



**GOVERNMENT OF THE REPUBLIC OF MACEDONIA  
- The General Secretariat -**

**METHODOLOGY ON POLICY ANALYSIS AND COORDINATION**

**Skopje, April 2006**



On the basis of Article 67-a, paragraph 2 of the Rules of Procedure of the Government of the Republic of Macedonia (Official Gazette of the Republic of Macedonia no. 38/01, 98/02, 9/03, 47/03, 64/03, 67/-3 and 51/06), the Government of the Republic of Macedonia, at its session held on 13 April, 2006 adopted this

## **METHODOLOGY ON POLICY ANALYSIS AND COORDINATION**

### **1. The Purpose of the Methodology**

The purpose of the Methodology is to define how the policy analysis and coordination process between the General Secretariat of the Government of the Republic of Macedonia (hereinafter referred to as: the General Secretariat) and the ministries and other state administration bodies is performed, in line with the Law on the Government of the Republic of Macedonia and the Rules of Procedure of the Government of the Republic of Macedonia. The policy analysis and coordination process develops and improves the processes for policy formulation and preparation of materials and acts within ministries and other state administration bodies, and for assessing their impact on achieving the strategic priorities of the Government of the Republic of Macedonia (hereinafter referred to as: the Government) and its Annual Work Programme, which contributes to the adoption of high quality, coherent and coordinated decisions of the Government.

In order to realise the regulatory function of the Government, and to improve the policy making mechanisms; to ensure consistency between the policies and the budget process; and to monitor implementation of Government acts and conclusions, there is a need for consultations and coordination between the responsible and relevant ministries, and other state administration bodies and the General Secretariat.

### **2. Policy Analysis and the Decision Making Process**

A policy is a course of action or inaction chosen by the Government to address a given problem or interrelated set of problems, or the way in which the courses of action for achieving the appropriate goals are determined. The policy instruments are reflected in: the regulatory instruments (laws and other regulation); the materials (analyses, reports, briefs and information) providing an overview of the policy for implementing the regulatory instruments; the financial instruments (subsidies, taxes, tax exemptions and deductions, contributions and fees, budget expenditure, etc.) and the information instruments - publication of information materials – brochures, advertisements, advocacy and other types of materials and use of media and the Internet).

The ministries and the other state administration bodies produce their policies, materials and acts, which are later submitted to Government for consideration and adoption, in accordance with their responsibilities.

The policy analysis and coordination process consists of the following stages:

- 1) Drafting policy proposals and proposals for the policy instruments by the ministries and other state administration bodies;
- 2) Consultation among ministries and other state administration bodies, prior to submitting the materials and acts to the General Secretariat;
- 3) Consideration of the materials and acts by the General Collegium of State Secretaries (General Collegium);
- 4) Consideration of the materials and acts by the working bodies of the Government;
- 5) Consideration of the materials and acts at the Sessions of the Government; and
- 6) Monitoring the implementation of policies.

### **3. Policy Analysis and Coordination Stages**

#### **3.1. Drafting policy proposals and proposals for the policy instruments for implementation by the ministries and other state administration bodies;**

##### *3.1.1. Policy Making Principles*

When drafting proposals of materials and acts, the ministries and other state administration bodies shall apply the following policy making principles:

#### **1. Alignment of policies and acts with the strategic priorities of the Government**

Policies and acts of the Ministries and other state administration bodies should be in line with the strategic priorities of the Government. The strategic planning mechanisms in the ministries ensure implementation of the strategic priorities of the Government, through the strategic plans and initiatives of the ministries funded by the Budget of the Republic of Macedonia.

#### **2. Fiscal Feasibility of Materials and Acts**

Policies and acts should be developed within the fiscal constraints and the 3 year budget planning and programming cycles. The ministries and other state administration bodies, when drafting their policy proposals, shall make fiscal impact assessment, taking into consideration the most cost effective options.

#### **3. Alignment of policies and acts with the EU legislation**

The ministries and other state administration bodies shall transpose in their policies and acts the directives, regulations and other EU legal instruments in

order to harmonise the Macedonian legislation with that of the EU and in order to apply the best practices of the EU member states.

#### **4. Policies and acts shall be based on prior analysis**

When defining their policies and acts, Ministries and other state administration bodies shall start from a previously performed analysis of the situation in their fields of responsibility, definition of the problem and identification of the gaps. The policies and acts that are proposed shall clearly state the objectives and the solutions (options) considered, together with a justification of each of the solutions.

#### **5. Transparent development of policies and acts**

When developing their policies and acts, Ministries and other state administration bodies shall perform transparent consultations with the responsible and interested line-ministries, units of local self government (the municipalities and the City of Skopje), the interested civil society organisations, other stakeholders, as well as experts.

#### **6. Planned implementation of policies and acts**

In order to implement their policies and acts, the Ministries and other state administration bodies shall produce implementation plans with fiscal implications, together with secondary legislation required for implementation of the laws, required organisational capacity and human resources, as well as monitoring and evaluation procedures.

##### **3.1.2 The role of the General Secretariat in policy making and coordination**

The General Secretariat, performs its policy analysis on the basis of the principles provided in the Rules of Procedure of the Government, the Decision on the Methodology for Strategic Planning and Preparation of the Annual Work Programme of the Government, the fiscal impact evaluation form, the Memorandum and this Methodology.

The General Secretariat, within the framework of its coordinative function, ensures the necessary information and expert advice to support the realisation of the policies of the Government and the implementation of the principles for policy making contained in this Methodology.

In case of laws and materials relating to systemic or other important issues, the General Secretariat cooperates with the ministries and other state administration bodies – policy initiators in the early stages of policy drafting process, by participation of its representative in working group meetings and by other means of cooperation with the Ministries and other state administration bodies. During the concept formulation process, the General Secretariat is responsible for providing quality information, relevant for the drafting of policies, as well as for the harmonisation of positions between ministries and other state administration bodies,

which participate in the process of coordination and proposing specific opinions and resolutions.

The Annual Work Programme of the Government represents the framework for the joint planning, harmonisation and coordination of the activities of the General Secretariat with the Ministries and other state administration bodies, particularly from a standpoint of implementing the strategic priorities and documents, which have already been adopted or those planned to be adopted by the Government.

The General Secretariat performs its coordinative function in the policy making process through intensive cooperation, mutual consultation and exchange of information with the Office of the Prime Minister, as well as with the offices of the Deputies of the Prime Minister and the Ministers without Portfolio.

Based on the analysis of the materials and acts, the General Secretariat drafts an expert advice and opinion on the policy making and policy analysis for the Government.

### **3.2. Consultations between the ministries or other state administration bodies prior to submitting their materials and acts to the General Secretariat**

Prior to submitting their materials and acts to the General Secretariat, the Ministries and other state administration bodies perform mutual consultations, in accordance with Article 68 of the Rules of Procedure of the Government, particularly with the Legislation Secretariat (with regard to laws or other regulation and general acts) and the Ministry of Finance (with regard to materials and acts which may produce fiscal implications).

### **3.3. Consideration of materials and acts by the General Collegium**

The considerations, i.e. the discussions in the General Collegium are the final step before materials and acts proceed to the working bodies and to the Government. The materials and acts are considered by the General Collegium in order to assess the level of their preparedness for a session of the Government, and their expert considerations and other issues related to improving the efficiency of the work of the Government. After the General Collegium assesses that a specific material is ready to be presented to the Government, it is recommended for consideration to the working bodies of the Government. The views and opinions developed by the General Collegium are incorporated in the reports submitted to the Chairpersons of the Government working bodies.

Representatives of the General Secretariat attend the General Collegium meetings and participate in its work by giving expert advice and opinions. The General Secretariat may provide additional expertise and assistance to the Ministries and other state administration bodies, should the General Collegium conclude that the materials and acts need further development.

### **3.4. Consideration of materials and acts by the working bodies of the Government**

When reviewing materials and acts in the working bodies of the Government, Ministers discuss on the substance of the material or the act and on their impact on the Government policies and measures, and resolve any possible disagreements which may exist among the Ministers.

The General Secretariat representatives attend the working bodies' sessions and draft the working bodies' reports and, if deemed necessary, they provide additional assistance to the Ministries and other state administration bodies, when it has been concluded that the materials or acts should be returned for further development.

### **3.5. Consideration of materials and acts by the Government**

At its sessions, the Government considers the materials and acts from a political perspective based on the quality information and analyses provided during the previous phases. The Prime Minister should be briefed in time by the General Secretariat and the Office of the Prime Minister in order to enable him/her to discuss on the materials and acts during the Government Sessions, especially in cases when there is a need to handle disagreements.

### **3.6. Monitoring policy implementation**

In the process of monitoring of policy implementation, the General Secretariat analyses the overall effect of the decisions resulting from the policy, in relation to the achievement of the strategic priorities of the Government.

4. This Methodology shall be published in the "Official Gazette of the Republic of Macedonia".

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**President of the Government  
of the Republic of Macedonia**  
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