introduction of this law, responsibilities for specific environmental topics are transferred from national to local level. This has created, and continues to exert, pressure on the administration at all levels for reorganizing and restructuring responsibilities and capacities. The law is still in the process of implementation, affording significant scope for coordination and interaction with the new environmental legislation and institutions. The law regulates all relevant aspects of interaction between national governmental institutions and the municipalities. The most important of these regulations concerning environmental sustainable development are those which apply to urban and rural planning and environmental protection.



III.2.1.1 Responsibilities for the protection of the environment at local level

Article 22 of the LLSG defines responsibilities for environmental protection at the local level:

>(1) Municipalities will be competent for the performance of the following activities:

1. *Urban and rural planning - urban planning and issuing of technical documentation for construction and issuing of construction permits; regulation and maintenance of construction land;*
2. *Protection of the environment, nature and space regulation - measures for protection and prevention of water, atmosphere and land pollution, protection of nature, protection against noise and ionising radiation;<*

In order to ensure the fulfilment of these responsibilities, the interactions between municipalities and the Macedonian Government and its administration need to be organized in an appropriate manner, embracing greater co-operation, co-ordination, participation and exchange of information.

III.2.1.2 Interactions between the municipalities and the Macedonian Government

Interactions between municipalities and the Macedonian Government, as demanded by the LLSG, follow the general concept of a participatory model. Interactions between different partners are determined by obligations and rights on each side. They have to be organized according to the particular subjects of interaction. The different interests of the interacting partners must be balanced to ensure an efficient interaction.

The law describes three general means of interaction:

1. consultation
2. co-operation
3. information

III.2.1.3 Consultation

Within the Law for Local Self Government, regulations concerning consultation for planning and decision-making issues have been fixed:

Consultations with the Municipalities¹

- (1) *The municipalities are to be consulted both adequately and on time in the procedure of planning and decision-making on issues which affect them.*
- (2) *The municipalities are to be consulted in the planning of public matters in the preparation of the spatial plan of the Republic.*
- (3) *The manner of the consultations referred to in paragraph 1 and 2 of this Article are to be determined by laws of the relevant sphere.*

¹ LLSG, 2002, Part XI: Mechanisms for Co-operation between the municipalities and the government of the Republic of Macedonia, Article 78



These regulations are general terms that need to be specified in respect of each subject by additional laws and by sub-law regulations.

One subject of high importance for interaction is the preparation of the spatial plan of the Republic. As the municipalities are responsible for urban planning, the envisaged development of communities based on local interests should be attuned to the general development needs of the country and its particular regions.

Urban planning at local level and the protection of nature will need to be considered in the spatial plan of the Republic and should become part of a general concept of area network comparable to the EU Network Natura 2000. Thorough consultation between the municipalities at the local level and the governmental institutions will need to take place.

With respect to the direct participation of the citizens of Macedonia, co-operation between community and national level will need to take into account the time required for opinion canvassing and decision-making at the local level.

In general, statements should be elaborated over a period of a minimum of four weeks and a maximum of three months, depending on the subject. Detailed regulations must be established by law and sub-law regulations.

Horizontal communication at local level and interaction between different municipalities should be organised in a similar way to that proposed at ministry level.

III.2.1.4 Co-operation

Co-operation between the state and the municipalities may be organised in different ways for different subjects. The method to be adopted will need to be determined by consultation and agreement on both sides.

Agreements for Co-operation between the State and the Municipalities²

- (1) For coordination during the planning, programming and implementation of the policies in particular spheres or group of spheres, the Government may sign agreements for co-operation with one or more municipalities in the spheres or sectors of mutual interest.*
- (2) The Parliament of the Republic of Macedonia will be informed about the agreements from paragraph 1 of this Article.*

It is of the greatest importance that the means of co-operation be made transparent and that it be documented. The method of documentation and information is left open and different communication lines, such as the internet and printed and electronic media should be employed

The most relevant topics for co-operation are listed in the LLSG.

² LLSG, 2002, Part XI: Mechanisms for Co-operation between the municipalities and the government of the Republic of Macedonia, Article 79



Co-operation between the Government and the Municipalities³

- (1) *The Government will co-operate with the municipalities on the issues that affect their interests, such as:

 - the laws that refer to the municipalities;
 - the amount of general subsidy that is to be allocated to the municipalities during a current calendar year;
 - the sources of financing for discharging the competencies.*
- (2) *For the co-operation regarding issues referred to in paragraph 1 of this Article, a report will be prepared which will include issues where consent is sought and issues on which there is no consent.*
- (3) *Together with the law on the issues referred to in paragraph 1 of this Article, the report referred to in paragraph 2 of this Article will also be submitted to the Parliament of the Republic of Macedonia.*

Documentation and information about the means of co-operation to be adopted and the results achieved should employ the communication tool of reporting.

In order to co-operate on topics that are of great interest for municipalities in general, the co-operation between the government and the municipalities can be organised through delegation of the necessary interaction to representatives of the association of municipalities.

Association of Municipalities of the Republic of Macedonia⁴

- (1) *The association of municipalities, which more than 2/3 of the municipalities from the whole territory of the Republic of Macedonia have joined for protection and improvement of their mutual interests, will have the right to:

 - co-operate with the Government regarding issues of importance for the municipalities in the Republic of Macedonia;
 - initiate the adoption of laws that refer to the improvement of the local self-government
 - participate with its proposals in the procedure for projection of the draft budget of the Republic of Macedonia in the part that refers to allocation of funds to the municipalities for the performance of competencies determined by law
 - co-operate with similar organizations from other countries and represent the Republic of Macedonia in international organizations of local authorities.*
- (2) *The Association referred to in paragraph 1 of this Article will be established, organized, function and be registered according to the conditions and manner determined by law.*

The topics of co-operation will depend on the general environmental policy at national level which should be developed and implemented by specific programmes. The voluntary participation of the municipalities in such programmes may be promoted by

³ LLSG, 2002, Part XI: Mechanisms for Co-operation between the municipalities and the government of the Republic of Macedonia, Article 80

⁴ LLSG, 2002, Part XI: Mechanisms for Co-operation between the municipalities and the government of the Republic of Macedonia, Article 81



financial or technical support. Conversely, municipalities may request support for the development of their own environmental programmes at local level.

III.2.1.5 Information

The administration is obliged, at both the national and the local level, to transfer information to the public. Access to information is regulated by the Framework Law.

Information exchange between administrations has to be organised in different fields. The most important field for information exchange concerning the environment is the collection and distribution of environmental data. The responsibility for the collection of data must be assigned to different levels within the administrative structure. The concept for organising information exchange is based on the data management strategy.

In general the responsibility for data management and environmental monitoring is located at national level. At the same time, access to information and information flow also need to be organised at the local level. Information links from national to regional or local level are necessary, especially in regard to soil and water protection, nature protection, quality of atmosphere and climate.

Detailed environmental information also needs to be delivered from the local level to the regional or national level, as per the double flow model. Such information may concern land use development, consumption of resources (water, for example), production of waste, and production and consumption of energy, traffic, etc. This data, in form of statistics, can be used as the basis for developing environmental policies, strategies or activities at the national level.

III.2.1.6 Organisation of communication

All interactions require definitions and regulations concerning communication. Different methods of communication should be adopted according to the specific subject of communication. In general, however, a double-flow communication model, top-down on one side and bottom-up on the other side, must be implemented.

Important tools to be used for official communication will be:

- meetings and discussion rounds
- documentation of consultations (written notices and minutes of meeting)
- formulation of inquiries
- formulation of statements
- exchange of environmental data
- elaboration of reports

All these tools can be used in different communication lines, using personal contact, written documents or electronic media.

The structure of communication will be determined by the structure of administration. The development of administrative structures at national level should be attuned to the administrative structures at local level.

III.2.1.7 Further Development

In the process of Macedonia's accession to the EU the legal situation concerning different fields is developing and rapidly changing with far-reaching consequences for



the organisation of administration. Concepts for structuring the administration at different levels, therefore, should be developed step by step.

Regarding the expected decentralisation process, responsibilities need to be delegated from national to regional, or county, and to local level. MEPP is the only ministry without an environmental unit at the regional level. Regional units of MEPP could be established to improve access to information, methods of co-operation and means of communication. It makes sense to establish regional units concerning the natural regions and their specific patterns of land use. Another means of ensuring access to information is to use the existing City Information Centres.

The administration at local level has to be developed and reorganised according to the structure and size of the municipalities. A new law for the territories of Municipalities is under preparation under the guidance of the Ministry for Local Self Government.

With reference to the Macedonian Law on Local Self Government, the existing law for the City of Skopje should be adopted (see LLSG article 4). No activities for amendment are currently underway.

In order to improve environmental protection at local level, two main operational fields must to be developed:

1. LEAPs should be elaborated for all larger municipalities in Macedonia
2. The system of urban planning should be developed and considered in the process of developing the spatial plan of the Republic.

Communication lines between municipalities and the MEPP should be established to allow for greater exploitation of existing experience in the MEPP in the field of LEAP.

III.3 OTHER GOVERNMENT INSTITUTIONS

III.3.1 MINISTRY OF AGRICULTURE, FORESTRY AND WATER ECONOMY (MAFWE)

MAFWE is responsible for the following areas:

- agriculture, forestry and water management
- soil, forest and utilization of other natural resources
- hunting, fishing and livestock
- protection of plants from diseases and pests
- monitoring and studying of the conditions of water resources
- protection and improvement of water resources
- hydro-melioration systems
- hydrological and agro-meteorological measurements
- protection from hail;
- research within the meteorological, hydrological and bio meteorological phenomena processes
- other matters defined by the law.

The following administrative areas exist within MAFWE:



- Veterinary
- Water Management
- Hydrometeorology
- Seeds and seedlings
- Plant protection
- Agriculture
- Forestry
- Hunting

In co-operation with the MEPP, MAFWE is monitoring water quality in FYR Macedonia. Both ministries also co-operate in the preparation of legislation and regulations concerning the environmental protection of water resources, the regulation of pesticide quantities in the soil, as well as in forest protection and forest management.

Representatives from the MAFWE are involved in the working groups within Component 1 of this project. While there is some sporadic co-operation between the ministries in the areas of biodiversity and bio-safety, there is generally very little communication between the two ministries.

It is important to notice that there is an overlap in the areas of authority between the two ministries in the matters of waters and forests and that this occasionally causes friction.

III.3.2 MINISTRY OF TRANSPORT AND COMMUNICATION (MTC)

The competencies of the MTC are primarily those of:

- road traffic and road infrastructure
- rail traffic and rail infrastructure
- waterway transportation and infrastructure
- telecommunications and infrastructure
- radio broadcasting and infrastructure
- postal services and postal infrastructure
- housing
- public works
- spatial planning
- management of state property under construction.

The following administrative areas exist within the ministry:

- urban planning
- construction
- telecommunication
- civil navigation
- ports
- state inspectorate of transport
- construction and urban planning
- state inspectorate of public works.

The co-operation between the MTC and the MEPP mainly concerns spatial planning, the management of state property laid out for construction and the matters related to the state inspectorate for public works.

Other than occasional involvement in joint projects, there is almost no regular communication between the two ministries.



The Department of International Investments and Co-operation at the MTC has also co-operated with the MEPP on matters relating to the implementation of the Aarhus Convention.

III.3.3 MINISTRY OF LOCAL SELF GOVERNMENT (MLSG)

The main areas for which the MLSG is responsible are:

- Observation of the development and proposal of measures for local self-government improvement
- Observation of the state of the spatial division and development of standards for size, population and needs of the units under local self-government
- Development of proposals for systems, policies and instruments by which to achieve a balanced regional development and to improve the development of economically underdeveloped areas
- Distribution and use of financial resources intended for underdeveloped areas

Beneath the MLSG are the State Inspectorate for Local Self-Government and the Bureau for Economically Underdeveloped Areas. The LEAPs are implemented by the local self-government units on behalf of the MEPP.

Currently, there is no communication between the MLSG and the MEPP. It will be necessary to establish communication in the near future. This current lack of communication is due to the absorption of the respective Ministries in their immediate work and to the absence of a communication strategy. The latter prevents them from investigating forms of co-operation that would be mutually beneficial. The Law on Local Self-Government contains provisions for public access to information as well as the process to be adopted in implementing this access. The MLSG would benefit from the relevant information that could be provided by the MEPP.

III.3.4 MINISTRY OF JUSTICE (MOJ)

The MOJ is in responsible for affairs related to the juridical system, including:

- public prosecution
- public administration
- practice of law
- notary practice
- criminal and other liabilities
- international legal assistance
- amnesty and legal abolition
- organisation and management of the corrective system
- the election system
- supervision of the public administration.

The MOJ is organized into several departments:

- the Department of Justice
- the Department of European Integration and International Legal Relations
- the State Administrative Inspectorate
- the administration of the execution of sanctions.



The co-operation of the MOJ with the MEPP is of particular relevance with regard to the definition of rules and procedures for handling requests for data on the state of the environment from citizens and other parties.

It is of particular importance that the specific administrative procedures included in the approximation of legislation in the area of environment are in full accordance with the general administrative procedures of the country as contained in the Law on General Administrative Procedures. This is important in view of the competence of the MOJ with regard to the establishment of administrative procedures for the entire administration in FYR Macedonia. The MOJ -through the State Administrative Inspectorate- is in charge of the supervision and control of administrative procedures; including those related to environmental impact assessments (EIA) and procedures related to integrated pollution prevention and control (IPPC). In addition, the involvement of the MOJ in the preparation of laws in the segment of horizontal legislation will ensure the influence of the MEPP in the process of adopting the new law on administrative procedures prepared by the MOJ.

Co-operation between the MEPP and the MOJ will greatly contribute to the proper management of the public administration reforms. This potential benefit is clear if we consider the public administration reforms that are presently being carried out by the MOJ and the organisational changes that will take place in the MEPP through the adoption of new environmental laws. In order to implement the reforms in the proper manner, the MOJ, as being responsible for the reform of public administration, should be familiar with the new obligations and the organizational, procedural and competence changes to existing public bodies which will take place when the laws in the environmental area are adopted.

Currently, however, there is insufficient communication between the MEPP and the MOJ. Communications mostly comprise requests from the MOJ to the MEPP for opinions regarding the drafting of legal texts that in some way deal with environmental issues..

III.3.5 MINISTRY OF EDUCATION AND SCIENCE (MES)

MES is in charge of all levels of education, including:

- education of children of citizens of the FYR Macedonia living abroad
- educational standards
- technological development
- IT and technical culture
- international scientific and technical co-operation
- supervision of all the areas above

The following administrative areas exist within the MES:

- Pedagogical administration
- Bureau of Education Development
- Administration and development of education in the national languages
- State Inspectorate for Education.

The Ministry of Education and Science and the MEPP cooperate mostly through the Bureau of Education Development. The Bureau has the following competencies: preparation of the educational program for primary and secondary schools; supervision of educational programs; continuous education and training of the teaching staff; and evaluation of the students.



The MES provides approvals for extracurricular activities that take place in the schools in the FYR Macedonia. As such, it is responsible for establishing environmental sections and assessing and deciding upon projects proposed by environmental NGOs to be realized in the schools, including the GLOBE project.

Communication between the MES and the MEPP is sporadic and concerns projects that involve both ministries. During the realization of such projects, communication works reasonably well. The MEPP occasionally requests information from MES regarding current projects and scientific publications funded by the MES.

An area of clear potential co-operation that is currently disregarded by the two ministries is the introduction of environmental topics to elementary school students in their biology, chemistry and geography curricula. At present, the selection of topics - and the selection of the manner in which these topics are dealt with within the educational system- is performed solely by MES staff.

III.3.6 MINISTRY OF HEALTH (MOH)

The MOH is responsible for the health protection and health insurance of the population, including:

- air, water and soil
- health care organisation and development
- monitoring of the health status of the population
- protection from harmful gases
- ionising, radiation, noise, air, water and soil pollution
- hygiene
- drugs
- medical utilities and equipment
- sanitary equipment
- toxins and narcotics.

In June 1999, the Government adopted the National Environmental and Health Action Plan (NEHAP). This Plan was prepared in co-operation with the MEPP. The objectives of the NEHAP are to provide a guarantee that decisions and long-term strategic plans affecting the environment and human health are undertaken not merely in the light of economic factors but also in full consideration of potential environmental health consequences and in accordance with the requirements of sustainable development. The Plan further aims to ensure that decisions on economic development at local level are made in taking into account their possible environmental implications and potential health risks. The Plan seeks to effect this assurance through requiring a comprehensive consultation process involving not only local authorities and entities standing to gain financial benefits from the relevant project, but also with the population that will be affected, positively or negatively, by the decision. Few of the NEHAP recommendations have been implemented by the MEPP. One recommendation which has been adopted, however, is the development of a common environmental information system with GIS.

Important units within the MOH include:

- the State Sanitary and Health Inspectorate
- the Bureau for Drugs
- the Republic Institute for Health Protection (RIHP).



Co-operation between the MEPP and the MOH at present is indirect and consists of providing staff in joint work group meetings on interdisciplinary issues.

III.3.7 MINISTRY OF DEFENCE (MOD)

The responsibilities of the Ministry of Defence include:

- development of defence strategy
- assessment of possible threats and risks to national security.
- the defence system
- training
- readiness of the Armed Forces and equipment
- proposals for the defence budget

Approximately 18 months ago, as a result of the process for accession to NATO, a special unit for Civilian-Military Co-operation was established. Within this unit there is a person in charge of environmental issues. Some of their activities so far include preparation of a draft Guidelines for Environmental Protection and Criteria for the Control of Battle Preparedness in the Area of Environment. Upon completion, these documents will be distributed to the units to be used in their daily activities.

Most of the communication between the MOD and the MEPP is realized with the MEIC (the Public Relations Office), and the Office of Environment. The Office of Environment could provide experts in the future who might be included in a special team for partnership goals.

III.3.8 MINISTRY OF ECONOMY (MOE)

The Ministry of Economy is responsible for performing the following tasks:

- observation of market trends for goods and services
- impact of economic policies
- measures against monopolistic positions and behaviour
- monitoring of the terms of trade
- monitoring of the available stock of food, raw materials etc. necessary for the supply of citizens and enterprises of FYR Macedonia
- surveillance of the development of prices of goods and services
- preparation of a program for general material and human resources development
- consumer protection
- observation of international economic trends, as well as their impacts on economic relations in FYR Macedonia
- monitoring and securing external trade operations
- conducting geological research and exploitation of mineral resources
- application of general and normative regulations and standards

The following bodies are incorporated within the Ministry of Economy:

- Monopoly Administration
- State Market Inspectorate
- State Inspectorate of Technical Inspection
- Bureau for Industrial Property Protection
- Bureau of Tourism
- Office for Standardization



The Monopoly Administration, the Bureau for Industrial Property Protection, the Bureau of Tourism and the Office for Standardization and Meteorology are legal entities.

Communication between the Ministries flows in both directions and mostly concerns joint projects; for which the Ministries provide members for working groups and Steering Committees. The topics around which communication revolves are issues such as energy efficiency, eco-labelling and standardization. While communication with the MEPP has been assessed as excellent, there are no regular meetings at which the ministries might inform each other of mutually relevant issues in their respective fields. This obstacle is typically overcome by the exchange of information during their other, project-specific meetings.

III.3.9 SECTOR FOR EUROPEAN INTEGRATION (SEI)

SEI is the government body responsible for the co-ordination and organisation of the European integration process in FYR Macedonia. It consists of 7 departments:

- harmonization of the legal framework and the institutional structure with EU regulations
- translation of EU legal acts
- institutional capacity building
- support to the Working Committee for European integration
- co-ordination of foreign technical aid
- information and publication
- monitoring the implementation of foreign donations

The SEI, in co-ordination with the Ministry of Economy, the Economic Chamber of FYROM and other relevant institutions, prepared the National Quality Management Program for the period 2001-2003. The priorities listed in the action plan of this document are: training and education, implementation of EU accreditation, standardization and metrological system, and activities for the promotion of the QMS, EMAS, ISO 9000 and ISO 14000 series of standards.

By a resolution by the Government, the Sector is charged with establishing close communication ties with all of the Ministries.

The Sector requests information from the MEPP with respect to the realization of projects supported by foreign donation. Also, on the basis of analysis of the annual plans and programs of the ministries, it develops the National Program for Approximation of Legislation and monitors its implementation. Furthermore, it provides training to the staff of the departments of European Integration located at the various ministries. It recently prepared a draft version of a Strategy for Providing Information to the Public, and this has also been submitted to the MEPP.

Communication between the Sector and the MEPP has been rated as being very good. Besides the formal, written communication, there is also a great deal of communication in person, over the phone, and, recently, via email. There are regular meetings involving all heads of departments for European Integration from all of the ministries. During these meetings, information about ongoing activities is shared between participants. Communication is also undertaken at a higher level, involving the Minister, his Deputy or the State Secretary.



III.3.10 NATIONAL PARKS ADMINISTRATION (NPA)

A particular law protects the national parks in FYROM. The total protected area is 237,419 ha, or 9.23 % of the country's terrain.

Only a few categories exist for the protection of natural resources:

- general natural reserves comprising national parks
- natural reserves for scientific research
- areas with unique natural characteristics and landscapes
- special natural reserves
- particular plants and animals outside the natural reserves
- natural monuments

The draft law on National Parks provides for the transformation of this Administration into an Office for National Parks within the framework of the MEPP. For this reason, contact was made between the two institutions in order to define the details of the transformation. However, the Law is still waiting to be discussed at the Parliament.

The NPA and the MEPP communicate occasionally on issues in the area of biodiversity. They also support each other in the realization of their programs. However, there is no permanent communication.

III.3.11 REPUBLIC INSTITUTE FOR HEALTH PROTECTION (RIHP)

The RIHP is charged with responsibility for the national policy on preventive medicine. Various activities include:

- epidemiology
- environmental health,
- social medicine
- control of drugs
- laboratory research in microbiology,
- toxicological chemistry and pharmacology
- radio-bio ecology and radio-biodosimetry.

The Institute has established intensive co-operation with scientific and research centres in FYR Macedonia, involving the exchange of experts and information.

The Institute participates in the implementation of scientific and research Projects in the field of environmental health, managed and financed by the MOES, international social or professional associations and NGOs (WHO, UNICEF, FAO).

This is one of the rare institutions that enjoys constant communication with the MEPP. Once data received from its regional branches on pollution of the air, water, ground, radiological pollution and medical waste has been compiled, the Institution shares this data with the MEPP. About half of the communication is verbal, while the other half is written. Aside from this co-operation, representatives from the two institutions regularly participate in each others activities, such as the NEHAP.

III.3.12 HYDROMETEOROLOGICAL ADMINISTRATION (HMA)

The Hydrometeorological Administration is a body within the framework of the Ministry of Agriculture, Forestry and Water Economy. Besides the observation of weather,



climate and water and the provision of forecasts of developments in these areas, it also provides information that is used to solve problems in the fields of climate change, water resources management, phenomena mitigation and environmental degradation. The Administration carries out and co-ordinates the international obligations of FYROM in the field of meteorology. With its research and developing program, HMA participates in numerous national and international projects (MED-HYCOS, EMEP, MEDSEEME-PEP etc.). It also signs bilateral and multilateral agreements and co-ordinates with international hydrometeorological and other institutions (UNDP, UNSCO, FAO, ICSU, PHARE, JICA, World Bank etc.).

The HMA consists of the following departments:

- (1) Meteorology
- (2) Hydrology
- (3) Weather Analysis and Forecast
- (4) Environment Protection
- (5) Weather Modification.

The activities of (1) consist of climatic-meteorological monitoring as well as research of atmosphere dynamics, weather forecasts, climatology, climate changes, agrometeorology etc.

The main task of the Meteorological-Climatology Division is the management, maintenance and development of the meteorological observation system in FYROM. This consists of 262 stations, which may be grouped as follows: 16 main, 19 regular, 26 phenological, 1 agrolological and 200 precipitation stations. Two automated weather stations are included where meteorological elements are measured and recorded permanently.

The Hydrological Department (2) has a key role in the process of monitoring, collecting, processing and analysing water quantity and quality throughout the territory of FYROM. There are 225 hydrological monitoring stations for surface water (110) and groundwater (115).

The Weather Analysis and Forecast Division (3) is the final user of operative meteorological data from the meteorological observation system.

The Ecological Division (4) monitors the air and water pollution and their chemical and physical characteristics. Water and air sample analyses are carried out in the Laboratory of the Institute.

The Weather Modification Department (5) carries out investigations and analyses in the field of physics and chemistry of clouds. This activity covers the essential part of meteorology, explaining appearance development and movement of meteorological phenomena.

The Administration provides the MEPP with data regarding meteorological parameters, the quality of air and water, expert opinion needed for the drafting of environmental legal texts, as well as support in project development and implementation.

Due to the nature of information exchanged, most of the communication (about 80%) is in written form



One of the problems identified by the Administration staff is that although it is part of the MAFWE it often receives requests from the MEPP, which sometimes leads to conflicts.

III.3.13 PUBLIC WATER MANAGEMENT ENTERPRISE (PWME)

The Government of FYROM, at a Session held on May the 4th, 1998 passed a Decision founding the Public Water Management Enterprise, "Water Management of Macedonia". The activity of this enterprise, according to Article 17, is as follows:

- construction, maintenance and utilization of water management facilities dealing with provision of water for water supply, irrigation and drainage; protection zones
- control of the harmful effect of water
- protection of the riverbeds and riverbanks
- flood control
- erosion and torrent control
- sand, gravel and rock dragging for the purpose of protecting and improving the water regime
- provision of water reserves that will secure a unique water regime in a catchment area or a section of a catchment area
- elaboration of project documentation and studies for improving the water regime.

The PWME consists of the following departments:

- Main Facilities Department
- Irrigation and Drainage Schemes Department
- Development, Design and Investments Department
- Finance and Commerce Department
- Additional Activities and Privatization
- Water Supply Department
- Legal Department

The PWME is mainly a recipient of information from the MEPP. Most of the communication is oral and is assessed as being very good. The information exchanged deals almost exclusively with water-related issues.

The well-known problems between the MEPP and MAFWE over spheres of responsibility over issues regarding water often surface in the work of this Enterprise. Within the work of Component 1, a table outlining the main areas of overlap has been developed. In the working group on water within Component 1, there are representatives from both Ministries, but there is a lack of communication at ministerial level. In the absence of such communication, it will be very difficult to overcome current problems.

III.4 BUSINESS SECTOR

The business sector in FYROM has been undergoing fundamental change in the last decade. After the break-up of the Yugoslav federation and the proclamation of the independence of Macedonia in 1991, the transformation of ownership was seen as a key factor in the transition toward a market economy. Privatisation in Macedonia started in 1989 with the Law on Socially Owned Capital of the SFRY. The new concept for privatisation, which was promoted after independence in June 1993, accelerated the process of privatisation in Macedonia. After ten years of implementation of



privatisation in the Macedonian economy, 95% of companies have already been privatised. Privatisation of the small enterprises was complete, and now the process of privatisation of the larger enterprises is underway. The Privatisation Agency of the Republic of Macedonia is the key institution responsible for administration and support of the privatization program in Macedonia. At the present time, the top priority task of the Macedonian Privatization Agency is to accelerate the privatization process and conclude the privatization program by the end of the year 2003.

Because of the delayed privatisation process and regular political interference in the process, company management is not really accountable and environmental liabilities remain unclear. There is also very little investment in new technologies at the moment, even though there already exist good examples of privatised companies upgrading their technologies along with improving their environmental management systems. The number of polluting companies and installations is unclear; both because of the protracted process of privatisation and the absence of a register of polluters. According to some sources, there are approximately 150 private polluter enterprises, of which around twenty are large scale environmental polluters.

According to the International Network for Environmental Management INEM (www.inem.org), Macedonian industry -with two ISO 14000 certifications- is positioned between 88 and 102 in the list of countries in the world. This shows that environmental management is still a greatly untapped opportunity for improving the environmental situation in Macedonia.

III.5 NON-GOVERNMENTAL ORGANISATIONS

Environmental NGOs are very active in Macedonia and they account for the largest single segment of the NGO sector. There are somewhere between 70 and 100 registered environmental NGOs, but the number of these which are active is probably much smaller. Many of these NGOs carry out numerous environmental projects, usually at a local level, and receive funding from both domestic and foreign donor sources.

A few environmental NGOs have been in operation for several years, as a result of which they have established a good organizational structure; they are well-organized and active. On the other hand, there are many smaller, less developed ENGOS that do not approach a corresponding level of organization. Providing an uninterrupted flow of relevant, timely and unbiased information will enable some of these less prominent ENGOS to assume a more central and active role, as well as to encourage other individuals to take action.

In order to assist the less developed ENGOS, it is necessary to provide them with capacity-building activities, training and information. Many of them are not part of any umbrella group and are thus excluded from many of the available information sources. Some organizations, such as the REC, make information available to all ENGOS in so far as their resources will allow, but these ENGOS need more if they are to function properly. Furthermore, there is an obvious rivalry among various ENGOS and groups of ENGOS, and thus a central, neutral information resource that would provide a wide range of information to all ENGOS, irrespective of affiliation, is crucial to ensure that they can all function effectively.

Many of the ENGOS require basic information about project management, organizational details, structures, public relations, training, presentation of information,



means of acquiring funding, means of attaining information, means of increasing public participation in environmental debate and decision-making, etc. Such information should be available in the Public Relations Office. Many of the ENGOs are also not very well-informed on environmental issues in general. Material should be made available to these bodies on sustainable development, climate change, environmental management system, consumer behaviour, environmental awareness, waste, water, air, hazardous materials, etc.

III.5.1 ENVIRONMENTAL PRESS CENTRE (EPC)

The Environmental Press Centre is an NGO that is active in the fields of environmental protection and health promotion. It officially started work in June 1999. Its activities are centred on informing the public about the condition of the environment and nature, the dissemination of this information and the raising of public awareness about environmental issues using educational approaches.

EPC sees the Minister of the MEPP as having a decisive role in determining the way communication takes place between the MEPP and outside organizations.

In general, communication with the MEPP is assessed as being very good, and communication with representatives from the Office of Environment is highlighted as being extremely good.

Some of the problems identified by the EPC are that sometimes there is too much formalization of communication. This could be overcome by establishing the position of a spokesperson to perform the function currently performed by the Chief of Cabinet.

The period immediately following the establishment of the MEPP is cited as a model of successful communication with the media. The elements that created this successful model at that time included openness in sharing information, organizing scientific field and site visits for the interested public, assistance provided to environmental NGOs, etc.

III.5.2 ECOLOGISTS' MOVEMENT OF MACEDONIA (DEM)

The Ecologists' Movement of Macedonia is a non-governmental, non-profit and non-partisan association. It is an umbrella association that includes 30 local environmental NGOs as full-members and 16 other organizations and institutions as associated members. Established in 1990, DEM is a member of the Friends of the Earth International (FoEI) and the International Union for the Conservation of Nature (IUCN). DEM is a co-founder of the South East European Environmental NGOs Network (SEEENN) and the South East European Youth Network (SEEYN). Its goals are those of raising public awareness of environmental issues and the protection and promotion of sustainable development and nature preservation.

DEM enjoys permanent communication with almost all of the departments at the MEPP. The communication lines with the MEIC, especially its Public Relations Office, and the Minister, are highlighted as being the busiest. Depending on the issue in question, DEM contacts the appropriate department of the MEPP.

DEM representatives assess the co-operation and communication with the MEPP as being very good, but are also able to identify areas where improvement could be achieved. They propose that the Public Relations Office should be strengthened so as to enable it to provide more information on current environmental issues, both in terms



of oral presentation and printed materials. Another issue raised by DEM is the insufficient availability of monitoring data; apart from being publicly displayed at one central location in the city, such is currently only available upon request. Making this information available online at MEIC's web site would allow a significantly larger portion of the public to have access to it. Similarly, other departments at the MEPP should also present the information from their fields with public relevance on their web sites and update it regularly.

Besides requesting and using information from the MEPP, DEM also provides the MEPP with significant information. Having close links with local NGOs, the DEM are often the first to discover environmental incidents that take place around the country. The information that DEM receives from their local groups is forwarded to the State Environmental Inspectorate in order to allow for a swift reaction. DEM also supports the MEPP at a local level in the realization of MEPP activities by providing logistical support through its local members.

Depending on the purpose of the communication, the appropriate communication method is selected. Verbal communication is used most frequently, but written communication is also very frequent; mostly for official purposes, such as addressing the media, requesting information from other stakeholders, etc.

Most of the co-operation and communication among NGOs has been realized in the course of the realization of joint projects, campaigns and fundraising. This co-operation is realized both at a local level, in the areas of environmental protection, education and legislation, and at international level, in partnership with vertical stakeholders.

While most NGOs are technologically savvy, the lack of reliable IT infrastructure (resulting from limited financial resources) makes it difficult to establish stable electronic lines of communication. NGOs have also identified additional training as an important component in their efforts to establish a lasting and functional environmental network in the country.

III.6 INTERNATIONAL COUNTERPARTS

III.6.1 EU BODIES

III.6.1.1 EU Commission, DG Environment

DG Environment will be the main counterpart of the Ministry in the process of EU approximation and eventual membership negotiations. The Ministry has enjoyed a close relationship with the DG from the time of the development of the REReP and should continue to nurture and develop this relationship. Close contact and communication with various levels of DG Environment will enable the Ministry to better chart its way through the approximation process, as it will improve the understanding of the existing and upcoming Acquis Communautaire. The relationship with the DG Environment will also be important in trying to achieve other objectives in international co-operation, especially with neighbouring countries.



III.6.1.2 European Agency for Reconstruction

EAR is probably an EU body, managing the environmental projects in FYR Macedonia, financed by EU. Since the environment is one of the EU priorities in its relationship with Macedonia, the Agency supports several projects with the Ministry every year, including the MEPP. The Ministry and the Agency have a very close relationship in the programming process for future funding, which enables the Ministry to focus on its most important priorities.

EU funding will continue to be an important source of funds in the process towards EU membership; even more so after the eventual entry of Macedonia into the EU. Therefore the relationship with the EAR should be maintained and strengthened still further. In this process, the Ministry should change from being the project recipient of most of the funds and start assuming, instead, a programme management role: creating a pipeline of projects owned by other stakeholders, especially the municipalities. Such a transition will require significant capacity-building efforts and will take several years, but it will ultimately enable the environmental sector to absorb more funds and to use these more effectively.

III.6.1.3 European Environmental Agency (EEA)

The core task of the European Environment Agency is to provide decision-makers with the information needed for making sound and effective policies to protect the environment and support sustainable development. The information provided by the EEA focuses in particular on assessing the current and future state of the environment across Europe and the pressures exerted upon that environment. The Agency's tasks also include disseminating best practice in environmental protection and technologies and supporting the European Commission in diffusing information on the results of environmental research.

The Agency both gathers and distributes its data and information through the European Environment Information and Observation Network (EIONET), which brings together just over 300 environment bodies, agencies, public and private research centres and centres of expertise across Europe. The EEA is responsible for coordinating the EIONET.

The MEPP, through its MEIC, exchanges information with the EEA. Communication is channelled through the European Topic Centre (ETC), using the Environmental Information and Observation Network (EIONET) network, which is in turn coordinated by the Information Technology and Telematic Advisory Group (ITTAG). The National Focal Point established in the country (a position currently occupied by the head of the MEIC) establishes National Referent Centres (NRCs) that mirror ETC's five Topic Centres on Air, Water, Waste and Material Flow, Soil and Terrestrial Environment, and Nature and Biodiversity. Reports are sent to the EEA on a regular basis.

Communication with the EEA is assessed as being very good, and is steadily improving over time.

Currently, the MEIC promotes its EIONET node as a communication centre with horizontal stakeholders.



III.6.1.4 EUROSTAT

Eurostat is the Statistical Office of the European Community situated in Luxembourg. It is a Directorate-General (DG) of the European Commission. Eurostat's key role is to supply statistics to other DGs and to supply the Commission and other European Institutions with data so that they can define, implement and analyse Community policies. Eurostat does not collect data, but consolidates the data sent by other institutions such as the MEPP and ensures that the data is comparable and that methodologies are harmonized.

III.6.2 UN BODIES

III.6.2.1 United Nations Economic Commission on Europe (UNECE)

UNECE was set up in 1947 by ECOSOC. It is one of five regional commissions of the United Nations.

The primary goal of the UNECE is to encourage greater economic co-operation among its member States. It focuses on economic analysis, the environment and human settlements, statistics, sustainable energy, trade, industry and enterprise development, timber and transport. UNECE activities include policy analysis, development of conventions, regulations and standards, and technical assistance.

The MEPP communicates with the UNECE mainly in relation to conventions to which FYR Macedonia is a signatory. These include:

- the Aarhus Convention on Access to Information, Public Participation in Decision Making and Access to Justice in Environmental Matters
- the Convention on Long-Range Transboundary Air Pollution
- the Convention on Transboundary Water Pollution
- the convention on Environmental Impact Assessment in Transboundary Context (ESPOO)
- the Convention on Industrial Hazard Accidents

Within the UNECE there is a Committee on Environmental Policy (CEP). This Committee, amongst other activities, conducts Environmental Performance Reviews of countries in transition (at the request of those countries). The EPR of FYR Macedonia was recently completed, and the MEPP was the main counterpart in its preparation.

III.6.2.2 United Nations Development Program (UNDP)

UNDP is the UN's global development program, advocating change and connecting countries to knowledge, experience and resources to help people build a better life. Among other areas, the UNDP focuses on helping countries build and share solutions to the challenges of energy and environment.

The MEPP does not have any reporting requirements towards the UNDP and communication takes place with respect to the donor role of UNDP on different projects. The UNDP is also the implementation agency for projects realized through the Global Environment Fund.



III.6.2.3 United Nations Environmental Programme (UNEP)

The mission of the UNEP is to provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations. UNEP, established in 1972, is the voice for the environment within the United Nations system. UNEP acts as a catalyst, advocate, educator and facilitator in promoting the wise use and sustainable development of the global environment.

Communication with UNEP relates to the conventions to which FYR Macedonia is a signatory. These include:

- the Convention on Climate Change (UNFCCC)
- the Convention on Biological Diversity (CBD)
- the Convention to Combat Desertification (UNFCCC)
- the Convention on Wetlands of International Importance (esp. Waterfowl Habitat) (RAMSAR),
- the Convention on Transboundary Movements of Hazardous Wastes and their Disposal
- the Convention on Migratory Species (CMS)
- the Convention on International Trade in Endangered Species (CITES)
- the Convention for the Protection of the Ozone Layer
- the Montreal and London Protocols
- the Barcelona Convention (MAP)

Communication in respect of these conventions is realized between the MEPP and the Secretariats of the Conventions.

III.6.3 COUNCIL OF EUROPE

The MEPP is involved in the following Committees within the Council of Europe:

- Committee on Pan-European Biodiversity and Landscape Strategy
- Committee on European Environmental Network (ECONET)
- Committee on European Protected Areas
- Committee on Protection of Invertebrate
- NATUROPA

III.6.4 FUNDING AGENCIES

The MEPP, or more specifically, the Environmental Fund, co-operates with the following foreign funding agencies:

- The World Bank (WB)
- The Global Environmental Facility (GEF)
- The European Bank for Reconstruction and Development (EBRD)

With the progress of EU approximation, the European Investment Bank (EIB) will also come to play a stronger role in financing the environmental infrastructure.



III.6.5 REGIONAL ENVIRONMENTAL CENTRE FOR CENTRAL AND EASTERN EUROPE (REC)

The Regional Environmental Centre for Central and Eastern Europe (REC) is a non-advocacy, non-profit-making organisation with a mission to assist in solving environmental problems in Central and Eastern Europe (CEE). The Centre fulfils its mission through encouraging co-operation among non-governmental organisations, governments and businesses and by supporting the free exchange of information and promoting public participation in environmental decision-making.

Through its country office in Skopje, REC facilitates the realization of REReP projects in the FYR Macedonia in its role as an implementation organization for the MEPP, the NGOs, business, academia and the public. In the course of this work, the REC communicates with all of the departments within the MEPP. Communication with the MEPP is assessed as being exceptionally good. All communication methods are used (letters, emails, meetings, phone calls) and the approach is determined upon the basis of the expectations of the communication partner within the MEPP.

III.6.6 REREP

The Regional Environmental Reconstruction Programme for South East Europe is a co-operation initiative of the SEE countries and the EU Commission DG Environment in the framework of the Stability Pact for SEE. The secretariat for the REReP is provided by the REC. The MEPP had a leading role among the SEE countries in the initiation and development of the REReP in close co-operation with the EU. This has earned the Ministry a lot of credit in the international environmental community and has also contributed to the level of support that the Ministry is receiving from EU.

REReP represents probably the greatest achievement of the MEPP in the international field and the Ministry should ensure that the REReP continues successfully and that it continues to play an active role in this process. In this way, the Ministry stands to benefit in terms of an enhanced political reputation, a smoother entry into EU negotiations and a stronger position in donor circles.

III.7 SWOT ANALYSIS

Analysis of strengths, weaknesses, opportunities and threats is a commonly employed method of presenting the information from institutional analysis in order to serve as a basis for deciding upon objectives and priorities. The statements in the following table are based on the findings presented in the previous sections. In defining the objectives and priorities of the strategy, it is important to focus on exploiting opportunities by exploiting the strengths of the organization. At the same time, it is important to know the weaknesses and threats so that appropriate corrective action and risk management can be integrated into the strategy.



Table 2: SWOT Analysis

Strengths	Weaknesses
<p>6. The Ministry of Environment and Physical Planning is a 'young', dynamic ministry. Due to its staff and its well-developed practices of internal and external informal communication, the MEPP is flexible compared to other government institutions.</p> <p>7. The MEPP enjoys the public image of being a positive force in the country.</p> <p>8. The MEPP has a good international reputation and receives significant international political and financial support</p> <p>9. The Ministry has approximately 90 permanent staff positions.</p> <p>10. The Ministry is well-equipped with computers and communication equipment</p>	<p>11. The current economic and budgetary situation in the country severely limits the level of environmental expenditure</p> <p>12. Because of the lack of domestic funding, all stakeholders focus more on international funding opportunities than on solving domestic environmental problems</p> <p>13. The Ministry is a project-oriented organization without a clear shared vision. There is no coherent policy plan. Coordination and planning of work is weak and communication between some departments is insufficient.</p> <p>14. Not all staff have the qualities needed for the good performance of their jobs.</p> <p>15. The number of staff is much lower than in comparable countries and is insufficient to implement all the legal mandates and other tasks.</p> <p>16. There is little planned human resource management.</p> <p>17. Due to the insufficient capacity of the Ministry, the absorption capacity for funds is low.</p> <p>18. There are institutional conflicts with other ministries due to overlapping mandates and the perception of others that the MEPP is trying to take over their mandates</p> <p>19. The relationship with local self government is not well-defined, either in law or in practice, leading to insufficient co-operation with the municipalities in addressing and solving environmental problems</p> <p>20. Businesses and industry are seen as enemies, not as an opportunity for environmental improvement.</p>
Opportunities	Threats
<p>9. The economic situation will gradually improve in the future</p> <p>10. A reform of public administration is in progress, aiming at improving efficiency and effectiveness.</p> <p>11. The Ministry may receive additional mandates with the planned new law on government and existing overlaps with other Ministries may be streamlined</p> <p>12. The process of decentralization demands the development of environmental services and physical planning at local level.</p> <p>13. The privatization process will more clearly assign the responsibilities of the polluters.</p> <p>14. Significant international donor funds and later EU structural funds will be available for environmental purposes in the foreseeable future.</p> <p>15. The information technology is underutilized in the Ministry.</p> <p>16. Integration into the EU will create additional demand for environmental management and services.</p>	<p>8. Due to the economic situation there is a moratorium on new employment, and downsizing of the administration is being considered.</p> <p>9. Through government reform—or as a result of changes in political relationships—the ministry may be terminated or merged with other ministries.</p> <p>10. The Ministry may fail to secure the implementation of the upcoming new environmental legislation if its capacity and effectiveness is not improved</p> <p>11. Conflicts with other ministries, government institutions, businesses and municipalities may escalate.</p> <p>12. The ministry may lose public confidence because of environmental crises such as the pollution in Veles, even if the MEPP does not possess the power to solve these crises</p> <p>13. The MEPP may lose its image due to failure in actually implementing investment projects on the ground as a result of a lack of funds or other reasons</p> <p>14. Corruption</p>



Chapter IV STRATEGIC FRAMEWORK

This chapter presents the actual Strategy as developed through the process described in the introduction. A basic theoretical section is followed by a description of the strategic approach, goals, objectives and proposed activities of the strategy.

IV.1 ABOUT COMMUNICATION

Environmental management, including ethical values, laws, institutions, persons, practices, information, and activities, is an important sub-system of the society that has emerged as a response to a growing concern about the future of humanity and the world if environmental degradation and resource depletion grows to such an extent that they diminish the carrying capacity of the earth. The job of environmental management is basically to make sure that human society changes its functioning in such a way that it achieves sustainability for itself and the global ecosystem.

An example how environmental management as a social sub-system works is the handling of the ozone depletion. Scientists first noticed the phenomenon of ozone depletion in the nineteen-seventies and started talking about it. After several years of debate, necessary to verify the theory that CFCs are causing ozone depletion and to comprehend the possible consequences, a process of global decision-making started. This led to the signature of the Montreal protocol and the subsequent ban of the most dangerous substances. After this, the release of CFCs diminished significantly and we are now watching for signs of reduced depletion, or even improvement, in the ozone layer. In the meantime, the environmental authorities are making sure that the banned substances are not used and are discussing the phasing-out of other substances that threaten the ozone layer, such as Methyl Bromide.

This is a classic example of a 'feedback loop', whereby an action of the system causes a change in its environment, the system notices this change and adapts its behaviour accordingly. In the case of ozone depletion, if humanity had not received information about the change through scientific research and thus had been unable to react to this change, the consequences could have been catastrophic to the global ecosystem in which most organisms are not adapted to high levels of ultra-violet light. But eventually, the system will find a new balance after the incidence of another, more radical feedback loop. In general, those systems with more, and faster, feedback loops are more successful in responding to the challenges than those with fewer and slower ones. In other words, systems with a higher level and speed of communication are more successful.

Communication can basically be defined as the transfer of information from one entity to another or more entities. And for the purpose of this strategy it is important to note the definition of information as 'a difference that makes a difference'. This means that we can only really speak about communication if the transferred information effects some sort of change, i.e. that the information is meaningful to the communicating parties.

Communication among people is quite complex in itself. It has three main components: social, emotional and informative. The social component establishes and maintains the



relationship between those communicating, such as between a teacher and the pupil or between two friends. The emotional component communicates the emotions of the communicating parties. And the informative component transfers bits of information. Usually an independent observer can gain an impression about the social status of those involved in communication and about their mood just by observing the behaviour without even understanding the meaning of their words. The social and emotional components are a kind of precondition for the actual transfer of information to take place and may require more time and effort than transfer of information itself.

Table 3: Three dimensions of Communication

Dimension	Description	Consequence
Social:	What is our relationship?	Motivation!
Emotional:	How do I feel?	
Information:	What is he/she saying?	Change!

In addition to the social and emotional dimension, common understanding of the context and the underlying information has an important impact on the efficiency and effectiveness of communication. Two persons that know each other well and have discussed a certain issue many times before, may communicate important messages with just a few words. If a third, unknown person is introduced, significant time and effort will need to be invested in explaining the situation and establishing interpersonal relationships. Achieving a common understanding of the context, the information and the common assumptions is especially important in communication across different cultures with different views of the world, different basic values and attitudes.

Communicating parties may have different or similar social status and/or different levels of information. Depending on the degree of these differences, we speak about *symmetric* and *asymmetric* communication. An example of symmetric communication occurs between two friends trying to decide which cinema they want to go to. They both consider themselves equal. They both know which films are playing and they enter into discussion in order to reach a consensus decision. This discussion may take considerable time and emotion if they wish to see different films, but the mutual respect involved also strengthens the partnership.

An example of asymmetric communication is found in military subordination, where the commanding officer issues orders and soldiers follow them without question. The assumption in this case is that the officer is both higher in rank and better-informed (by having better training, a map, or intelligence information). Decisions are reached swiftly, but the lack of two-way communication may lead to loss of information if the soldiers have information that the officer does not share, such as the actual situation on the ground or the condition of the soldiers, weapons or vehicles. This is why good commanders also ask their subordinates for their opinions before making a decision.



Motivation is important for successful communication. Just as social status and levels of information may differ, so the motivation for communication may be more, or less symmetric. A vendor, for example, is highly motivated to establish communication with prospective buyers, while the target persons may often prefer not to enter into communication. The successful seller will communicate in such a way that he will generate motivation on the other side by employing all aspects of communication: social (addressing the customer with a high social rank); emotional (being friendly, showing the customer that he is accepted and supported); and informative (detailing the quality and price of the product).

All these factors contribute to the reality that communication in society almost never works mechanically in a manner whereby providing information would have an immediate effect. The mental, social, emotional and organizational processes related to the relationship and emotional dimensions of communication lead to a certain time-lag and distortion between information and response. In cases where levels of information and motivation are already high, the response may occur almost immediately and adequately. In cases where something completely new is presented, basic assumptions need to be changed in order for this information to be accepted, or there is negative emotional attitude, the time-lag may be considerable and the eventual reactions may be unpredictable.

This is especially true in the transition context, where the old social system is no longer valid, but the new system is only being established. This means that for every initiative that is communicated to the stakeholders, an understanding needs to be developed about how the new system will work, where the initiative fits, and what the implications will be for the individual stakeholders. The high level of uncertainty about the future system leads, in many cases, to a defence of old positions even where the new position would actually prove much better in the new context. In the dynamic context of transition, it can be very useful to take examples from other places where similar processes have taken place in order for the stakeholders to develop an understanding of the context and future relationships. At the same time, copying others also creates additional complexity and asymmetries in communication. These, in turn, may lead to solutions that are not based on comprehensive local information. Serious communication effort is required to establish which examples are most suitable to implement in the existing context of the transition country. This effort must be initially dedicated to discovering which assumptions about the future are shared by the stakeholders so that communication about detailed solutions can then be meaningful to everyone.

Institutional or organizational communication is obviously much more complex than communication between individuals. But all the aspects of communication mentioned above also play their roles in inter-institutional communication. Institutional communication can only be successful if internal and external communication methods complement and support each other. Successful internal and external communication, or integrated communication, is one of the most important elements in developing a modern institution that can effectively achieve its objectives by successfully interacting in the rapidly changing political, social and economic environment. In order to communicate successfully, the organization itself needs to develop a high level of shared information, efficient mechanisms for information-sharing and decision-making



and, most importantly, a common understanding of the mission and objectives of the organization.

When these elements are clearly established, every representative of the organization can confidently represent it in contact with external partners because he or she knows what to represent and can rely on the established procedures and internal communication processes to deliver in practice what is being communicated. Understanding the mission, and knowing that colleagues are working toward the same goals, also significantly increases the motivation of representatives, thus in turn enabling them to motivate their counterparts more effectively. In the absence of good internal communication, external communication expends much more effort, requires a greater role of decision-makers, and is hampered by uncoordinated signals coming from different persons or organizational units. Uncoordinated external communication also reduces the motivation of representatives, as they are never sure whether the institution will stand behind them or not.

In order to plan successful communication that will make a good use of all the elements discussed above, we need answers to the following questions:

- Why do we want to communicate?
- To whom do we want to communicate?
- How can we best communicate?

IV.2 COMMUNICATION OF THE MINISTRY OF ENVIRONMENT AND PHYSICAL PLANNING

IV.2.1 Why?

The Ministry of Environment and Physical Planning is charged by law with leading the efforts of the country in the field of environmental protection and careful use of physical space and other natural resources. As mentioned before, environmental protection involves many individuals, groups and legal entities in society who need to fulfil their responsibility or exercise their right towards the environment and physical space. In the context of participatory democracy and a market economy, such as are currently being developed in the country, the establishment of an effective role for the Ministry will necessitate a major communication effort. By investing such effort into communication, the Ministry can also continue to maintain its existing position as a leading institution within the government and the country.

In the broadest sense, the purpose of environmental communication is to facilitate the process of environmental protection and improve the existing environmental situation. The need for communication ranges from understanding the environmental situation in the country to transposing the EU environmental standards: explaining what the new legislation means, eliciting comments from the public, enforcing the legislation, assessing environmental impacts, securing funds for environmental investments, motivating the public to change its behaviour and many other areas. More detailed communication goals and objectives of the Ministry of Environment and Physical planning are presented in the next section.



IV.2.2 Who?

On the internal side, integrated communication is closely linked and dependent on the structure and culture of the organization. On the external side it depends on successfully communicating with the public and stakeholders. Due to the complexity of environmental management in a country-wide context, several target groups inside and outside the Ministry need to be involved in communication. Communication with the following priority target groups will be elaborated in more detail:

- Staff and organisational units of the Ministry
- Local self government
- Other Ministries and government institutions
- Polluters (industry)
- Environmental service providers
- Non-governmental organisations
- General public and media
- Users of Ministry services
- International community

IV.2.3 How?

Methods of communication depend on the character of communicating parties, the purpose and the subject of communication. Here the social and the emotional components of communication play an important role and need to be taken into account. Different methods and approaches need to be applied in relation to different target-groups and topics. These are recommended in more detail in the following sections dealing with individual target groups.

Generally, in communication with stakeholders it is important to distinguish three frameworks of relationship: democratic, diplomatic and business. The democratic framework provides the framework for the other two frameworks, but it is important to keep these frameworks distinct in any individual communication.

In the democratic framework, the Ministry is a part of the democratically elected government with legally determined authorities and responsibilities. As a result, it has a number of executive powers (such as issuing permits), executive responsibilities (such as provision of environmental information) and other tasks such as drafting national policies, strategies and legislation. The Ministry discharges these responsibilities in accordance with the law. In doing so, it is accountable to the Government, the Parliament and, ultimately, to all the citizens. Within this framework, communication is determined by legally defined procedures and responsibilities, such as the administrative procedure. The possibilities for establishing diplomatic and business relationships are also determined by the legal framework.

An example of a diplomatic framework is the participation of stakeholders in drafting new legislation. Other examples include consultations with NGOs, co-operation with other ministries and, of course, international relations. In this framework, the parties are independent and results depend of the good will and mutual interest of participants. Although the Ministry is a public authority, it is important that it communicates with partners according to good diplomatic practices when acting within the diplomatic framework. Such conduct makes for the better motivation of other participants and, ultimately, brings better results.



A business relationship comes into play when the Ministry contracts another party to provide services, or when it procures certain goods. In establishing these relationships, the Ministry needs to respect the rules related to public procurement and fiscal expenditure. If it wants to secure good results, it also needs to perform as a good business partner toward other parties in the business relationship, including its performance of effective communication.

In the context of a small country, the reality is that these three frameworks will always be closely connected. But it is crucial for successful communication with all partners that the Ministry representatives always know in which framework to communicate related to the context and objectives and that they conduct the Ministry business accordingly.

IV.2.4 What?

What we want to communicate is related to the informative component of communication. In institutional communication, it is very important for both internal and external communication that the organization has a clear vision and agreed objectives that it wants to achieve. This provides a common 'set' of information that is agreed internally and can be communicated externally. People who are motivated in supporting the mission of their organization can most effectively carry out this mission in interaction with their external counterparts. The Mission and the strategic priorities of the Ministry of Environment and Physical Planning for the next five years have been formulated in the document entitled **Vision 2008**. This document summarises the basic content and messages of communication which form the subject of this communication strategy. The document is attached as the Annex 5.

IV.3 COMPLEMENTING STRATEGIES

This is not a stand-alone strategy. The Ministry is in the process of developing several new legal drafts that will establish new needs and modes of communication. It is also involved in several projects to develop various topical strategies, such as the Biodiversity Strategy, and the programme to support Local Environmental Action Plans with the local self governments. The Ministry is also involved in a government-wide process of administrative reform, in which communication obviously plays an important role. This strategy is trying to take all these efforts into account and support them through finding synergies in the field of communication.

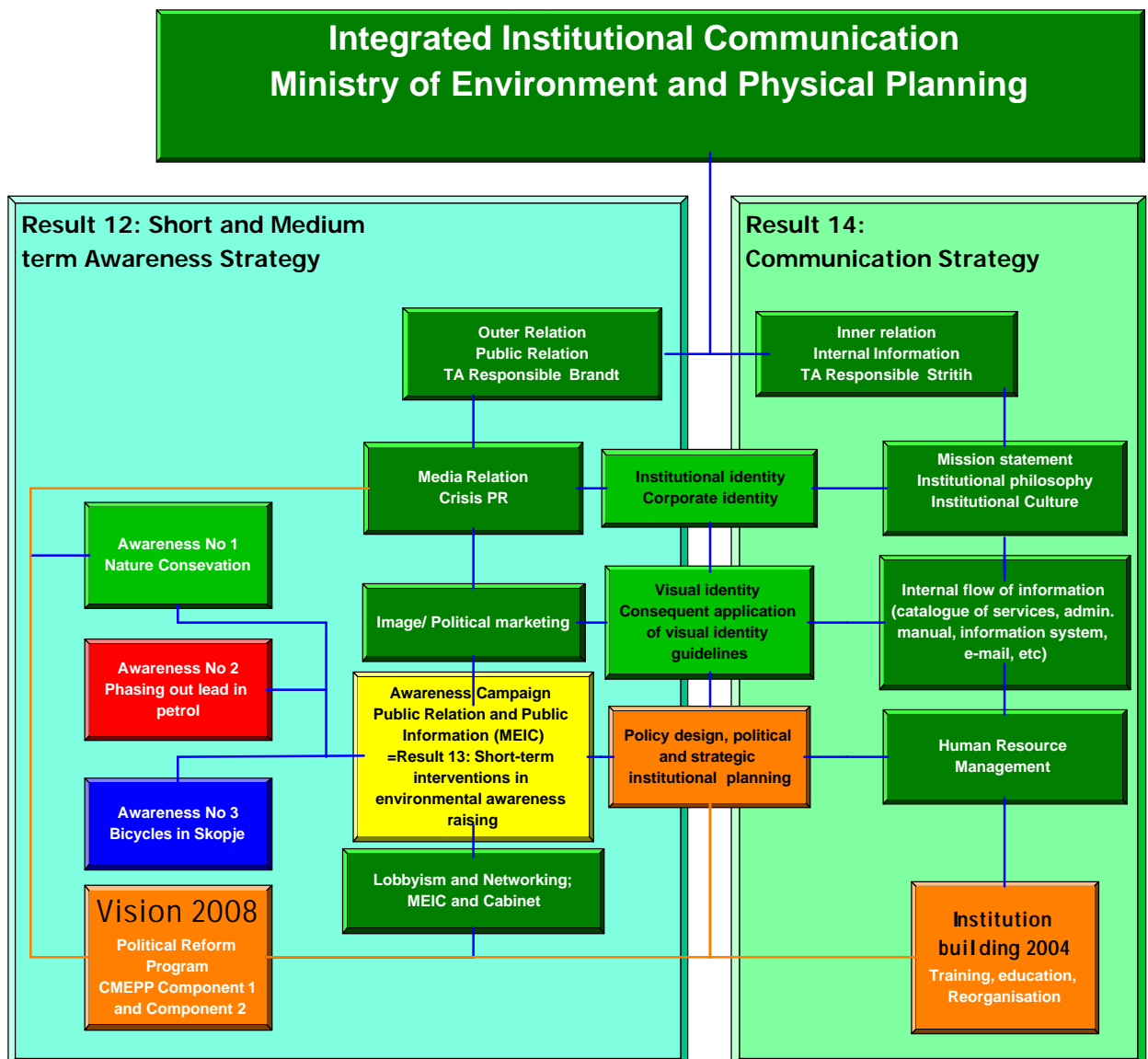
In the framework of the present project: Capacity Building for the Ministry of Environment and Physical Planning (CMEPP), all activities are, in one way or another, related to environmental communication. Legal drafting of the Environmental Framework Act, Water act, Waste Management Act and Nature Conservation Act contributes significantly to the development of responsibilities and tools for communication. Along with the legal drafts, an Environmental Monitoring Strategy and a Data Management Strategy are being developed. Both strategies have important links to the Communication Strategy in terms of sources and management of environmental information.

In addition, an Environmental Awareness Strategy is being prepared in parallel with this strategy; thereby following the definition given in the Terms of Reference with the understanding that these are really two aspects of one phenomenon, called 'Integrated



Communication' of the whole institution. The Awareness Strategy aims primarily at communicating the objectives of environmental policy to the stakeholders and the general public, while the Communication Strategy primarily focuses on the improvement of the effectiveness of the Ministry itself and on the Ministry's communication channels with its partners. The following chart shows the most important elements of integrated communication for the Ministry of Environment and Physical Planning. It also shows the division between the two strategies within the present project.

Chart 2:





IV.4 GOALS AND OBJECTIVES OF THE COMMUNICATION STRATEGY

The goals and objectives of the Strategy are presented in the Logical Framework tables on the following pages. There are four goals and each of them is broken down into more detailed objectives.

Goals 1 to 3 are based on the objectives of the project, while goal 4 arises from the high priority of international communication. Each goal is broken down into objectives that need to be achieved in order to achieve the overall goal. Even though they are activity-oriented, the objectives themselves are not activities or projects as such.

The table of goals shows: the goals; the reference to the SWOT analysis which the individual goals address; the expected results in the event of the goal being achieved and clearly measurable and verifiable indicators of success. The last column shows the assumptions that need to be fulfilled in order to be able to achieve the goal and the potential risks of failure to achieve goals.

The table of objectives lists: individual objectives; expected results, which are more detailed than for the goals; inputs and tools by which the objective can be achieved; and indicators of success, assumptions and risks.



Table 4: Goals of the Communication Strategy

Goals (from the objectives of the CMEPP)	Reference in the SWOT analysis	Expected results	Indicators of success	Assumptions and risks
1. Improve the level of efficiency and enhance the MEPP's performance	S1, S4, S5 W3,W4,W5,W6, W7 O2, O3, O7 T1, T2, T3, T6	Implementation of environmental legislation that is currently being drafted Increased absorption capacity for international funds Ability to increase the size and capacity of the organisation	Amount of international funding for the environment Compliance with EU acquis	Existence of the Ministry Availability of domestic and international resources
2. Strengthen the Ministry's position vis-à-vis other Ministries	S2, S3, S5 W8 O2, O4, T2, T4,	More domestic funds for environment Absence of overlapping mandates Joint programmes with other ministries Integration of environmental concerns in the policies of other ministries	Increased budget of the Ministry in real terms Existence of environmental programs in other ministries	Existence of the Ministry Adoption of the environmental laws harmonized with EU Politically motivated decisions about the setup of Ministries
3. Improve communication between stakeholders in the field of environmental management	S1, S2, S3, S5 W1,W2,W7, W9, W10 O1, O4, O5, O6, O7 T1, T2, T3, T5, T6	Shared vision of the future within the environmental sector Increased demand and supply for environmental services Support of stakeholders for the environmental policies and the Ministry	Number of stakeholders actively participating in the preparation of the National Environmental Action Plan	Willingness of stakeholders to co-operate Institutional development of local communities, private sector and NGOs
4. Facilitate the process of EU integration within the environmental chapter	S3, S2 W2, W7, O6, O8, T2	Continued international support to environmental sector Transfer of know – how and solutions to environmental problems Solution of cross-border environmental problems	FYR Macedonia is the first to close the negotiation of the environmental chapter among the West Balkans States	Deterioration of the general political and security situation in the country Readiness of neighbour countries to co-operate



Table 5: Objectives of the Communication Strategy, Goal 1

Goal 1. Improve the level of efficiency and enhance the MEPP's performance				
Objectives	Expected results	Inputs and tools	Indicators of success	Assumptions and risks
1.1 Develop and communicate the vision of the Ministry	Improved understanding of the purpose and goals of the Ministry	Vision workshop Communication	Share of staff knowing mission statement by heart	
1.2 Establish human resource management system	Performance evaluation system Better staffing Ability to increase the size and capacity of the organisation	Consulting services Staff Change of structure	Human resource department in place	Support of government in terms of budget and rules
1.3 More efficient organisational structure	Clear lines of authority and communication Allocation of adequate capacities to priority tasks Ability to increase the size and capacity of the organisation	Consulting services Analysis of the work process Internal consensus-building	New organisational structure in place	Readiness for change amongst staff and middle management
1.4 Enhanced use of IT	Larger and more efficient flow of information Easier access to information	Equipment Training (actively and completely)) Use by the management	Level of usage of e-mail and internet	Availability of equipment
1.5 Establish clear formal communication channels	Effective and expedient administrative procedures for decision making, development of legislation and policies, and permits	Definition of procedures Administration and user manuals Training	Administrative and user manuals available No. of external complaints	Consistent enforcement of procedures by the management
1.6 Support for informal communication	Improved cohesion and information sharing Improved response to new challenges	Training and team-building events One Ministry building Internal policy on open communication	Until what hour staff stay at the New Year's party of the Ministry	Readiness of people Supportive attitude from the management



Table 6: Objectives of the Communication Strategy, Goal 2

Goal 2. Strengthen the Ministry's position vis-à-vis other Ministries				
Objectives	Expected results	Inputs and tools	Indicators of success	Assumptions and risks
2.1 Policy initiative of the MEPP	Leadership role of the MEPP in the reform efforts in the country	EU approximation Servicing and supporting decentralisation and privatisation process	NEAP adopted	Continued process of EU approximation at the level of the country
2.2 Development of financial mechanisms for supporting environmental investments	Increased environmental investments in the country	Environmental Fund Management of donor pipeline for municipal infrastructure	Level of environmental investment	Economic growth Availability of donor funds
2.3 Drawing of clear lines between mandates of the various Ministries and other institutions	Less institutional conflicts regarding mandates and funding More efficient use of public funds Clearly defined competences of other ministries Better co-operation	Legal drafting Direct negotiations and agreements Avoiding overlapping activities	Number of overlapping mandates	Readiness of other Ministries for active cooperation
2.4 Development of joint activities with other Ministries	Better co-operation More efficient use of resources	Project co-operation Inter-ministerial working groups	Number of joint initiatives	Readiness of other Ministries for active cooperation



Table 7: Objectives of the Communication Strategy, Goal 3

Goal 3. Improve communication between stakeholders in the field of environmental management				
Objectives	Expected results	Inputs and tools	Indicators of success	Assumptions and risks
3.1 Support the institutional development and capacity building of domestic stakeholders	Bigger number, better qualification and stronger voice of companies, NGOs, local communities in the environmental sector	Grants Capacity building Accreditation and certification	Funds available Number of accredited service providers	Availability of resources
3.2 Secure free access to environmental information	Transparency of the environmental situation (data about environmental condition) Better ability of stakeholders to conduct their business	Legislation Environmental information system PR Office	Number of requests for environmental information	Availability of information
3.3 Develop open, public dialogue	More attention given to the environment Better exposure of various stakeholders	Co-operation with the media Special events	Media space dedicated to environment (active participation of the journalists from all media in regular and systematic work)	Negative impact of crises such as Veles
3.4 Involve stakeholders in policy development	Improved policies from environmental point of view More regard for environment by policy makers	Strategic Environmental Assessment of policies, plans and programmes	Number of SEAs conducted	Interest of stakeholders
3.5 Develop market demand for environmental technology and services	Increased size of the environmental market More service providers Fair market competition among the service providers	Legal requirements Orders for services Capacity building and resource mobilisation in municipalities	Turnover of environmental service providers	General economic growth



Table 8: Objectives of the Communication Strategy, Goal 4

Goal 4. Facilitate the process of EU integration within the environmental chapter				
Objectives	Expected results	Inputs and tools	Indicators of success	Assumptions and risks
4.1 Active role of Macedonia in international relations	International recognition of environmental efforts of the country Active contribution to international processes	Participation Leadership in the SEE	Number of Macedonian representatives in leading positions in international co-operation (in international institutions???)	Continued stabilisation and association process in the SEE
4.2 Improve the absorption capacity for donor funds	Continued donor support Investment projects for solving environmental problems	Management of donor pipeline for municipal infrastructure (units of the local self-government) Successful donor projects	Investment in municipal infrastructure (units of the local self-government) Amount of donor funding for environmental purposes	Availability of domestic and donor funds
4.3 Successfully solve cross – border environmental problems	Preservation of cross-border lakes Ohrid, Prespa, Dojran cross-border protected areas	Co-operation with neighbouring countries Domestic and donor funding for cross- border projects	Number of cross-border projects successfully implemented	Readiness of the neighbouring countries
4.4 Successfully represent the interest of FYR Macedonia in international negotiations	Realistic new obligations for FYR Macedonia International credibility	Active participation Participatory development of negotiating positions in the country Building alliances with other countries and EU	Number of initiatives taken	Invitation to future negotiating processes
4.5 Fulfil international obligations	Improved environmental performance and situation International credibility	Legal and administrative work Resource mobilisation	No international concern raised about compliance with environmental commitments	



IV.5 INTERNAL COMMUNICATION

IV.5.1 WHY?

As discussed before, successful internal communication is the key to the development and management of a successful institution. The following goals and objectives of the strategy will be achieved through communication inside the Ministry:

1. Improve and enhance the level of efficiency and performance of the MEPP

- 1.1 Develop and communicate the vision of the Ministry
- 1.2 Establish human resource management system
- 1.3 Develop more efficient organisational structure
- 1.4 Increase the use of Information Technology
- 1.5 Establish clear formal communication channels
- 1.6 Develop support for informal communication

IV.5.2 WHO?

The staff and organizational units of the Ministry are involved in internal communication. The Ministry is composed mainly of relatively young, well-educated and trained staff. These are motivated, at least to some extent, not just by having a stable government job or access to power, but also by the environmental cause. These are the people that will shape the future environmental management in the country over the next generation, i.e. the next 20 to 30 years.

The organizational units have developed in the process of the establishment and growth of the Ministry over the past five years. They have been formed around leading persons and projects of international assistance rather than around tasks and mandates defined by the development and implementation of environmental law. These units have already developed their own identity and mechanisms of their own development. For this reason, and also because of the relatively small size of the Ministry, they communicate rather well among each other. A new organization is planned, based on functional analysis, so that some units will either change their organization or their main tasks. In order to fulfil the requirements of the new laws, most units will need additional staff. This, in turn, will require new modes of communication within the units.

IV.5.3 HOW?

The Ministry is a government institution that needs to conduct its work in accordance with the rules and customs of public service. These require a certain degree of formality and a high level of documentation. On the other hand, the Ministry needs to employ a significant degree of creativity in tackling the developments ahead, and this requires a substantial amount of less formal communication. The balance between formal and informal communication also varies significantly between the units of the Ministry on account of the different nature of their work.

But in all cases, formal communication will only be effective and efficient if the informal components of the communication are also taken care of. Therefore, the development



of communication inside the Ministry needs to follow two objectives: development of clear, simple and efficient formal communication channels and procedures on the one hand, and provision of a framework and support for informal communication on the other. It is important to distinguish clearly between the two types of communication in order to provide a sense of security to the staff and also to avoid mixing personal interests with Ministry business. Electronic communication offers a useful tool both for speeding up and simplifying formal communication and for facilitating informal communication.

The Ministry is also a hierarchical organization, where the main responsibility is carried by the Minister, Deputy Minister and the State Secretary in relation to the civil service. This also means that leadership in achieving objectives and in communication must come from the top level. The top level needs adequate capacity to handle the complexity of communication and actively communicate the mission of the organization, its objectives and individual decisions, to the units and the staff. If this communication is successful, staff will be better able to deal with ongoing business without the involvement of the management and the pressure of pushing trivial decisions upwards will be reduced. In order to focus on their work instead of on internal politics, individuals and units need clear definitions of their responsibilities and authorities; and these needs to be guaranteed and actively supported by the management.

IV.5.4 WHAT: PRIORITY ACTIVITIES

IV.5.4.1 NEW ORGANISATIONAL STRUCTURE:

There are two basic ways for an organization to organize its work: based on projects and based on work processes. Project organization is more suitable in situations where a unit of work is limited in time and needs to produce a clearly defined output in a given time period. A process type of organization is more appropriate in cases where a certain type of production or service needs to be provided over an indefinite time period and the outputs can be produced on an ongoing basis.

Government institutions usually organize their work more on a process basis because they need to secure a steady flow of services to the public. Project organization is used in these institutions when a new service is being introduced or the institution itself is being transformed. In the current context of transition, it is not surprising that the MEPP—a young institution dependent on donor funding—is largely organized around projects. But with the drafting, adoption and implementation of the five new environmental laws that are currently under preparation, the Ministry will have to move toward a process type of organization.

In order to make this shift, a new organizational structure is proposed. Nine main processes that the Ministry needs to manage in the coming years have been identified. These processes should be managed by one or more units of the Ministry, depending on the subject. The following table gives an overview of these nine processes and names the units of the Ministry that should manage them:

**Table 9:** Proposed organisational changes

Process to be managed	Unit	Proposed Action
1. Institution building	General Affairs	To be established, involves some functions currently performed by State Councillors and legal sector
2. Policy planning	Environmental Policy, Physical Planning	Existing Sectors for Sustainable Development and Physical Planning
3. Stakeholder dialogue	Cabinet of the Minister	To be established
4. Legal Drafting	Environmental Law	Existing law sector without general administration functions
5. Legal implementation (incl. permits, EIA, monitoring, information, resource mobilisation)	MEIC, Environmental Agency, Nature Conservation Agency, Environmental Fund	Existing units to be reformed according to new legislation Nature agency to be established according to new Nature Conservation Act New Environmental Fund Act
6. Enforcement	Environment Inspectorate	Existing
7. Decentralisation	National Co-operation	To be established, some functions performed by State Councillors
8. Environmental market	Environmental Agency, Nature Conservation Agency, Environmental Fund,	Existing units to be reformed according to new legislation (See above)
9. International Co-operation	International Co-operation	Existing

The work within these processes should in many cases, especially in the areas of institutional and policy development, remain project-based, so that clear objectives for development can be set, met and verified. The implementation-related activities, on the other hand, should be managed more as a process. In general terms, the development-related activities are concentrated within the Ministry itself, while the implementation of laws is given mainly to the semi-independent Environment Agency, the Nature Conservation Agency, the Environment Inspectorate and the Environmental Fund. In this way there will be a clear institutional distinction between policy generation — which is the key role of the Ministry as a regulator — and policy implementation — which is a matter for implementation agencies and should be shielded from direct political interference.

Currently, the Ministry is understaffed in relation to its existing legal mandates and those mandates it is about to receive when the new legislation comes into effect. The determination of the number of staff is not under the direct control of the Ministry. But in the coming years the staff and its capacity should grow considerably. In order to free up some positions, it is recommended that those functions that could, in the long term, be provided on the market and which need to be independent (i.e. the laboratory), be separated from the Ministry and established within the framework of an independent governmental body. This would help in developing a service-based arrangement for funding the work of the laboratory, clear the way for accreditation, and enable the laboratory to offer its services to polluters. It is these polluters, according to the



principle that 'the polluter pays', who will eventually be the main clients for analytical services in the country in the future.

In addition to understaffing, and because of its primary focus on environmental topics that have emerged through international assistance projects, the current organization displays a serious lack of communication capacity at all levels, both in terms of internal management and external communication. This results in serious management overload amongst the top decision-makers, who are forced to deal with detailed decisions instead of with strategic issues. In order to rectify this situation, it is recommended that three new organizational units be established:

A Minister's Cabinet should secure the division between the political and administrative functions of the Ministry. In this way it will manage communication and relationship with the Parliament and other Ministers, as well as public relations and crisis management. The Cabinet would also act as an interface between the Minister and Deputy Minister and the civil service, thus securing a wider communication channel as well as relieving civil servants from the necessity of dealing with political issues. The Office should consist of at least 4 persons: a personal assistant, a political liaison officer, a public relations officer and a secretary.

A General Affairs Sector under direct supervision of the State Secretary as the head of civil service will take over a number of functions that are currently performed by line sectors or are simply not performed in a systematic way at all. These are:

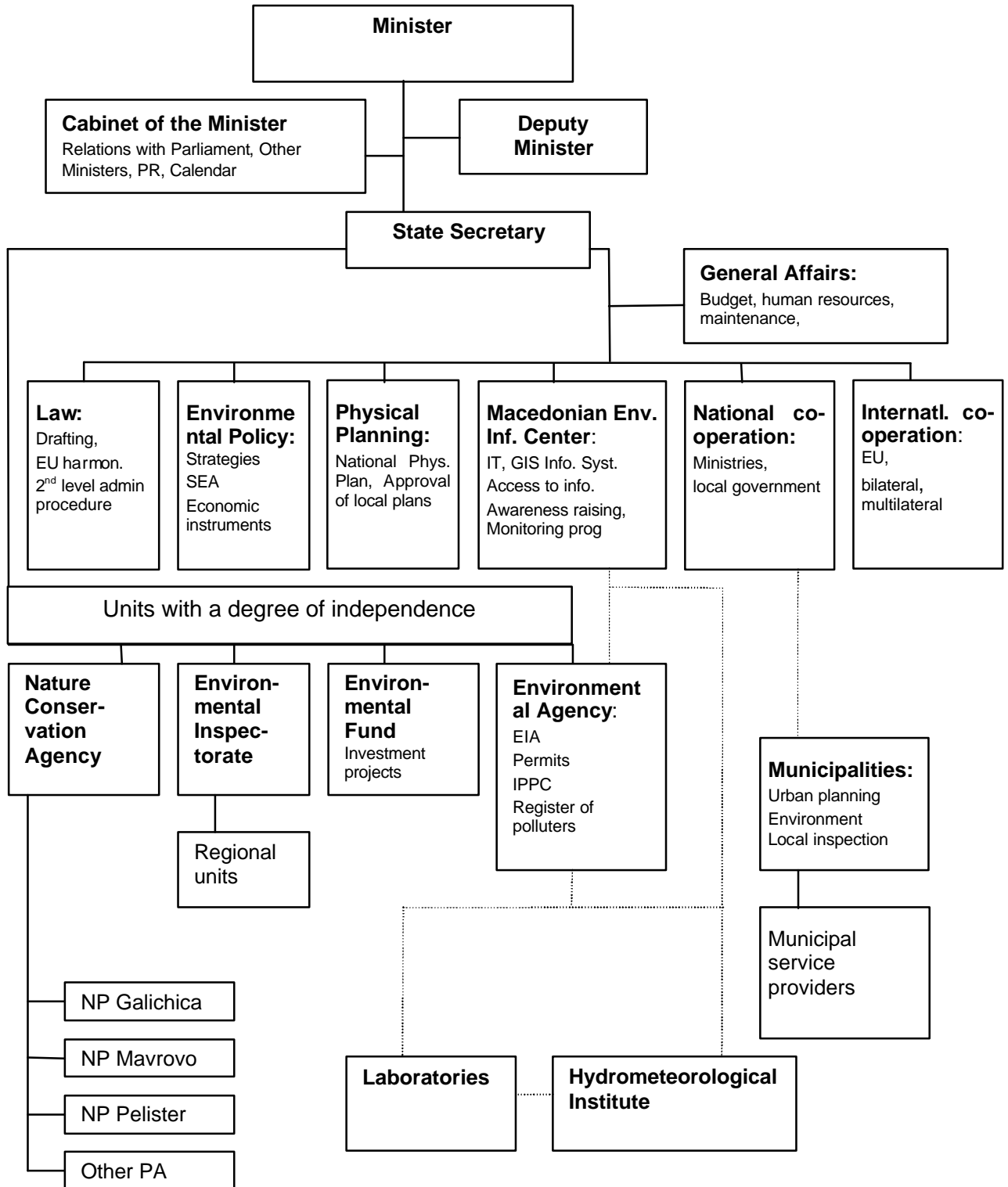
- Management of budget and internal financial control
- Human resources management
- Management and maintenance of technical means and common services (buildings, vehicles, cleaning, drivers)

Efficient performance of these functions is crucial for the performance and planned growth of the organization and cannot be performed well by sector heads or the top management of the Ministry. The incorporation of these services in a separate sector will also introduce internal controls that will improve transparency and documentation of decisions, thus reducing the decision-making load on top management. This sector can be created by transferring some persons currently dealing with these issues in other sectors. The General Affairs Sector will, however, certainly require a well-qualified finance manager and a human resource manager.

A National Co-operation Sector will be established to deal with the high priority issues of co-operation with Local Self Government and other Ministries and Government institutions. This Sector will represent the contact point for partners that will link them to the Ministry as a whole so that they do not have to spend time looking for the most appropriate counterpart. This sector will also be able to recognize the specific needs of the LSGs and other institutions and help tailor the Ministry services to them.



Chart 3: Possible new organizational chart of the MEPP according to present proposals





IV.5.4.2 Development of a human resource management system

Reorganisation is a good opportunity to introduce a new human resource management system. Indeed, the introduction of such a system will support the reorganization process by providing staff with a clear view of how they will be affected or how they will benefit from the structural change.

It is recommended that a simple system of staff management be introduced, including:

- Job description for each position
- System of performance review based on self evaluation.

The job description should describe in general terms the responsibilities of the person in a specific position, including:

- Title of the position
- Immediate supervisor
- List of units/supervised staff
- List of tasks
- Description of any specific executive responsibilities or authorities
- Description of the performance review procedure

The purpose of the performance review procedure is to provide a regular opportunity for the evaluation of the success of a person in fulfilling his or her tasks. The procedure also allows for a discussion about his or her career. It further provides a mechanism for determining lack of performance and discussing the consequences with the person concerned. The review should take place on a regular basis: once a year for each person. However, provision should be made for the review to take place anytime upon the request of the person or the supervisor. Performance reviews should be conducted whenever there arises any request or decision for promotion, change of responsibilities or disciplinary action.

The proposed performance review procedure consists of a written self-evaluation and an interview with the immediate supervisor. At first, the person under review should prepare a short written evaluation of his or her work over the preceding period. This evaluation should contain:

- List of tasks that the person has been performing
- List of performance objectives previously set and description of how these were achieved
- Most important successes in the period
- Most important difficulties
- Proposed performance objectives for the coming period, with measurable or identifiable indicators of success
- Requests for action by the supervisor
- Open questions



Once the self-evaluation has been completed, an hour-long interview is held wherein the issues raised are discussed between the person and the supervisor. The result is an agreement on the performance objectives for the future period and on actions that the supervisor should take to support the person. In the case of disciplinary action, the interview is used to discuss any deficiencies in achieving the objectives set and the measures that need to be taken.

The performance review can initially be used in the process of reorganization when the new positions are created and staff are being assigned to them. In this process, the persons, especially those in middle management, can be asked to develop a draft of their own job descriptions and those of their subordinates. Subsequently, all the staff can be asked to explain in writing how they are going to fulfil their new job descriptions and to set the performance objectives for the first period. These can then be agreed upon in interviews with their supervisors. Such a process, involving people shaping their own future job and performance objectives, should give staff more security about what is happening and encourage greater motivation for change. It will also relieve the management from the need to write detailed job descriptions for everyone; job descriptions which may not fully reflect the reality. And it will provide an opportunity to identify those who are not able or willing to perform according to the requirements and should thus no longer be employed or be employed in a different position in the new structure. When conducting this process it is important to take care that the job descriptions and performance objectives are realistic. Over-ambitious objectives may lead to disappointment on both sides when achievements are reviewed.

Table10: Resources required to implement the human resources management system*

Responsible org. unit	Additional input	Unit	Est. quantity
Setup			
General Affairs	Time to develop the procedures and forms	mm	2
Management staff	Training	mm	1
Operation			
General Affairs	Permanent staff	mm/year	12
Management staff	Appraisal time	mm/year	1,5
Staff	Evaluation time	mm/year	3

* These estimates of required resources are presented as a rough indication for demonstration purposes only. The estimates will be refined in the process of the detailed planning of the activities concerned.

IV.5.4.3 Catalogue of services provided by MEPP – functional analysis

The Ministry has already prepared a draft functional analysis in the framework of the DFID project on public administration reform. In relation to the draft laws currently in preparation, many new tasks and responsibilities will be assigned to the Ministry. A first list of these tasks has already been prepared by the CMEPP project. In the process of changing the organization, the Ministry should develop a catalogue of services or functions that it provides to the public. This should be a collection of all the existing



mandates from different laws, as well as other services that may be provided. The catalogue should contain:

- the description of each service
- an assessment of the human resources and fiscal resources
- reference to the legal mandate
- any relevant legal or other documents describing the services

This Catalogue will serve several purposes. One purpose is that of enabling the planning of resources, priorities and the organization of Ministry work. Another purpose is to demonstrate the need for resources in the process of budget negotiations. The Catalogue should also be used in the development of staff job descriptions in order to ensure that all functions are adequately covered by the staff. Finally, the Catalogue can be used to communicate the functions of the Ministry to outside partners.

Table 11: Resources required to develop the Catalogue of Services*

Responsible org. unit	Additional input	Unit	Est. quantity
Setup			
General Affairs	Time to describe the services	mm	4
Management staff	Finalisation of the Catalogue	mm	1
Operation			
General Affairs	Regular updating	mm/year	1
Management staff	Regular review	mm/year	0,5

* These estimates of required resources are presented as a rough indication for demonstration purposes only. The estimates will be refined in the process of the detailed planning of the activities concerned.

IV.5.4.4 Manual on administrative procedures inside MEPP

A Manual of Administrative Procedures is a document that presents all the rules and other information that the Ministry staff need to know in order to perform their work successfully and efficiently. The process of development of such a manual usually follows the development of the organization itself and the document develops over years, following organizational needs.

The development of the manual can be initiated by a compilation of the existing organizational chart and the rules that are already documented. After this has been done, the gaps—where rules of procedure still need to be determined—are identified and new rules can be developed and documented. There are two basic ways in which such a manual can be developed. One way is for the management to develop the Manual, possibly with the assistance of external management consultants; a second way is for a committee to be established consisting of representatives of different organizational units and whose role is to collect the elements and propose new rules. In both cases, the central responsibility for this Manual should be with the State Secretary as the head of the civil service in the Ministry.



The Administration Manual may include the following topics:

- Organization and mission of the Ministry with a description of the responsibilities of individual units
- Administrative procedure (documentation, archive, decision-making process...)
- Internal communication and management (regular meetings, reporting lines, information sharing...)
- Office administration (working hours, use of facilities, use of cars...)
- Financial rules (approval of expenditure, procurement...)
- Rules related to employment (salary system, performance evaluation, vacation, conflict of interest...)
- Corporate identity guidelines

This list should gradually be expanded with the addition of topics that are of concern to the staff or the management of the Ministry. One way of doing this is to undertake annual updates of the Manual, adding rules that were agreed or decided upon over the previous year. Another option is to add new elements to an organizer.

A copy of the manual should always be available to the staff. This means that, at minimum requirement, each sector or department of the Ministry should have a copy.

In certain cases, the organizational units themselves may also add their own rules or procedures applying to the work processes which they perform.

Table 12: Resources required developing the Manual on Administrative Procedures*

Responsible org. unit	Additional input	Unit	Est. quantity
Setup			
General Affairs	Time to develop the draft manual	mm	8
	Printing and copying	Eur	100
Management staff	Decision-making on procedures	mm	2
Operation			
General Affairs	Regular update	mm/year	2
	Printing and copying	Eur	50
	Financial management	mm/year	24
Management staff	New administrative policies	mm/year	1

* These estimates of required resources are presented as a rough indication for demonstration purposes only. The estimates will be refined in the course of detailed planning of the activities concerned.

IV.5.4.5 Staff capacity building and social activities

In order to secure the motivation of staff and the development of their careers in terms of increasing professional capacity, regular capacity-building activities should be organised.

Capacity building can take place in two main ways. One way involves specific training for Ministry staff according to the identified needs. Training can be organized in the



form of short (maximum half-day lectures) during working hours at the Ministry, or in the form of 1 to 2 day workshops at an outside location. These types of training are useful for building knowledge and skills that all staff—or the majority of staff—need to acquire at the same time. Such training should be organized in relation to:

- Use of electronic communication
- Strategic planning and project management
- Internal procedures
- New legislation and its implementation, etc.

Another method of capacity-building involves the promotion of opportunities for individual members of staff: participation in donor-project-organized capacity-building, participation in activities organized by international organizations and participation in international events in general. Planning for participation in these activities should take into consideration the development staff capacity and career objectives of individual persons. Such participation will provide for better motivation and quality of work as it will allow those people dealing with a certain topic to be exposed to an international network of people and institutions dealing with the same topic.

In relation to capacity-building activities and other events, social activities should be organized so that all staff can get together in an informal setting. One idea could be to organize a small drink at the end of each working week at the reconstructed press-briefing room. At such events, the Minister or another senior official should briefly address the staff, reiterate the mission of the Ministry, make some positive remarks about recent accomplishments of the Ministry, recognize those individuals who have achieved the most (it is important to recognize different persons each time, so that everyone who deserves recognition receives such recognition), and outline the upcoming issues and challenges. The event should be organized so that people can then informally network with one other (i.e. by a mingling arrangement).

Table 13: Resources required for staff capacity building and social activities

Responsible org. unit	Additional input	Unit	Est. quantity
Setup			
General Affairs	Media briefing room	EUR	2.000
	Management	mm	2
Operation			
General Affairs	Organisation	mm/year	2
Staff	Participation	mm/year	40
	Monthly lectures	EUR/year	1.000
	Refreshments	EUR/year	2.000

* These estimates of required resources are presented as a rough indication for demonstration purposes only. The estimates will be refined in the course of detailed planning of the activities concerned.

IV.5.4.6 Use of electronic communication

A relatively high level of electronic equipment is one of the competitive advantages of the Ministry, but one that is currently underexploited. The Data Management Strategy deals in more detail with the further development of the information system and its use.



Here it is worth noting that increasing and diversifying the use of electronic communication is very important for improving the efficiency and effectiveness of internal communication. The tools that can be used for internal (and external) communication include:

- Electronic mail
- Shared file servers
- Environmental databases
- Intranet
- Special software for specific tasks

Electronic mail is already used to some extent, but mainly for communication with institutions that already heavily depend on it, such as donor organizations. The prevailing internal culture of communication still puts the highest emphasis on verbal communication in person or over the phone. More e-mail use will have several advantages:

- Better ability of people to plan and manage their time with e-mail than with mobile phones ringing all the time
- Fewer misunderstandings due to written nature of communication
- Simplicity of keeping wider groups of people informed about developments
- Track of documentation
- Lower phone costs

To promote more use of e-mail, it is imperative that the top management of the Ministry starts using e-mail for daily communication with staff and further requires that communication from staff comes primarily in the form of e-mail. This means that at least an hour a day needs to be dedicated to dealing with e-mail. It is also important to specify clearly the use of e-mail in the administrative procedures and to develop a culture of writing e-mails. E-mail should be seen as less formal than written letters, but still a form that is recorded and easily copied, forwarded and multiplied, so that a certain standard of writing is required.

Shared file servers are useful for storing and working with documents and other files that are used by several persons. Different directories can include standard forms, rules, procedures, environmental legislation and data that are used by everyone. The documents and other outputs from various donor projects can also be stored there for easy retrieval by the staff. Each person should also be able to create his or her own directory for sharing files with others. A useful tool is also sharing calendar and contacts in software applications such as Lotus Notes or Microsoft Outlook.

Environmental databases are already in place and will be further developed by the MEIC. Their use will probably be less frequent than the use of shared document files, but for some units of the Ministry they will represent a very important resource. The database interface is already under developed in the form of a website, which will enable easy use by all the users inside and outside the Ministry.

Intranet can be developed when the use of electronic communication increases and experience is gained with the patterns of use that are specific to the Ministry. This will entail the development of an integrated interface for all the Ministry users. For specific



tasks—such as financial accounting, archiving or tracking of official documents—**specific software applications** can be purchased or tailor-made to the needs of the Ministry. The introduction of such applications can significantly improve efficiency, but also requires careful planning, development and testing. It should only be undertaken when the need for this has been clearly identified and the solution is widely agreed by all the users. If this is not the case, a lot of time and effort can be wasted on something that seems very useful, but in the end transpires to be impractical.

Table 14: Resources required to improve the use of electronic communication*

Responsible org. unit	Additional input	Unit	Est. quantity
Setup			
MEIC	Hardware	See Data Management Strategy	
	Improved internet connections		
Staff	Training	mm	5
Operation			
MEIC	System maintenance	mm/year	12
	New hardware and software	See Data Management Strategy	
	Internet connections		
Staff	Additional time to use e-mail	mm/year	0

* The estimates of required resources are presented as a rough indication for demonstration purposes only. These estimates will be refined in the course of detailed planning of the activities concerned.

IV.6 EXTERNAL COMMUNICATION

IV.6.1 LOCAL SELF GOVERNMENT

IV.6.1.1 Why?

Many services that are currently performed by the national administration can (and in many cases, should) be delegated to the local or regional authorities. Activities such as municipal services, urban planning, local monitoring and local regulations are in most countries performed by municipalities or other regional institutions. The benefits of decentralization are that environmental problems are solved closer to their origin and to the citizens, thus allowing the Ministry to focus more on the country and international level of policy.

The law on local self-government already stipulates in general that the municipalities are responsible for the environment, municipal services and physical planning. These provisions will need to be made operational by specifying the tasks and authority of municipalities in more detail by sectoral legislation. The law also provides the opportunity for the state bodies to delegate some of the activities within their competence to the municipalities while providing them adequate resources for performance of these responsibilities.

The following goals and objectives can be achieved through communication with Local self government:



2. Strengthen the Ministry's position vis-à-vis other Ministries

2.1 Policy initiative of the MEPP

2.2 Development of financial mechanisms for supporting environmental investments

2.3 Draw clear lines between mandates of the various Ministries and other institutions

3. Improve communication between stakeholders in the field of environmental management

3.1 Support the institutional development and capacity building of domestic stakeholders

3.5 Develop market demand for environmental technology and services

4. Facilitate the process of EU integration within the environmental chapter

4.2 Improve the absorption capacity for donor funds

IV.6.1.2 Who?

The target group comprises the local self governments, i.e. the municipalities, including mayors, municipal councils, municipal departments for environment, communal services and physical planning as well as municipal utility companies. Depending on the future institutional development, emerging regional authorities and/or services will also be involved.

IV.6.1.3 How: Approach

The local and regional authorities must develop the capacity to deal with the issues of environmental policy and management at local level through effective and efficient communal services and physical or urban planning. The development of such capacity is linked to human and financial resources, which are even scarcer at the local than at the state level. The Ministry will actively engage in co-operation with the local self governments to help the municipalities implement the environmental management functions transferred to the local level. The Ministry will also support co-operation amongst the municipalities themselves in order to solve the problems that cannot be solved at the level of one municipality alone, such as the construction of regional landfills.

In doing this, the Ministry will primarily act as an organization that supports the LSGs through sharing information, capacity-building, funding, international projects and other activities. In order to manage this supportive relationship, the Ministry is establishing the National Co-operation Sector, one of the main tasks of which will be that of communication and co-operation with municipalities. The role of this sector will be to provide an interface, or a one-stop-shop, for the municipalities and to co-ordinate the units of the Ministry that need to provide their input to the municipalities. The Ministry will also exercise an enforcement function through the environment inspectorate, but enforcement will make little sense before the municipalities have the ability to respond.



IV.6.1.4 Priority Activities

Capacity-building for LSG administrations: The Ministry, with the support of ongoing and future donor projects, will develop a process of capacity-building activities related to local environmental policy for the municipalities. The topics for capacity-building will include:

- New environmental and physical planning legislation and its implications at local level
- Effective organization and management of environmental issues at local level
- Objective-based planning and programming
- Specific capacity-building activities related to activities listed below

These capacity-building activities will be organized in the form of workshops, where a balance will be sought between presentation of issues from the central level and the sharing of best practices among municipalities. Through the capacity-building activities, the Ministry will develop a network of counterparts dealing with specific issues across the country and will involve them in regular information-sharing (including electronic networking).

Catalogue of environmental responsibilities of local self government and related legislation

Based on the new environmental legislation, the amended physical planning legislation and the Law on Local Self Government, a catalogue of legal mandates and responsibilities for the local government will be developed. This catalogue will be developed in a similar format to the functional analysis and should contain:

- the description of each service
- guidance for assessing the necessary human resources and fiscal resources in a given municipality
- reference to the legal mandate
- any relevant legal or other documents describing the service.

Also based on the new legislation, **model local environmental regulations** for priority areas will be prepared in co-operation with experts from leading municipalities. These models will be made available on the Ministry website and promoted through a series of workshops with relevant counterparts from the municipalities. Once the municipalities have adopted and implemented these regulations, a database of all regulations will be established. Experience and future changes will be discussed at regular workshops including the relevant departments of the Ministry and the municipalities.

Several municipalities have already developed their **Local Environmental Action Plans**, which set their environmental priorities, support a functioning democratic system at local level and build motivation for change. With the support of the Ministry, this successful model will be shared with other municipalities in the coming years.

In the near future, municipalities will have to renew their **Urban Plans** in line with the new physical planning law and will be developing their own **local environmental regulations**. In order to help them in these efforts, the Ministry will support



environmental forums at local level involving municipalities, NGOs, Ministry services, industry, etc. and the establishment of associations between different LSGs for common initiatives, such as regional landfills.

Financing model for municipal services

The most challenging aspect of the implementation of EU standards will be improving the performance of communal services and heavy investments in environmental infrastructure at the local level. Currently, most municipalities are not able to secure the funds for the necessary investments. A nationwide model will have to be developed for financing this infrastructure that will bring together local, national and international, public and private funding sources, together with governance models that will secure transparency and cost-effectiveness of the investments and provision of services. The Environmental Fund will play an important role as a specialized financing agency that will be able to manage the complexity of environmental investment projects.

Regular environmental project conferences

To secure transparency, experience-sharing and efficiency in developing and implementing the pipeline of environmental investment projects, the Ministry will organize regular project conferences at which all the interested parties from the local self government, national government, international donors and financial institutions, private sector and NGOs will take part. Initially, these conferences will be dedicated more to project planning and the search for counterparts. Later, they will be dedicated to the evaluation of results and the sharing of best practices. As part of these efforts, the Ministry will also support environmental forums at the local and regional level, involving municipalities, NGOs, Ministry services, industry, etc., and the establishment of associations between different LSGs for common initiatives such as regional landfills.

Table 15: MEPP resources required to support Local Self Government*

Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Capacity-building for LSG administrations	National Co-operation	Organisation	mm/year	6
		Two workshops a year	EUR	5000
	All ministry staff	Participation and presentation	mm/year	2
Catalogue of environmental responsibilities of local self government	National Co-op., Environmental law	Development of the catalogue	mm	4
		Regular updating	mm/year	2
	MEIC	Printing	EUR/year	400
Model local environmental regulations	National Coop., Environmental law	Development of the catalogue	mm/year	4
	MEIC	WEB publishing	mm/year	0,5
Local Environmental Action Plans	National Co-operation	Professional support	mm/year	24
	Environmental Fund	Grants	EUR/year	20.000



Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Urban Plans	Physical Planning	Professional support	mm/year	24
Financing model for municipal services	Environmental Fund	Development	mm/year	12
Regular environmental project conferences	National co-operation, Environmental fund	Organisation	mm/year	6
		One workshop a year	EUR/year	2.000

* The estimates of required resources are presented as a rough indication for demonstration purposes only. These estimates will be refined in the course of detailed planning of the activities concerned.

IV.6.2 MINISTRIES AND GOVERNMENT INSTITUTIONS

IV.6.2.1 Why?

As a result of poor co-ordination during the drafting of past legislation, there are some overlaps of competencies between the MEPP and the Ministry of Agriculture, Forests, Waters and Environment (in the areas of water monitoring and management, forestry, pastures, agricultural lands, fishing, and plant protection). Overlaps also exist between the MEPP and the Ministry of Transport and Communication (in the areas of communal services including waste management). These overlaps have led in the past to a significant expenditure of energy on the part of all Ministries involved in attempts to resolve the issues. However, the drafting of new legislation in co-operation with all relevant stakeholders—and the expected adoption of this legislation—significant progress has been made—and will have been made—to avoid these overlaps. This being the case, the MEPP can now redirect its energy toward more constructive efforts by exploring the currently underexploited potential for co-operation with some of the other Ministries, such as the Ministry of Education and Science, the Ministry of Economy, the Ministry of Local Self Government and the Ministry of Health.

Through quality communication with other ministries and government institutions, the following goals and objectives can be achieved:

2. Strengthening of the Ministry's position vis-à-vis other Ministries

- 2.1 Policy initiative of the MEPP
- 2.2 Development of financial mechanisms for supporting environmental investments
- 2.3 Drawing of clear lines between mandates (competences) of the various Ministries and other institutions
- 2.4 Development of joint projects and activities with other Ministries

3. Improve communication between stakeholders in the field of environmental management

- 3.1 Support the institutional development and capacity-building of domestic stakeholders
- 3.2 Secure free access to environmental information
- 3.3 Develop open, public dialogue
- 3.4 Involve stakeholders in policy development



3.5 Develop market demand for environmental technology and services

4. Facilitate the process of EU integration within the environmental chapter

4.2 Improve the absorption capacity for donor funds

4.4 Successfully represent the interest of FYR Macedonia in international negotiations

4.5 Fulfil international obligations

IV.6.2.2 Who?

The Ministries and government institutions that are involved in the environment include:

Prime Minister's Cabinet

Ministry of Agriculture, Forestry and Water Economy (MAFWE)

Ministry of Transport and Communication (MTC)

Ministry of Local Self Government (MLSG)

Ministry of Justice (MOJ)

Ministry of Education and Science (MES)

Ministry of Health (MOH)

Ministry of Defence (MOD)

Ministry of Economy (MOE)

Sector for European Integration (SEI)

National Parks Administration (NPA)

Republic Institute for Health Protection (RIHP)

Hydrometeorological Administration (HMA)

Public Water Management Enterprise (PWME)

State Statistical Office (SSO)

IV.6.2.3 How: Approach

Established procedures exist for coordination and co-operation among the Ministries and other governmental institutions within the government. These will continue to be used, but may be subject to change with the introduction of reform of the public administration. At the level of determining policies, the key role will be played by the Minister and his office, in communication with other high level decision-makers. At the level of preparing governmental decision making, the State Secretary will continue to play an important role through the regular meetings of State Secretaries.

At the level of the implementation of laws, however, the Ministry's capacity for co-operation will be significantly increased by the introduction of the Sector for National Co-operation, which will establish and maintain contacts with counterparts at other institutions and co-ordinate joint activities. With the new legislation, the previous institutional conflicts, especially with the MAFWE and MTC, will most probably be overcome and the MEPP will now redirect its energy into exploring the currently underutilized potential for co-operation with other Ministries, such as the Ministry of Education and Science, Ministry of Economy, Ministry of Local Self Government, and the Ministry of Health.



IV.6.2.4 Priority Activities

Policy dialogue: Ministries and other government institutions will continue to be invited to participate in various legal drafting groups for primary and secondary legislation, as has been successful practised during the CMEPP project. In this way the legal drafts will be of better quality, as they will also be based on the input from industry experts and will thus be better supported and accepted by industry. They will also be involved in strategic projects such as the development of the new National Environmental Action Plan.

Inter-ministerial working groups: For specific initiatives, such as environmental education or monitoring, the Ministry will propose the establishment of working groups involving staff of the relevant Ministries and government institutions. Such groups will serve to develop plans and programs in the subject area and, once these have been approved, oversee their implementation.

Decentralisation: In the field of decentralisation (see section on Local Self Government), the Ministry will work closely with the Ministry for Local Self Government.

Water management mechanisms: According to the new water legislation, watershed management bodies will need to be established and a clear division of responsibilities for water management will be achieved. Depending on the results of the legal drafting and the process for the adoption of the water law, the Ministry will closely co-operate with other Ministries that have competences related to water in the framework of the watershed bodies, or possibly with a new water management agency.

Table 16: MEPP resources required for co-operation with Ministries and Government institutions*

Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Policy dialogue	Cabinet of the Minister	Political management	mm/year	12
Inter-ministerial working groups	National Coop.	Maintaining dialogue, following government procedure	mm/year	12
	Ministry staff	Preparation, participation	mm/year	30
Decentralisation	National Coop.,	Liaison with Ministry of Local Self Government	mm/year	6
Water management mechanisms	Environment agency	Coordination of activities, supporting watershed authorities	mm/year	24
Exchange of information	MEIC	Two-way exchange of information	mm/year	6

* The estimates of required resources are presented as a rough indication for demonstration purposes only. These estimates will be refined in the course of detailed planning of the activities concerned.



IV.6.3 POLLUTERS

IV.6.3.1 Why?

In the process of joining the European Union, the Macedonian economy will have to become competitive in the global market and generate the economic growth needed to secure a living standard comparable with the EU countries. In the process, industry, which includes several heavy polluters today, will need to upgrade its technology and improve its environmental performance, i.e. reduce pollution. Both the Macedonian public and the EU will require a clear perspective when the EU standards of integrated pollution prevention and control are introduced. The high cost of investing in end of pipe filters today could put many workplaces at risk, but integration of environmental concerns into the upcoming technological renewal may even increase the profitability and viability of the industry due to lower consumption of energy and raw materials, less waste and better motivation of staff.

Many of the most successful and competitive industries in the world today follow the strictest environmental standards. It is commonly understood that strong environmental rules drive company innovation and that good environmental management represents an integral aspect of good company management in general. It is expected that privatisation will clearly assign the responsibility for environmental management to the companies and their performance. Expected economic growth will also gradually generate the financial potential for new investments. Several elements of the new legislation are designed to motivate companies to invest in new technologies and reduce their pollution.

The following goals and objectives can be achieved through communication with the polluting industries and other sources of pollution:

2. Strengthen the Ministry's position vis-à-vis other Ministries

- 2.1 Policy initiative of the MEPP
- 2.2 Development of financial mechanisms for supporting environmental investments

3. Improve communication between stakeholders in the field of environmental management

- 3.1 Support the institutional development and capacity-building of domestic stakeholders
- 3.2 Secure free access to environmental information
- 3.3 Develop open, public dialogue
- 3.4 Involve stakeholders in policy development
- 3.5 Develop market demand for environmental technology and services

4. Facilitate the process of EU integration within the environmental chapter

- 4.4 Successfully represent the interest of FYR Macedonia in international negotiations
- 4.5 Fulfil international obligations

IV.6.3.2 Who?

In the next five years, the Ministry will deal with those installations that are the subject of the EU Directive on Integrated Pollution Prevention and Control (IPPC) and the



owners of those installations as a matter of high priority. In addition to these, those smaller installations and companies that cause severe pollution—even if on a smaller scale—will be addressed.

It is assumed that, as privatization progresses, company ownership and governance will become clearer than at present when many responsibilities are blurred and are frequently referred to the government as an owner of companies that cannot afford to spend money on the environment. With the determination of ownership, environmental liabilities will also be clearly assigned.

The main target group for communication will be the management of these companies and, in particular, the environmental managers. During the process of privatization, the government authorities in charge of privatisation will also be addressed.

IV.6.3.3 How: Approach

The approach taken to the polluting industries will be based on the ‘polluter pays’ principle, which means that responsibility for pollution control and reduction lies with the polluting entity itself. The Ministry, with the State Environment Inspectorate, will play the role of regulator and enforcement unit. In addition to this, communication will be based on the assumption that the companies are willing to comply with the new standards, if and when their resources allow them. The best results and cost-effectiveness in pollution control are achieved when the companies themselves are motivated to improve their environmental performance.

This means that, in order to develop adequate standards and time schedules for implementation, the Ministry will have to engage in dialogue and co-operation with the industry. When broad consensus on standards has been achieved with industry, it will also be easier to enforce these standards on those (few) companies that fail to respect them. An important policy instrument for dealing with individual installations will be compliance plans – agreed time schedules by which the industries will meet environmental objectives. Many of these plans will extend more than five years into the future, depending on the negotiations with the EU. But those improvements that can be performed with no investments—or with smaller investments—will be required as early as possible. This means that in the first few years the emphasis in communication should be on positive motivation rather than on enforcement and penalties.

IV.6.3.4 Priority Activities

Register of polluters: The Ministry is currently preparing a Register of Polluters, i.e. a database of all companies that have a definite impact on the environment. In the initial phase, this register will focus on the companies that are subject to the IPPC directive. These are the larger companies that have the most serious negative impact on the Macedonian environment today. The register will provide the information necessary to develop a programme of implementation of the IPPC and to conduct policy dialogue with the industry. Contact persons will be identified for each priority company and will be included in the electronic communication network and other communication activities of the Ministry.

Policy dialogue: The major industries and their associations will continue to be invited to participate in various legal drafting groups for primary and secondary legislation, as



has been successful practised during the CMEPP project. In this way, the legal drafts will be of better quality, as they will also be based on input from industry experts. They will also be better supported and accepted by the industry itself.

As an important part of the implementation of the new legislation and preparation for the negotiations with the EU, a phased **programme for implementation of the IPPC** will be developed. This will take into account:

- Legal provisions
- Information about individual installations
- Level of current compliance with environmental standards
- Severity of environmental impact
- Length of the investment cycle and affordability
- Expected investments in new technologies

The facilities subject to IPPC will need to obtain new environmental permits that will prescribe their pollution limits and the time schedule for achieving them. They will be able to prepare their own compliance plans for negotiating their time schedule of achieving standards with the Ministry. When complete, this programme will determine the period within which the country can comply with the IPPC. This will subsequently be used as a negotiating position in EU membership negotiations. The programme will also set priorities as to which installations should be tackled in the first phase and to which the most effort will be dedicated.

Self-monitoring: In accordance with the new legislation and the planned National Monitoring Programme, companies will be required to monitor their emissions and regularly report on them to the Ministry, which will include them in a public register.

Economic Instruments: The Government will have the ability to levy environmental charges related to pollution or environmentally harmful products. These charges will be designed so that they will motivate the polluters to invest in pollution abatement. The funds that will be collected will be made available by the Environmental Fund to support priority industrial investments in cleaner production in the first period following the programme for implementation of the IPPC.

Promotion of cleaner production: The Ministry will support capacity-building, exchange of information among industries and the development of services in relation to environmental management systems, ISO 14000 and EMAS. This will be done through the existing or future NGOs or business associations and through the involvement of the Ministry itself. The capacity-building activities targeting the industry will focus on:

- The key principles and provisions of the IPPC directive
- The principles and provisions of Macedonian environmental legislation related to industry
- The procedure of issuing and elements of an integrated environmental permit
- The purpose and key elements of the company compliance plans
- Methodology for compliance plans.
- Sharing existing experience with environmental management in Macedonia (between who?)



Environmental prize: The Ministry will also support, or even initiate, the establishment of an environmental prize for the most environment-friendly companies as well as eco-labels for environment-friendly products.

Table 17: MEPP resources required for co-operation with polluters

Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Register of polluters	Environment Agency	Development of the register	Mm/year	12
		Consulting services	EUR	50.000
	Environment Inspectorate	First visits to installations	Mm/year	12
Policy dialogue	Office of the Minister	Political management	mm/year	4
	Environment Policy	Dialogue	mm/year	12
Programme for implementation of the IPPC	Environment Agency	Management, negotiation with industry , permits	mm	54
		Implementation	mm/year	24
		Consulting services	EUR	500.000
		Events	EUR	5.000
	Environment Inspectorate	Initial and control visits, requests for compliance plans	mm/year	36
	MEIC	Awareness Campaign management	mm	18
		Campaign costs	EUR	30.000
Self monitoring	Environmental Law	Development of monitoring standards	mm	12
		Consulting services	EUR	100.000
		Events	EUR	5.000
	MEIC	Setup of the database	mm	12
		Consulting services	EUR	20.000
		Database management	mm/year	12
	Environment inspectorate	Control	mm/year	12
	Economic Instruments	Environmental policy	Development of Economic Instruments	mm/year
Consulting services			EUR	50.000
Environmental law		Legal instruments	mm/year	3
Environmental		Development of	mm	24



Activities	Responsible org. unit	Additional input	Unit	Est. quantity
	fund	procedures for collection and allocation of funds		
		Consulting services	EUR	50.000
		Operation	mm/year	48
Promotion of cleaner production	Environmental policy	Professional support	mm/year	8
	Environmental fund	Grants	EUR/year	20.000
Environmental prize	Office of the Minister	Organisation	mm/year	4
	Environmental policy	Organisation	mm/year	4
	Environment fund	Award	EUR/year	10.000

* The estimates of required resources are presented as a rough indication for demonstration purposes only. These estimates will be refined in the course of detailed planning of the activities concerned.

IV.6.4 ENVIRONMENTAL SERVICE PROVIDERS

IV.6.4.1 Why?

World-wide, more and more environmental services are provided to the market by companies, NGOs, scientific institutions and polluters themselves. In the developed countries, the environmental services are one of the sectors generating the highest number of new jobs. Other benefits accruing from the marketing of environmental services include greater flexibility, easier allocation of costs to the polluters and the increased importance of environmental policy for the private sector. Ministries and agencies contract out legal drafting, policy development, public relations and management of dialogue with the public, studies regarding specific environmental problems, monitoring, laboratory services, etc. Municipalities contract out provision of public utilities, such as waste collection, water supply, waste water collection and treatment, provision of natural gas, development of urban plans and LEAPs, etc. According to the 'polluter pays principles', the burden of self-monitoring, EIA studies, reporting, as well as services needed for pollution control, should be borne by the polluters, i.e. industrial companies themselves.

The following goals and objectives can be achieved through communication with the environmental service providers:

2. Strengthen the Ministry's position vis-à-vis other Ministries

2.1 Policy initiative of the MEPP

2.2 Development of financial mechanisms for supporting environmental investments

3. Improve communication between stakeholders in the field of environmental management

3.1 Support the institutional development and capacity-building of domestic stakeholders

3.2 Secure free access to environmental information



- 3.3 Develop open public dialogue
- 3.4 Involve stakeholders in policy development
- 3.5 Develop market demand for environmental technology and services

4. Facilitate the process of EU integration within the environmental chapter

- 4.1 Active role of Macedonia in international relations
- 4.2 Improve the absorption capacity for donor funds
- 4.3 Successfully solve cross-border environmental problems
- 4.4 Successfully represent the interest of FYR Macedonia in international negotiations
- 4.5 Fulfil the international obligations

IV.6.4.2 Who?

The environmental service providers today include:

- Scientific institutes and universities
- Governmental and private laboratories
- NGOs
- Engineering, design and consulting companies
- Communal companies
- International consultancies
- Individual environmental experts

All these groups operate under different sets of rules, market rules and organisational cultures, but are the most important suppliers of expertise and workforce in the field of environmental services.

IV.6.4.3 How: Approach

Using market mechanisms requires an adequate supply of quality services on the domestic and (in many cases) international market. But supply will only develop if there is demand for services. In the initial stages, development of the environmental service market will require targeted intervention from the Ministry through active but transparent procurement of priority services. Domestic environmental companies will also enjoy the opportunity of being engaged in international environmental projects implemented in Macedonia.

In addition to generating demand for services, it will be important to establish market rules related to quality, pricing and contracting environmental services. In doing this, use will be made of the extensive experience of the Ministry in the international service market. Mechanisms such as the certification of companies qualified for specific activities will also be used to ensure quality and to promote the development of certain market segments.

IV.6.4.4 Priority Activities

Register of environmental services providers in Macedonia: The Ministry will publicly invite all environmental service providers to enter their information in the register, which will be published on the Ministry website. (Using of CDS catalogue or data catalogue of services which is already developed in the Ministry) The information in the register will include:



- Company name
- Names of key experts
- Activities of the company
- Key qualifications
- References of the company and experts

While inclusion in the register will not automatically mean that the listed service provider is approved by the Ministry, it will facilitate the choice of the Ministry and other clients when looking for the right providers. They will be able to select these providers on the basis of their references, but still follow the normal procurement procedures. In this way the register will contribute to an overview of the service market and enable equitable competition among companies.

Capacity-building events for environment professionals: When new legislation is being developed, and on other occasions, the Ministry will organise briefings and capacity-building events for environmental service providers in order to inform them first-hand about new rules, methodologies, etc. All the companies in the register will be invited to such events.

Procurement procedures for services for ministry and municipalities: Based on national legislation, EU procedures and experience with past projects, the Ministry will develop procurement procedures with standard documentation for the Ministry itself and the municipalities. The purpose of these procedures will be to standardise and thus simplify the procedures. At the same time, such procedures will promote fair competition in the environmental market.

Accreditation of EIA providers: In order to stimulate the development of high quality services in the field of Environment Impact Assessment, the Ministry will develop a system of accreditation of lead experts in this field. Conditions in terms of education and experience will be determined, and continued-capacity building will be prescribed. It will also be possible to revoke accreditation if an expert is repeatedly unsuccessful in meeting the quality standard for the EIA study or process. The accreditation system will be prescribed with a byelaw and will be abolished once the market for EIA matures.

Accreditation of monitoring service providers: The Ministry will also set up an accreditation system for the providers of environmental monitoring services, including the collection of samples and laboratory analyses. The final objective of this system will be that service providers are accredited according to international standards. In the initial period, however, the Ministry will accredit the existing institutions conducting the monitoring activities, based on their programmes of achieving international accreditation. This accreditation will mean that the Ministry accepts as valid the environmental information acquired by accredited institutions, regardless of who is responsible for this information (for example, self monitoring companies). Those polluters with their own laboratories will be able to conduct the analysis themselves only if they are also accredited.

Table 18: MEPP resources required for support to the environmental service providers



Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Register of environmental services providers	Environment Agency	Development of the register	mm	6
		Maintenance	mm/year	2
	MEIC	Web publishing	Mm/year	1
Capacity building events for environmental professionals	Environment Agency	Organisation	mm/year	6
		One workshop a year	EUR	2.000
	All ministry staff	Participation and presentation	mm/year	2
Procurement procedures for services for ministry and municipalities	General Affairs	Development of procedures	mm	6
		Consulting services	EUR	10.000
	MEIC	Publication	EUR	500
Accreditation of EIA providers	Environmental law	Rules for accreditation	mm	3
	Environment Agency	Setup of the system	mm	6
		Training event	EUR	2000
		Quality control of EIA	mm/year	6
	MEIC	Web publishing	mm/year	0,5
Accreditation of monitoring service providers	Environmental law	Rules for accreditation	mm	3
	MEIC	Setup of the system	mm	6
		Training event	EUR	2000
		Quality control	mm/year	36
	MEIC	Web publishing	mm/year	0,5

* The estimates of required resources are presented as a rough indication for demonstration purposes only. These estimates will be refined in the course of detailed planning of the activities concerned.

IV.6.5 NON-GOVERNMENTAL ORGANISATIONS

IV.6.5.1 Why?

Civil society, organised in non-governmental organisations, has been the initiator of environmental protection both globally and in Macedonia. Today, the NGO's—often with the support of international donors—represent an important part of the environmental sector, both in terms of people involved and in terms of results on the ground. They fill the roles of advocacy for new environmental policies, communication and information exchange, development and implementation of pilot environmental activities, capacity-building and professional and expert services.

At present, the economic situation in Macedonia does not allow for the NGOs to depend on donations from companies and individuals, which are the main sources of



funds in typical western NGOs. Because of this, they rely on international donors, government, and the sale of their services. In the coming period, the NGOs will continue to play an important role in moving the transition process forward, including promoting and implementing new environmental legislation through involvement in public debate, criticism of other stakeholders and through direct participation in environmental activities. They also play an important role in international networking related to the Macedonian environment.

The following goals and objectives can be achieved through communication with the non-governmental organizations:

2. Strengthen the Ministry's position vis-à-vis other Ministries

2.1 Policy initiative of the MEPP

3. Improve communication between stakeholders in the field of environmental management

3.1 Support the institutional development and capacity-building of domestic stakeholders

3.2 Secure free access to environmental information

3.3 Develop open, public dialogue

3.4 Involve stakeholders in policy development

3.5 Develop market demand for environmental technology and services

4. Facilitate the process of EU integration within the environmental chapter

4.1 Active role of Macedonia in international relations

4.2 Improve the absorption capacity for donor funds

4.3 Successfully solve cross-border environmental problems

4.4 Successfully represent the interest of FYR Macedonia in international negotiations

4.5 Fulfil the international obligations

IV.6.5.2 Who?

Environmental non-governmental organisations are defined as non-profit organisations, such as societies, institutes, foundations and other groups whose purpose of establishment and programme are dedicated to solving environmental issues. According to the directory of the REC for CEE (<http://www.rec.org.mk>) there are 76 registered environmental NGOs in the country. Some of them are connected with umbrella organisations such as DEM, while others act independently.

The NGO movement is relatively well developed because of the availability of international funding. But at the same time the funding situation drives the NGOs towards acting more as service providers than advocacy groups representing their members or ideas. For the same reasons, they often follow the priorities of donor programmes rather than their own agenda. Regardless of this, as service providers the NGOs are very cost-effective because they are able to mobilise many people to work voluntarily.

IV.6.5.3 How: Approach

Even though NGOs are sometimes critical of the Ministry or the Government as a whole and are occasionally not very professional in their undertakings, they represent



the main driving force for the environment in any society (improving the quality of the environment and raising the environmental public awareness). Because of this, the Ministry needs to acknowledge them as important partners, while at the same time recognising their independence. Because of the current economic situation and the importance of their role, the Ministry also needs to support NGOs financially.

The Ministry needs to develop a relationship with the NGOs in which, even if they are supported by Ministry grants, the NGOs retain their independence in terms of their advocacy. In doing this, it will be very important to manage carefully the different frameworks of communication.

IV.6.5.4 Priority Activities

Policy dialogue: The interested NGOs will continue to be invited to participate in various legal drafting groups for primary and secondary legislation, as has proved a successful practice during the CMEPP project. This way the legal drafts will be of better quality, as they will also be based on input from NGO experts. They will also be better supported and accepted by the public. The Ministry will also organise regular meetings with NGOs where they will be able to propose new topics and priorities for the policy agenda and for the work of the Ministry.

Grants for NGOs: If at all possible, the Ministry will establish a grant programme for NGOs managed by the Environmental fund. This programme will draw on experience of international granting programmes and will primarily support the participation of NGOs in public dialogue about the priority policy areas and Strategic Environmental Assessments of future government policies. Another component of the programme will support partnerships between NGOs and municipalities or industries in implementing environmental projects with potential demonstration value.

Free access to environmental information: With the implementation of the new legislation and the Data Management Strategy, the Ministry will secure free access to environmental information for everyone. This will especially benefit the NGOs. The information will be made available through the Ministry website and regular state-of-the-environment reports.

The practical implementation of the **Environmental Impact Assessment** procedure will provide a new opportunity for NGOs to influence decision-making about specific projects. Even more importantly, the **Strategic Environmental Assessment** procedure will provide an opportunity for the NGOs to influence the development and decision-making on national policies and strategies. As a first example, the Ministry plans to conduct the SEA of the National Physical Plan that will be developed in the coming years. Both with EIA and SEA, the NGOs will be involved at the scoping phase.

Table 19: MEPP resources required for support to the NGOs

Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Policy dialogue	Office of the Minister	Political management	mm/year	4
	Environmental Policy	Policy discussions	mm/year	6



Activities	Responsible org. unit	Additional input	Unit	Est. quantity
	MEIC	Liaison, organisation	mm/year	6
		Two NGO dialogues events	EUR	3000
Grants for NGOs	Environment Fund	Setup of procedure	mm	2
		Grant management	mm/year	12
		Grants	EUR	40.000
Free access to environmental information	MEIC	Environmental information system website	mm/year	6
		State of environment report	mm/year	12
		Consulting services	EUR/year	10.000
		Public relations office and Eco Caravan management	mm/year	36
		Publishing costs	EUR/year	10.000
		Eco caravan maintenance	EUR/year	2.000
Environmental Impact Assessment	Environmental Law	Secondary legislation EIA	mm	6
	Environment Agency	EIA procedure management	mm/year	12
Strategic Environmental Assessment	Environmental law	Secondary legislation SEA	mm	6
	Environmental Policy	SEA of other policies	mm	3
	Physical planning	SEA of the national Physical Plan	mm	12
		Consulting services	EUR	10.000
	MEIC	Web publishing	mm/year	2

* The estimates of required resources are presented as a rough indication for demonstration purposes only. These estimates will be refined in the course of detailed planning of the activities concerned.

IV.6.6 GENERAL PUBLIC AND MEDIA

IV.6.6.1 Why?

Every individual can have positive or negative impacts on the environment in many aspects of their life. The environmental situation can only be improved if people recognise their power, their responsibilities and their capability to contribute. A healthier



environment cannot be achieved simply by the adoption of new legislation. It can be only be achieved if the citizens understand and support this legislation and at the same time accept their individual responsibilities for protection and preservation of the environment. On the other hand, individuals cannot be expected to act if the legal framework or the technical possibilities do not exist or if those who break the law go unpunished. The public environmental attitude very much depends on the actions and performance of the Ministry. Because of this, public and media relations need to be coordinated with, and provide support to, other activities of the Ministry.

The following goals and objectives can be achieved through communication with the general public through the media:

2. Strengthen the Ministry's position vis-à-vis other Ministries

2.1 Policy initiative of the MEPP

3. Improve communication between stakeholders in the field of environmental management

3.2 Secure free access to environmental information

3.3 Develop open public dialogue

3.4 Involve stakeholders in policy development

3.5 Develop market demand for environmental technology and services

4. Facilitate the process of EU integration within the environmental chapter

4.5 Fulfil international obligations

IV.6.6.2 Who?

The 'general public' means every citizen of Macedonia. Within this general definition, specific target groups that are able to contribute to improving the environmental situation will be determined for individual initiatives, such as car owners in relation to the promotion of unleaded petrol.

The general public can only be reached through media, including TV, radio and newspapers. This is why particular attention will be dedicated to relations with media as a multiplier of the environmental message.

IV.6.6.3 How: Approach

Two basic models of communication with the general public will be pursued: publicity and information about the work of the Ministry and dedicated awareness-raising activities. Publicity will be the responsibility of the Minister's Cabinet, while awareness-raising activities will be the responsibility of the Public Relations Office within the MEIC. In the area of publicity, the main principles will be openness of the Ministry and transparency of its activities. The awareness-raising activities will accompany the policy initiatives of the Ministry on those issues where the general public can contribute by changing its behaviour and where the possibilities for such a change already exist or are being provided.

IV.6.6.4 Priority Activities

Awareness-Raising Campaigns: The Ministry has started organizing public campaigns for specific environmental topics and is training its staff for design and implementation of these campaigns to improve communication with the public and



achieve the best possible results. These campaigns are implemented through the establishment of alliances between the Ministry, local self government, NGOs, economic entities, media and others, creating alliances for common activities and for implementation of campaigns. With these campaigns, the Ministry will:

- Raise environmental awareness and the level of environmental education
- Improve communication between stakeholders in the field of environmental management
- Reinforce institutions in charge of environmental awareness-raising
- Improve the efficiency of policy initiatives and enhance the Ministry's performance
- Improve the spreading of the environmental information towards the citizens

These campaigns will be designed as joint actions with other partners that will improve the quality of life and make the environment a healthy place for future generations. In the current economic and social situation, these actions will need to be realistic in terms of expectations of contributions from individuals. The fact is that many environmental actions cost little or no money and bring immediate benefits to those that practice them.

For the awareness-raising activities and the provision of environmental information to the public, a Public Relations Office and its mobile version, to be called Eco Caravan, will be operated.

Free access to environmental information: With the implementation of the new legislation and the Data Management Strategy, the Ministry will secure free access to environmental information for everyone. The information will be made available through the Ministry website, regular state of environment reports, the Public Relations Office and the Eco-Caravan.

A small, dedicated team in the Minister's Cabinet will deal with classic **public and media relations**. This will include the organisation of regular press briefings, preparation of written and other materials for journalists and of responses to queries from the press.

Table 20: MEPP resources required for media and general public relations

Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Awareness Raising Campaigns	See Environmental Awareness Raising Strategy			
Free access to environmental information	See support to NGOs Table x-1			



Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Public and media relations	Cabinet of the Minister	PR management	mm/year	24
		Press briefings costs	EUR	2.000
		Consulting services	EUR/year	20.000

* The estimates of required resources are presented as a rough indication for demonstration purposes only. These estimates will be refined in the course of detailed planning of the activities concerned.

IV.6.7 USERS OF MINISTRY SERVICES

IV.6.7.1 Why?

Some of the most important implementation tools of the existing and draft legislation are the various approvals, permits and procedures conducted by the Ministry. With the entry into force of the legislation that is currently in process, the number of these procedures will increase significantly. At the same time, however, the Ministry has too few staff to fulfil all the obligations. The users of ministry services are the tax payers and members of the public who expect and deserve quality from public institutions such as the Ministry. This means that serious attention will have to be given to organising the administrative procedures very efficiently. Part of this efficient organisation should be the provision of information about the procedures and their requirements for the users.

Efficient communication with the direct users of Ministry services will contribute to the following goals and objectives of the Strategy:

1. Improve the level of efficiency and enhance the MEPP's performance

- 1.1 Develop and communicate the vision of the Ministry
- 1.4 Enhanced use of Information Technology
- 1.5 Establish clear formal communication channels

3. Improve communication between stakeholders in the field of environmental management

- 3.2 Secure free access to environmental information
- 3.3 Develop open public dialogue
- 3.5 Develop market demand for environmental technology and services

IV.6.7.2 Who?

The target group are all the persons and companies that enter into direct interaction with the Ministry in relation to administrative procedures, such as access to information or permits. Typically, such users have limited information about where they can receive what they want, what procedure they need to follow, what conditions they need to fulfill and what documentation they need to present in the process. This leads to a significant workload for the Ministry staff, who need to direct and explain. It also leads to frustration and negative feelings about the Ministry on the part of the users.



IV.6.7.3 How: Approach

The Ministry needs to tackle both the reality and the perception of a bureaucracy that is unfriendly to users. This will be done through a service-oriented organisation of the work in those units that deal with outside users. The organisation will be based on the catalogue of services of the Ministry based on the new legislation. The services provided directly to the outside users will be organised in such a way that they will require minimum effort from both the Ministry staff and the user. In the performance of these services, the traditional culture of a customer-server relationship will be employed by the Ministry staff.

IV.6.7.4 Priority Activities

Outside user manual: Information about the services of the Ministry to outside users, such as environmental impact assessment, permitting procedures, access to information etc., will be presented in form of an easily understandable user manual that will be organised from the point of view of the users. The manual will be available at all the offices of the Ministry that receive outside users. The manual will be available either as a whole or in separate leaflets describing individual procedures. It will also be available on the internet site. For each procedure the manual will describe:

- the purpose of the procedure,
- the legal basis for the procedure,
- the office(s) responsible for conducting the procedure with contact details
- any conditions that apply in the procedure
- forms that need to be submitted
- additional information and documents needed
- timeframe in which the procedure will be finished
- possibilities for complaints in case the users are not satisfied with the quality of service

Table 21: MEPP resources required for support to the users of Ministry services

Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Outside user manual	General Affairs	Development of the manual	mm	12
		Regular update of the manual	mm/year	2
		Reception service	mm/year	12
	MEIC	Publication	EUR/year	500
		Consulting services	EUR	10.000
	MEIC	Web publishing	mm/year	2

* The estimates of required resources are presented as a rough indication for demonstration purposes only. The estimates will be refined in the course of detailed planning of the activities concerned.



IV.6.8 INTERNATIONAL COMMUNITY

IV.6.8.1 Why?

Macedonia is located in the Balkans, a part of Europe that has experienced wars and instability in the last decade. Stabilisation and co-operation in this region is of vital importance for the country and for Europe as a whole. At the same time, environment knows no borders and many environmental problems in Macedonia can only be solved in co-operation with its neighbours. The main international policy objective of Macedonia is to join the European Union. The first step in this direction was made with the signing of the Stabilisation and Association Agreement in 2001. The EU and its member states are also the most important donors to Macedonia, supporting, among other projects, the process of environmental approximation and high priority environmental investments.

Communication with the international community will contribute to achieving the following goals and objectives of the Strategy:

2. Strengthen the Ministry's position vis-à-vis other Ministries

- 2.1 Policy initiative of the MEPP
- 2.2 Development of financial mechanisms for supporting environmental investments
- 2.4 Develop joint activities with other Ministries

3. Improve communication between stakeholders in the field of environmental management

- 3.1 Support the institutional development and capacity-building of domestic stakeholders
- 3.5 Develop market demand for environmental technology and services

4. Facilitate the process of EU integration within the environmental chapter

- 4.1 Active role of Macedonia in international relations
- 4.2 Improve the absorption capacity for donor funds
- 4.3 Successfully solve cross-border environmental problems
- 4.4 Successfully represent the interest of FYR Macedonia in international negotiations
- 4.5 Fulfil international obligations

IV.6.8.2 Who?

The international community consists of countries, intergovernmental organisations, processes of co-operation, as well as NGOs and independent organisations. For the Ministry, the following international partners and processes are of high importance:

- EU: member states, DG Environment, European Agency for Reconstruction (EAR), European Environment Agency (EEA)
- Neighbouring countries: Albania, Bulgaria, Greece and Serbia
- South East European countries: Albania, Bosnia and Herzegovina, Croatia, and Serbia and Montenegro.
- United Nations: UN ECE, UNDP, UNEP
- Council of Europe
- Regional Environmental Centre for the CEE (REC)



- Bilateral Environmental Agreements
- Multilateral Environmental Agreements
- Environment for Europe Process
- Regional Environmental Reconstruction Programme for the SEE (REReP)
- CARDS

IV.6.8.3 How: Approach

In the coming years, the first priority of the Ministry will be to deepen its co-operation with EU institutions including DG Environment, European Agency for Reconstruction (EAR) and the European Environment Agency (EEA). Together with other SEE countries, Macedonia has already applied for full membership in EEA.

Cross-border environmental projects such as the Ohrid Lake project offer an opportunity for building stronger relationship across the border and at the same time improving the environmental situation which is in the common interest. The Ministry will continue to play an active role in initiating and conducting cross-border environmental projects with Albania, Bulgaria, Greece and Serbia; especially in the area of lakes, river basin management, transboundary air pollution and nature conservation.

The Ministry will also continue to play an active role in the Regional Environmental Reconstruction Programme for South East Europe, which is a common initiative of the EU DG Environment and the Ministries of Environment in South East Europe. With this programme, an exchange of experience and co-operation will be developed in the region that will serve as a good experience in the process of entering the EU.

Macedonia is a member of numerous multilateral organisations with environmental components, such as the UNECE, UNDP, UNEP, Council of Europe; EUROSTAT processes such as Environment for Europe; as well as environmental conventions. By its participation, the country contributes its share to solving global and regional environmental problems. These processes also provide important opportunities for the transfer of know-how and capacity-building for Macedonian experts and institutions.

IV.6.8.4 Priority Activities

Leadership in Regional Environmental Reconstruction Programme (REReP): At the time of the establishment of the Stability Pact for South East Europe, the Ministry was the leader among the SEE countries in developing the Regional Environmental Reconstruction Programme, together with the EU Commission DG Environment and the support of the REC. This has been a very widely recognised achievement and has led to sustained donor support for environmental co-operation among the SEE countries and environmental support to Macedonia. The Ministry will continue to take the initiative in driving the REReP process, especially with its entry into the second phase. In this role, Macedonia will position itself as a country that contributes to the common EU vision of co-operation on the European continent. This role will also assist the country in solving its environmental problems and in eventual EU membership negotiations.

Relationship with DG ENV: Since the time of the development of the REReP, the Ministry has had a very close relationship with the DG Environment within the EU Commission. This relationship will be developed further in order to assist the country



on its way towards EU accession. In order to strengthen the relationship, the Minister should visit Commissioner Walstroem in Brussels in the near future, or alternatively invite the Commissioner to Macedonia. Discussions during these visits should focus on the progress of Macedonia to EU approximation, environmental co-operation within the SEE (including REReP), cross-border co-operation, membership of Macedonia in the European Environment Agency, future co-operation in terms of the exchange of information and capacity-building of the Ministry staff through internships at the Commission.

Membership in EEA: Together with other SEE countries, Macedonia has already applied for full membership in the European Environment Agency (EEA). This membership will be the first formal step on the way to actually becoming a full EU member, because EEA is the first European agency which allow membership of countries that are not EU members, as a sign for their further integration in it. The MEIC already fully co-operates with the EEA in sharing environmental information. The cooperation started in 1997.

Bilateral relations – cross-border projects: Several cross-border environmental projects are already underway, dealing with the three lakes, Ohrid, Prespa, and Dojran, which are shared with Albania and Greece. These projects contribute significantly to securing preservation of the lake ecosystems and the development of good relations with neighbouring countries. The Ministry will continue to support and actively promote these projects in the future. The Ministry will also initiate cross-border projects in respect of protected areas on the mountain ranges that run along the borders with all its neighbours. Cross-border projects related to environmental projects and the development of environmental technology will also be identified and supported.

UN, Environmental conventions and other international processes: Macedonia is a signatory to most of the multilateral environmental agreements and is implementing them to a large extent through the newly drafted environmental legislation. In this way, the country will fulfil its global environmental obligations. The processes linked to the various conventions are very important in terms of developing new environmental policies and setting requirements for the signatories. At the same time, they provide a very important opportunity for capacity-building in the latest concepts of environmental management. Because of this, the Ministry will actively participate in the work related to the conventions as far as capacity allows. Focal points for the conventions will be assigned so that the relevant experts in the Ministry will benefit from the capacity-building and represent the interests of the country. (few words should be put about the Aarhus convention because it is about approach to information, public participation, i.e. it has the communicational aspect)

Table 22: MEPP resources required for support to the NGOs

Activities	Responsible org. unit	Additional input	Unit	Est. quantity
Leadership in Regional Environmental Reconstruction Programme	Office of the Minister	Political management	mm/year	2
	International co-operation	Management	mm/year	8
		Events	EUR/year	5.000



Activities	Responsible org. unit	Additional input	Unit	Est. quantity
(REReP)		Costs of participation	EUR/year	2.000
	Ministry staff	Participation in activities	mm/year	10
Relationship with DG ENV	Cabinet of the Minister	Political management	mm/year	2
	International co-operation	Management	mm/year	6
		Internship	mm	6
		Travel Costs	EUR/year	2.000
Membership in EEA	MEIC	Participation in activities (work)	mm/year	6
		Travel Costs	EUR/year	2.000
		Consulting services	EUR/year	10.000
		Maintenance of EIONET		10.000
		Membership fee	EUR/year	To be negotiated
Bilateral relations - cross border projects	Cabinet of the Minister	Political management	mm/year	2
	International co-operation	Management	mm/year	6
		Travel Costs	EUR/year	2.000
	Environmental Fund	Grants	EUR/year	10.000
UN, Environmental conventions and other international processes	International co-operation	Coordination	mm/year	4
		Travel Costs	EUR/year	3.000
	Ministry staff	Participation in activities	mm/year	15

* The estimates of required resources are presented as a rough indication for demonstration purposes only. The estimates will be refined in the course of detailed planning of the activities concerned.

IV.7 RESOURCES REQUIRED

This section summarises the financial and human resources required by the Ministry to implement the Strategy. In the following table, proposed priority activities are listed according to units of the Ministry responsible for managing or performing the specific activity.


Table 23: Summary of priority activities and resources required

Responsible unit	Activity	Setup		Operation		Exist in this unit	Exist in other units	Additional persons needed
		mm	EUR	mm/year	EUR	mm/ year	mm/ year	
Management Staff	Human resource management system	1		1,5				
	Catalogue of services	1		0,5				
	Administrative Manual	2		1				
	Electronic communication	1		3				
	Together	5	0	6	0	36	0	
Office of the Minister	Electronic communication			0				
	Policy dialogue			12				
	Dialogue with industry			4				
	Dialogue with NGOs			4				
	Public and media relations			24	22.000			
	Environmental prize			4				
	REReP			2				
	Bilateral relations - cross border projects			2				
	Relationship with DG ENV			2				
Together	0	0	54	22.000	12	0	3,5	
General Affairs	Human resource management system	2		12				
	Catalogue of services	4		1				
	Administrative Manual	8	100	2	50			
	Financial management			24				
	Capacity building and social activities	2	2.000	2	3.000			
	Outside user manual	12		14	10.000			
	Procurement procedures for services	6	10.000	2				
	Together	34	12.100	57	13.050	0	36	1,8
Environmental Policy	NEAP							
	Strategic Environmental Assessment			6				
	Economic Instruments		50.000	12				



Responsible unit	Activity	Setup		Operation		Exist in this unit	Exist in other units	Additional persons needed
		mm	EUR	mm/year	EUR	mm/year	mm/year	
	Promotion of cleaner production			8				
	Environmental prize			4				
	Dialogue with NGOs			6				
	Dialogue with industry			12				
	Together	0	50.000	48	0	120	0	
Physical Planning	National Physical Plan	36						
	SEA of the NPP	12	10.000					
	Urban Plans			24				
	Together	48	10.000	24	0	96	0	
Environmental Law	Secondary legislation	12						
	New legal drafts – EU approximation							
	Self monitoring	12	105.000					
	Economic Instruments			3				
	Catalogue of environmental responsibilities of local self government	2		1				
	Accreditation of monitoring service providers	3						
	Accreditation of EIA providers	3						
	Secondary legislation EIA	6						
	Secondary legislation SEA	6						
	Model local environmental regulations	4		0,5				
	Together	48	105.000	4,5	0	204	0	
MEIC	Electronic communication			12				
	Programme for implementation of the IPPC	18	30.000					
	Catalogue of environmental responsibilities of local self government				400			
	Model local environmental regulations			0,5				



Responsible unit	Activity	Setup		Operation		Exist in this unit	Exist in other units	Additional persons needed
		mm	EUR	mm/year	EUR	mm/year	mm/year	
	Free access to environmental information			54	22.000			
	Awareness Raising Campaigns							
	Exchange of information inside Government			6				
	Dialogue with NGOs			6	3.000			
	Self monitoring	12	20.000	12				
	Register of environmental services providers			1				
	Procurement procedures for services		500					
	SEA web publishing			2				
	Accreditation of EIA providers			0,5				
	Accreditation of monitoring service providers	6	2.000	36,5				
	Outside user manual			2	500			
	Membership in EEA			6	12.000			
	Together	36	52.500	138,5	37.900	204	0	
National Cooperation	Inter-ministerial working groups			12				
	Capacity building for LSG administrations		5.000	6				
	Catalogue of environmental responsibilities of local self government	2		1				
	Model local environmental regulations			2				
	Environmental Project Conferences			3				
	Decentralisation			6				
	Local Environmental Action Plans			24	20.000			
	Together	2	5.000	54	20.000	0	12	3,5
International Cooperation	REReP			8	7.000			
	Relationship with DG	6		6	2.000			



Responsible unit	Activity	Setup		Operation		Exist in this unit	Exist in other units	Additional persons needed
		mm	EUR	mm/year	EUR	mm/year	mm/year	
Environment	ENV				0			
	Bilateral relations - cross border projects			6	2.00			
	UN, Environmental conventions and other international processes			4	3.00			
	Together	6	0	24	14.00	72	0	
Nature conservation agency	Management plans National parks							
	Cross border projects			8	12.00			
	Together	0	0	8	12.00	0	36	
Environment agency	Environmental Impact Assessment			12				
	Water management mechanisms			24				
	Register of polluters		50.00	12				
	Accreditation of EIA providers	6	2.00	6				
	Programme for implementation of the IPPC	54	500.000	24	5.00			
	Register of environmental services providers	6		2				
	Capacity building events for environmental professionals		2.00	6				
	Promotion of cleaner production							
	Together	66	554.000	86	5.00	168		
Environmental inspectorate	Register of polluters			12				
	Self monitoring			12				
	programme for implementation of the IPPC			36				
	Together			60		108		
Environmental Fund	Financing model for municipal services			12				
	Grants for NGOs	2		12	40.00			
	Environmental project conferences			3	2.00			



Responsible unit	Activity	Setup		Operation		Exist in this unit	Exist in other units	Additional persons needed
		mm	EUR	mm/year	EUR	mm/year	mm/year	
	Promotion of cleaner production			3	20.00			
	Environmental prize			3	10.00			
	Bilateral relations - cross border projects			3	10.00			
	Economic Instruments	24	50.00	48				
	Together	26	50.00	84	82.00	144		
Staff in general	Human resource management system			3				
	Capacity building and social activities			40				
	Electronic communication	5						
	Capacity building for LSG administrations			2				
	Inter-ministerial working groups			30				
	REReP			10				
	UN, Environmental conventions and other international processes			15				
	Capacity building for environmental professionals			2				
	Together	5	0	102	0			
All together	276	838.600	750	205.950	1164	84	8,8	

This summary shows only a part of the activities of the Ministry, so it should be complemented by resources required for those activities in the process of functional analysis and reorganisation.

Regarding the implementation of the Communication Strategy, the summary shows that most of the activities can be performed with the existing human resources and budget of the various units. The setup phase for all the activities can be completed within a year from the commencement, but some of them require international donor assistance to be properly developed. These include:

- Programme for implementation of the IPPC
- Economic Instruments
- Self Monitoring

All these topics are proposed for the subsequent CARDS projects, as is expert support for implementation of several other activities.



With the new tasks and organisation, there is a need for approximately 7 persons to move from existing units to newly established or other units and for 10 new staff for:

- Cabinet of Minister (4)
- General affairs (2)
- National Co-operation (4).

The new staff can be recruited from inside the Ministry and replaced with new employments, or from outside the Ministry. In outside recruitment, the Ministry should look at employing the nine junior experts that have worked on the CMEPP project in 2002/2003 and have been trained on the job in several areas that correspond to the planned activities, such as environmental law and implementation, information and communication.

The required resources need to be estimated more precisely as the activities progress, but all in all they don't represent an impossible burden on the staffing or the budget of the Ministry. Indeed, they are very much justified when looking at the benefits that the implementation of this strategy will bring for the environmental management, performance of the public administration as well as the development of democracy in the country on the way to full membership in the European Union.



Chapter V ANNEXES

- Annex 1. Membership of WG 5
- Annex 2. Agreed Rules of Procedure
- Annex 3. List of sessions held
- Annex 4. Discussion paper: Principles of Institutional Development in Relation to the Strengthening of the Capacity of the Ministry of Environment and Physical Planning
- Annex 5. Vision 2008: The Roadmap of the Ministry of Environment and Physical Planning
- Annex 6. Materials produced in the process
- Annex 7. Photo documentation