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## **LOCAL SERVICES IN MACEDONIA AND ITS FUTURE PERSPECTIVES**

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**Abstract:** The administrative organization of the government of the Republic of Macedonia can be central and decentralised. It is proven that in developing countries it is difficult to put the concept of decentralization into practice. Such is the case of Macedonia. The Republic of Macedonia has a single-tier system of local government. Macedonia's local governmental reforms are long-term processes due to the country's need to fulfil objectives such as local-level capacity enhancement, improving relations between local and the central government, changing the bureaucratic mind set in administration etc. To sum up, this work puts forward the organizational structure of administration in Macedonia, or, to put it better, the positive and negative aspects of local government, which give us information about how much progress is recorded at the local level of governance. Questions like the approach of Macedonian local governance, the legal framework and weaknesses and how these processes develop, how far we can go and how we can get more impressive and successful seek deep examination to reach the answers.

This research, which is a research on local governance, is based on socio-technical methods, and the topic which makes active most this work is the research carried on in three municipalities in the country (Tetovo, Bogovinye, Yegunovça) by observing and analysing the organizational structure of local government and service of each. Thus, the main goal of this work is to examine and research whether the aforementioned municipalities provide or not local services, in which domain they offer services, and what they have done to improve themselves. In the same period, people we studied, methods used while they received municipal services, central-local relations, examine the attitudes of local government taking over administrative organization.

**Keyword:** Macedonia, local government, education

### **Introduction**

The problem of organizational structure of local governments and local services in every country is a subject of multidisciplinary research. Undoubtedly, research on the organizational structure of local government and local services is the most productive work for the community's future. Local governments and local services have multidimensional and complex problems, which are the most vulnerable, dynamic and open to the country and at the same time open to the most intense political and social change. It can be said that there is a need for public services in order to meet the collective needs of society for the reason of existence. All governments strive for better and more efficient management. Central and local government needs to be well planned, controlled, motivated and organized. After presenting all the evidence in this study, we will try to explain how effective and efficient local government and local services are in Macedonia by looking at the following characteristics. In Macedonia, the local government is not only confronted with difficulties when carrying out reforms. At the same time, it is difficult to leave the existing system and keep up with the transition system. It is more logical to talk about the organization of the state administration before taking the administration of the Republic of Macedonia. As we continue to work in the thesis, we will always tell you to study based on the ideas of Constitution, laws and different modern theorists.

Therefore, different ethnicity, education, employment status, economic incomes, etc. that are living in the three municipalities of the Republic of Macedonia (Tetovo, Bogovinye, Yegunovce). , and the local government's study of the development and improvement of local services. The desire to demonstrate the current state and

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effects of local governments and local services and the consequences of the resulting outcomes is an important opportunity for us. These considerations have led us to carry out a field research on "The Organization of Local Authorities and Local Services in Macedonia: Present Situation and Perspectives".

## **A. Local Governments in Macedonia**

### **1. Development of Local Administration History in Macedonia**

Macedonia is a unitary, independent, democratic and social state. It is also a unitary state based on local government.<sup>1</sup> As a constitutional legal system since the declaration of independence in 1991/1992 Macedonia seeks to have more effective administration that will contribute to the state as multi-ethnic country since the constitution was ratified.<sup>2</sup>

The local government system is guaranteed by the Constitution. The local government is legally regulated by a majority (two-thirds) of the general votes and at the same time the majority of the general votes of minorities in the Republic of Macedonia. Skopje (capital city) has a special status. During the time of the former Yugoslavia, Macedonia was the country that distributed the most responsibility (on the local government basis), increasing the problems between rural and urban areas due to lack of administrative coordination and capacity.<sup>3</sup>

After independence, local government units were removed from 34 to 124 (Act on Determining Boundaries, 1996). The authorities of the municipalities are restricted by this law. In addition, the local government law was approved in 1995. The Ohrid Agreement<sup>4</sup> on cooperation to produce solutions to the problems based on the principle of locality (close management of its own powers and functioning citizens) was an important step because it was clearly emphasized again that a regional organization and authorities would be re-transferred from the central government to the local government.

Under the terms of the agreement, the management decision was the first condition for long-term stability in the country. In 2002, the local government law explicitly stated the powers of local government units. In 2003, the government approved the legislative program related to local government laws. In 2004-2005, the number of municipalities (local government units) dropped to 84 and Skopje<sup>5</sup> was declared a special unit. This program covers 40 laws relating to the transfer of resources and competences. The latest development of the Local Government Ministry in Macedonia is the preparation of the program of local government development and on-the-ground implementation in 2011-2014.<sup>6</sup> This program has been prepared for the last five years, including the implementation of local government reforms and the inclusion of ministries in the allocation of responsibilities in local administrations. According to the analyzes made, it has been confirmed that it is important to continue the management process in order to increase the quality of life of the citizens.

Macedonia is always aiming to be more effective in local government, but it will test whether it is successful in the field we have done in the 3 municipalities of the Republic of Macedonia in this study. Undeveloped countries have proved difficult to implement the concept of local government. No doubt Macedonia will be among those countries if it will consider the experiences in the past regimes. Local government also wants citizens to actively participate in the decision-making process. So, how the citizens look at this process will be the key of the research.

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<sup>1</sup> Parliament of the Republic of Macedonia, Nu: 08-4642 / 1 President of the Assembly of the Republic of Macedonia November 17, 1991, Stojan Andov, Skopje

<sup>2</sup> Kurtesh Saliu, Constitutional Law, University of Prishtina, Tetovo, 2002, p.378

<sup>3</sup> A.g.e., s.380

<sup>4</sup> The elected official in this agreement strengthens the qualifications of the local authorities, raises the seriousness of the elected law and the legislation (based on changes in the subsidiary group) based on the European Union locality principle and the European local government card has been approved. Competencies added to 13 areas will be applied, such as urban and rural planning, environmental protection, local economy development, transport, culture, sports and recreation, civil protection, education, health and social protection, fire protection, water supply. Local governments have approved a good financial system to fulfil their responsibilities.

<sup>5</sup> Michael Keating, Jacques Ziller in " European Union Authority Separation, Member States and Regional Authorities ", p. 212.

<sup>6</sup> Responsibility Distribution and Local Government Development and Implementation Program in the Republic of Macedonia [http://mls.gov.mk/data/file/PUBLIKIME/ALB/Programi%20i%20decentralizimit%20ALB.pd.\(03.01.2015\)](http://mls.gov.mk/data/file/PUBLIKIME/ALB/Programi%20i%20decentralizimit%20ALB.pd.(03.01.2015))

## 2. Local Government in Macedonia

In democratic and liberal societies, there are two forms of government: central and local government (responsibility distribution).<sup>7</sup> It is proportional to the obedience of the centrality and the local government dependency, and is the result of the system being organized and maintained in a hierarchical manner. Indeed centrism promotes sustainability, consistency and stability, and local government promotes flexibility and responsibility.<sup>8</sup>

The country can not be completely centrism, so there is no country based entirely on local governance. A democratic political system in which citizens have little or no local government system to realize their rights is unthinkable. In local government, state affairs are carried out locally. In fact, the distinction between countries' centrism division and local government division is made by looking at which of the constitutional works is more fulfilled. The centrality and the local government are regarded as a model in the field of administrative norms in the field of administrative norms. Central and local authorities have the authority to approve and enforce authorities. The concept of 'management' is not a new concept. It is an ongoing concept that has been formed since the beginning of the civilizations. In recent years, management has been described as "a modern idea", "trendy" and "fashionable".<sup>9</sup> Changes in the spheres of economic, political, technological and socio-cultural activity from a global perspective create a blow to the development of management policies.<sup>10</sup> Through this process, it is aimed to be developed and to reach its aims. According to the old years, there are now more needs and possibilities to reform local government.<sup>11</sup>

The Constitution of the Republic of Macedonia defines local government as one of the most fundamental values of democracy because it guarantees citizens the right to participate in the local government. Dispatch of powers Macedonia has included dialogue in the European Union's candidacy process. If we look at the reports of the European Commission, there has been progress in the area of local government, but there are more steps to be taken to achieve their goals. The main problem in Macedonia is the transfer of authorities. The management process has not been completely finished and it is still going on. That is why we will try to show the current management and future perspectives in the continuation of our work.

### B. Relationship Between Local Governance and Central Government in Macedonia

The cooperation of the central and local organs are determined by the Constitution and the Law. Initially they were set up to assess the legality of the work of the organs. Delegate was established to evaluate the general work in the department. In the fifth chapter of the Constitution, "Local Government", the constitutional position of the political system of the Republic of Macedonia was first determined.<sup>12</sup> The Constitution guarantees the rights of local governments by specifying local government characters to the citizens of the Republic of Macedonia. But the most important thing to be mentioned here is that the constitution does not give the results about the qualifications that the local government is guaranteeing as a constitutional category. The Local Government Act has broadly defined the competences of the municipalities. This shows the differences between the general qualifications and the list of special qualifications of the municipality.<sup>13</sup> In Macedonia the central government is undertaken by the Government. But in the case of local government there is no provision regarding cooperation between central government and local government. However, the relations and cooperation between central government and local government can be seen through the following provisions,<sup>14</sup>

-Ministeries should consult the central government in a suitable and appropriate manner with regard to government activities within their borders.

-Ministeries may consult within the territory of the central government on public affairs planning which they are interested in preparations for the field planning of the Republic.

<sup>7</sup> Esat Stavileci, Definition and Values of Public Administration, SH.A.Napredok, Tetove, 2009, p. 332

<sup>8</sup> Harold F. Gortner- Keneth L. Nichons-Carolyn Ball, Organization Theory, Nonprofit and Public Perspective, Wadsworth Thomson Learning, 3.b, 2007, pg 116

<sup>9</sup> Jong S. Jun-Deil S Èrigh, Globalization and Decentralization, Institutional Context, Policy Issues and Intergovernmental Relations in Japan and the United States, 1996, s.89

<sup>10</sup> John J. Kirin, Emerging Regional Organizational and Institutional Forms: Strategies and Prospects for Transcending Localism in the United States bkz. Globalization and Deconcentration, Institutional Contexts, Policy Issues and Intergovernmental relations in Japan and the United States, s. 134

<sup>11</sup> Ferid Selimi, Local Governance Comparative Reviews, Vatican, Tetovo, 2008, p.45

<sup>12</sup> Etem Aziri, Jonuz Abdullahi, Ali Pajaziti, Memet Memeti, State of Law and Reforms in Public Administration: Macedonia Case, Arbëria Design, Tetovo, 2008, p.115

<sup>13</sup> For more information: G. Siljanovska Davkova: 'The Municipality Between Reality and Norm', Thesis, Ljubljana University, Faculty of Law, 1993, pp. 35, 36, 37.

<sup>14</sup> Macedonia's Constitution, Articles 114-117.

If the two parties have interests, the government may sign contracts in certain areas for the sake of coordination, programs and their own policies. According to this legislation, the government cooperates in cases such as municipalities, laws relating to on-line, annual subsidies to municipalities and financing of municipal qualifications.

As a result, the realization of the local government in Macedonia is based on the democratic actions, in the local government legislation, the competences given to the local government and the municipalities, and the autonomy in the decision-making process. This management is also based on the legality of the provisions delivered by the municipal bodies, the professionalism in carrying out the actions, the working efficiency of the municipal bodies and the cooperation with the central administration. The local government is controlled by the central ministries and their branches. While the municipalities are making their own decisions, autonomous and qualification areas are legally defined. Local governments may appeal to the Constitutional Court if they think that their own provisions will be violated by the government or the Grand Assembly. After all the examinations, it is possible to see that there is a relationship between Central Government and Local Government.

### **C. Conclusion and Evaluation**

It is not possible for all local services to be carried out centrally by countries. Even if this is possible, the efficiency and effectiveness of the services are diminished, and the social benefit can not be realized. In addition, democratic political values can not develop and the interest in the local services of the people is diminished, and the problems and needs such as differences in conditions, spatial distance, people's participation in the administration and better service to the public have led to local administrations. It is possible to summarize the reasons leading to local governments at two points: "functional activity" and "democracy".

The data show that all the management systems, democracy, contemporary legal and social state understandings in the contemporary world are moving towards new dimensions. Social justice is the most important object of social state. Revolutions and economic collapse are inevitable in a country where social justice is not provided. When history books are examined, they will be confronted with the treasured stories of states that move away from social justice. The priority of contemporary states should be to realize the social justice arrangements as soon as possible and to apply it. The common opinion of all public administration experts is that the first stage of social justice has to go through local governments.

In our work, firstly, general definitions were made by emphasizing the management style. Following the highlighted part of local governments, local governments (municipalities) provided information on the general structure, organs, rights, authorities and duties of existing municipalities. Duties and authority distribution in the municipal administration are also included in the same section. In this part of the work we want to reach a conclusion by making a general evaluation on the topics covered so far.

Below are the results of a comparative analysis of the services provided by the three municipalities in which the survey was conducted.

#### **1. Local Economic Development**

In the local level, economic development is the most problematic area of municipalities and the less effective in practice. This area, even under the responsibility of the municipalities, leads to high unemployment due to the misguided policies that the policies and the government imposed. The local economic development does not help the policy that the municipalities apply to reach full employment.

#### **2. Programming, Planning and Local Capital Investments**

In the municipalities there is no procedure for the borrowing required for the construction of capital investments. There are no projects prepared for market research and analyzes prepared to increase efficiency.

#### **Public-Private Partnership**

According to the participants' opinions, municipalities are seen as the best service administration, but on the other hand there are no alternatives in order to provide better services.

#### **4. Effectiveness on the Active Population**

While the unemployment rate, which includes the young population, is increasing, institutional mechanisms for reducing unemployment have not been developed.

#### **5. Silver Public Administration**

There are no communities that ensure the protection of vulnerable groups in the Administrative Process.

#### **6. Exchange to Cooperation in Construction Sector**

The Law on Access to Freedom of Information, as well as the public implementation, make information and communication easier to access.

It has been determined that citizens are not aware of the priorities and activities of the municipality.

As a result of this, it is understood that the administrative responsibility is not fulfilled.

#### **7. Energy Efficiency and Local Government**

Municipalities should take measures to prevent risks that may arise in adapting climate change and disasters, as well as providing energy efficiency and managing natural resources. Apart from this, environmental policies should be implemented to increase the prosperity of the citizens.

#### **8. Education**

The results of surveys conducted in municipalities show that most of the citizens are university graduates. However, the quality of the education was not the best field. In this case, the government shows that education allocates less money.

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