



POLICY PAPER

ON SUSTAINABILITY OF THE COMMUNITY WORKS
PROGRAMME AND LOCAL SOCIAL PARTNERSHIPS

POLICY PAPER

ON SUSTAINABILITY OF THE COMMUNITY WORKS PROGRAMME
AND LOCAL SOCIAL PARTNERSHIPS

Authors:

Prof. Suzana Bornarova, PhD

Prof. Natasha Bogoevska, PhD

Skopje, 2020

ACKNOWLEDGMENT

NARINE SAHAKYAN, Resident Representative of UNDP in North Macedonia

SUZANA AHMETI JANJIĆ, Programme Officer in UNDP in North Macedonia

URIM KASAPI, Programme Analyst in UNDP in North Macedonia

SNEZANA MIRCEVSKA DAMJANOVSKA, National Technical Adviser in UNDP in North Macedonia

MARIJA TRIFUNOVSKA, Specialist for inclusion of people with disabilities in UNDP in North Macedonia

NAUMCHE TASHKOVSKI, Monitoring Officer in UNDP in North Macedonia

ANA DIMOVSKA KOTEVSKA, Communication Specialist in UNDP in North Macedonia

TABLE OF CONTENTS

ACRONYMS	4
EXECUTIVE SUMMARY	5
INTRODUCTION	7
METHODOLOGY	8
CONTEXT AND POLICIES	9
ANALYSIS OF THE DRAFT POLICY SOLUTION	10
Analysis of the feasibility of the solutions	10
Analysis of the impact of the solutions on the stakeholders and interest groups	14
ANALYSIS OF THE SOLUTION WITH THE LARGEST IMPACT	17
MODIFICATION OF THE PROGRAMME, IMPLEMENTATION AND NEXT STEPS	19
Modification of Programme content	19
Implementation of Solutions and Next Steps	22
REFERENCES	24

ACRONYMS

ESA	Employment Service Agency of the Republic of North Macedonia
ISA	Institute for Social Affairs
LSP	Law on Social Protection
MH	Ministry of Health
MES	Ministry of Education and Science
MLSP	Ministry of Labor and Social Policy
NGO	Non-Governmental Organization
MC	Municipal Commission
CW	Community Works
OP	Operational Plan
MCSP	Municipal Council for Social Protection
CWP	Community Works Programme
WB	Working Body
UNDP	United Nations Development Programme
EC	Employment Center
CSW	Center for Social Work

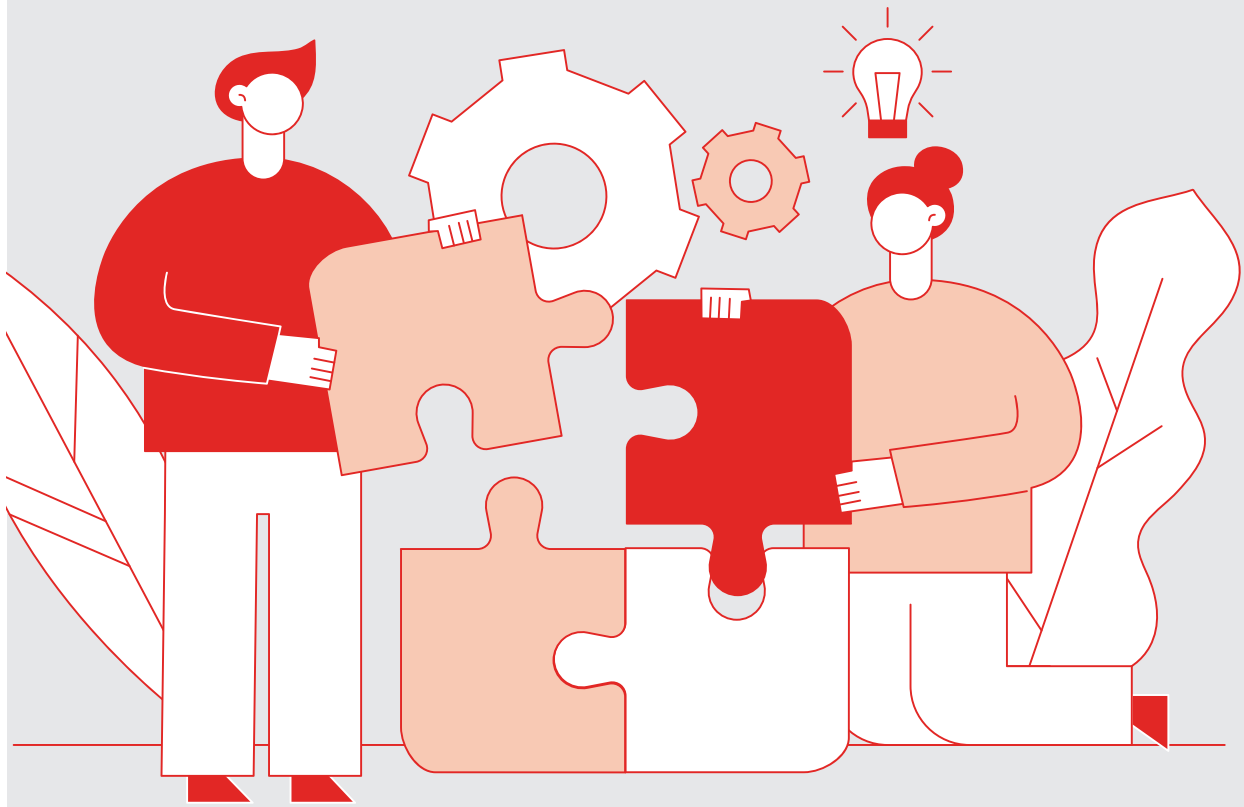
EXECUTIVE SUMMARY

The Community Works Programme (CWP) as part of the Annual Operational Plans for active programmes and measures for employment in the labor market of the Government of the Republic of North Macedonia, has been implemented continuously since 2012, and managed by the UNDP Office in Skopje. The analysis made during its implementation shows that this Programme has brought about significant benefits in terms of strengthening the capacity of the unemployed to engage in the labor market, as well as providing social and health services at local level. As a result of the need to align the CWP with changes in legislation in the relevant areas, as well as adapt to the current social and protection needs of the local population, UNDP initiated a survey to assess the current situation and make recommendations for promoting and achieving long-term sustainability of CWP.

For that reason, field research was conducted at central and local level at the end of 2019, involving 119 representatives of all relevant stakeholders through the use of semi-structured interview techniques and focus group discussions. The results of the research are presented in the Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme

at Local Level. This Policy Paper was prepared based on the findings of the Report, which offered and analyzed three solutions for modifying the content of the CWP, including changes in the roles of key stakeholders involved in its implementation. To consider the strengths and weaknesses of the solutions, as well as their feasibility and impact on the stakeholders, the techniques of PASTEL and SWOT analysis were applied.

All three solutions that were analyzed in this Policy Paper envisage changes in the content of the CWP, and the changes are reflected in the proposed different roles and responsibilities of the management and implementation stakeholders of CWP (Solution 1: ESA management; Solution 2: Project management through UNDP; and Solution 3: Project management through ESA and municipalities). Although the analysis has shown that the most feasible solution at the moment is Solution 2, the solution with the greatest impact on stakeholders and their groups is Solution 3. That is the reason why we propose a phased-out change of the CWP in the period 2020-2022. Thereby, in 2020 and 2021 activities will be undertaken to strengthen the capacity of the institutions to respond to the demands and changes required by the third solution, which is envisaged to be implemented in 2022. Until then, the management of the CWP remains with the UNDP. At the same time, in this transitional period,



it is necessary to harmonize the CWP with the legal solutions and current trends in service development at local level. Significant improvement in the content of existing services and introduction of new services should also be made during this period, which will affect the quality and effects of the CWP.

Realizing the recommendations of this document will contribute not only to improving the CWP as a primary objective, but also to strengthening local capacities for strategic planning in the field of social protection,

improving multi-sectoral cooperation and building sustainable local partnerships to address social issues and meeting social protection needs in local communities.

INTRODUCTION

Community Works Programme is an integral part of the Work Engagement Programme set out in the Annual Operational Plans for active programmes and measures for employment in the labor market (hereinafter Operational Plan). Implementation of the CWP is the responsibility of ESA in partnership with the MLSP, MES, UNDP, SDC, units of local self-government and the City of Skopje. The measure has been implemented continuously since 2012 with a dominant managerial role of the UNDP Office in Skopje.

The CWP aims to increase the employability of people that are hard to employ through training and part-time employment. The unemployed people registered with ESA are engaged in the delivery of social and health services at local level, including beneficiaries of social assistance and the right to social financial assistance (SFA).

So far, the implementation of the CWP has achieved significant effects that have had a positive impact on several target groups. This Programme has contributed to developing of social services in the country, raising awareness for the need to invest in social protection at local level, promoting inter-institutional cooperation, as well as strengthening the capacity of staff to manage and implement services of this kind. Of particular importance is the contribution of the CWP in the facilitation of the

integration of the service providers in the labor market, and social inclusion of both service beneficiaries and providers.

However, the experiences from the many years of implementation of the CWP show that the conditions for its modification, improvement and expansion have already matured in several respects: the scope and content of measures to increase the employability of the unemployed; the type, content and quality of social services; the modalities of horizontal and vertical cooperation; the monitoring and evaluation. This need also arises as a result of the influence of external factors, primarily socio-political and contextual. Namely, in the last few years since the implementation of the CWP, certain policy and legislative solutions in the respective areas have instigated changes in the context of service delivery, in the roles of key stakeholders, as well as in the demands and expectations of citizens.

In response to these challenges, the UNDP Office in Skopje has initiated the preparation of a Policy Paper that should offer possible solutions on how the CWP should develop and be sustainable in the future.

METHODOLOGY

In 2019, the UNDP Office in Skopje initiated field research to assess the current situation, challenges and implementation weaknesses in the delivery of social services through the CWP and strategic social protection planning at local level. The survey was conducted in 3 municipalities using a regional approach and included a total of 119 representatives from relevant central-level institutions (MLSP, ESA, ISA, MES) and local-level institutions (CSW, EC, municipal administration), as well as providers and beneficiaries of services from 23 municipalities, including the City of Skopje. Semi-structured interview techniques and focus group discussions were applied.

Based on the results of the 2020 survey, a Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme at Local Level was prepared, with recommendations for improvement of various aspects of the implementation of the CWP: the regulation of the CWP, the stages of implementation, and the content of the services.

The report served as the basis for the preparation of this Policy Paper, which aims to provide recommendations for future policies to ensure long-term sustainability of the CWP. At the same time, the Policy Paper aims to achieve the following specific objectives:

- Develop recommendations for adoption of the approach to establish local partnerships for the early and efficient identification of the needs of the local population, the development of appropriate social services, and the provision of long-lasting financing;
- Develop recommendations for improving the employment scheme by hiring unemployed people and offering new services and certified education programmes.

To that end, PASTEL and SWOT matrices are used as techniques for evaluating possible policy solutions: 1

- The PASTEL technique focuses on the political, administrative, social, technological, economic, and legal aspects of the solutions that are the subject of analysis. This technique measures and determines the impact of these aspects on the feasibility of the recommended solutions. In the modified version, the same technique is applied in terms of impact on key stakeholders.
- The SWOT technique analyzes the internal characteristics of possible solutions (strengths and weaknesses), as well as the external factors that may influence the solutions (opportunities and threats).

1 Herman L. (2013). Writing Policy Papers. Stanford Law School. California, USA.

CONTEXT AND POLICIES

The key activities of the CWP: employment, social protection, education and health are complex areas governed by extensive hard and soft legislation. These areas are closely interrelated at both policy and implementation levels. Many different stakeholders are involved in these activities, both at central and local level. It requires the CWP to be fully compliant with primary and secondary regulation in all relevant areas, and to offer appropriate modalities for inter-institutional cooperation and coordination.

It is also necessary for the CWP to follow the legislative changes, which were particularly extensive in the past year. This is particularly true in the area of social protection and primary education, where entirely new texts of systemic laws have been adopted: the Law on Social Protection, and the Law on Primary Education. At the same time, amendments were made to other laws that regulate these areas: the Law on Secondary Education, the Law on Employment and Insurance in Case of Unemployment, and the Law on Health Care.

Simultaneously, the activities carried out through the CWP should follow and comply with the strategic directions set out in the key development documents. Education services should be in accordance with the Concept of Inclusive Education, referred to in the Law on Primary Educa-

tion, which is under preparation and at the time the document was being prepared had not been adopted. In the area of social protection, service development should be guided by several key current trends: deinstitutionalization, pluralization, and decentralization. These trends are appropriately incorporated in the following strategic documents: the National Social Protection Development Programme 2011-2021; the National Strategy for Reducing Poverty and Social Exclusion in the Republic of Macedonia 2010-2020; the National Strategy for Deinstitutionalization in the Republic of Macedonia 2018-2027; “Timjanik”; the National Strategy for Equality and Non-Discrimination 2016-2020; the National Strategy for Elderly Persons 2010-2020; the National Strategy for Aligning the Rights of Persons with Disabilities (revised) 2010-2018.

Planning for the annual activities of the municipalities, which are to be implemented through the CWP, should be part of the strategic planning in social protection at local level. In this respect, they should be based on local documents such as: the Annual Programme for Social Protection, which is adopted by the Municipal Council; and the Social Plan, which maps the social problems and vulnerable groups in the municipality, analyzes the capacity and the available social services, as well as the specific needs for the development of social services in the municipality. This will avoid duplication of certain services that are funded from different sources (such as annual MLSP-funded grants).

ANALYSIS OF THE DRAFT POLICY

SOLUTION

ANALYSIS OF THE FEASIBILITY OF THE SOLUTIONS

The findings from a previously conducted field research that identified the need to modify the CWP and to change the role of the stakeholders, point to several possible solutions:

- **Solution 1:** Continuation of the CWP by changing the content of the Programme in terms of services, providers and beneficiaries, changing the roles of stakeholders, and managing the Programme by ESA.
- **Solution 2:** Continuation of the CWP by changing the content of the Programme in terms of services, providers and beneficiaries, changing the roles of the stakeholders, and continuing with the dominant project management of the Programme by UNDP.
- **Solution 3:** Continuation of the CWP by changing the content of the Programme in terms of services, providers and beneficiaries, changing the roles of the stakeholders, and Programme management to be done in partnership between ESA and municipalities.

The key elements of the offered solutions are outlined in Overview 1 and refer to the key aspects of the CWP, which proposes certain changes

in terms of: the content of the Programme, the roles of the stakeholders involved in its implementation, and the opportunities for developing effective partnerships. All the solutions contain significant content modifications in scope, content, form and manner of delivery of services, criteria for selection of beneficiaries and service providers (according to proposals from the Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme at Local Level, 2020), and differ in the proposed institutional arrangements. Given the new legislation in the social protection system and the mandatory requirement to form Municipal Councils for Social Protection, which is partially already implemented in some municipalities, the solutions address the opportunity to utilize the capacities of these local bodies, which will provide multi- sectoral cooperation needed for the implementation of the CWP. This will overcome the weaknesses of the current practice to establish more local bodies that overlap in their responsibilities. The key differences among these solutions are in the roles of the stakeholders, i.e. recommending an institution/organization that will manage the Programme, resulting in a change of the roles of the other stakeholders.

Overview 1. Key elements of proposed solutions for changes in CWP

SOLUTIONS	CONTENT OF THE PROGRAMME (SERVICES)	ROLES OF STAKEHOLDERS	PARTNERS/BODIES
1. Continuation of the CWP with a change in services and roles of the stakeholders (ESA management)	<ul style="list-style-type: none"> modification of the content of the Programme in terms of: scope, content, form and manner of delivery of services, criteria for selection of beneficiaries and service providers (in accordance with the proposals from the Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme at Local Level, 2020, and recommendations from Chapter 7.1 below). 	<ul style="list-style-type: none"> National institutions: MLSP (prepares an Operational Plan), ESA (implements the Programme, manages funding, monitors and evaluates). Municipality: information, promotion, service needs analysis, consultation with the Municipal Council Sub-Group for Social Protection (MCSSP) in the selection of providers and beneficiaries, co-financing. EC: information, promotion, selection of service providers in consultation with the Municipal Council Sub-Group for Social Protection (MCSSP), monitoring of service providers, training, contracting, payment. CSW: information, promotion, service needs analysis, selection of service users in consultation with the Municipal Council Sub-Group for Social Protection (MCSSP), monitoring of service providers. UNDP: advisory and other support. 	<ul style="list-style-type: none"> The Working Body and the Municipal Commission are abolished. A Municipal Council Sub-Group for Social Protection (MCSSP) is formed; consisting of a representative from the municipality, EC, CSW, school, health care center, NGO. This Sub-Group participates in the preparation of the social plan of the municipality, which will aid in the selection of services to be carried out by the CWP. and participates in the stages of the implementation process of the CWP.
2. Continuation of the CWP with a change in services, without a significant change in the roles of the stakeholders (project management through UNDP)	<ul style="list-style-type: none"> modification of the content of the Programme in terms of: scope, content, form and manner of delivery of services, criteria for selection of beneficiaries and service providers (in accordance with the proposals from the Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme at Local Level, 2020, and recommendations from Chapter 7.1 below). 	<ul style="list-style-type: none"> National institutions: MLSP (prepares an Operational Plan), ESA (implements the Programme in partnership with UNDP, MES, MLSP, MH, municipalities). Municipality/EC/CSW/ UNDP: The same function (with implementation of recommendations to enhance their role from the Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme at Local Level, 2020). 	<ul style="list-style-type: none"> The Working Body responsible for the implementation of the CWP is strengthened with a representative from the Ministry of Health (MH) and the enhanced role of expert support and adoption of an annual report on its work. The Municipal Commission, with the existing competencies for the realization of the CWP, is replaced by a Municipal Council Sub-Group for Social Protection (MCSSP), composed of permanent members: a representative from the municipality, EC and CSW, and occasional members: a school representative, a health care center representative, NGOs, etc.

SOLUTIONS	CONTENT OF THE PROGRAMME (SERVICES)	ROLES OF STAKEHOLDERS	PARTNERS/BODIES
<p>3. Continuation of the CWP with a change in services and roles of the stakeholders (management through partnership between ESA and municipalities)</p>	<ul style="list-style-type: none"> modification of the content of the Programme in terms of: scope, content, form and manner of delivery of services, criteria for selection of beneficiaries and service providers (in accordance with the proposals from the Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme at Local Level, 2020, and recommendations from Chapter 7.1 below) 	<ul style="list-style-type: none"> National institutions: MLSP (adopts an Operational Plan), ESA assumes the role of UNDP (implements the Programme in partnership with MES, MLSP, MH, municipalities, UNDP, manages funding, monitors and evaluates). Municipality/EC/CSW: The same function (with implementation of recommendations to enhance their role from the Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme at Local Level, 2020). UNDP: advisory and other support. 	<ul style="list-style-type: none"> The Working Body responsible for the implementation of the CWP is strengthened with a representative from the MH and the enhanced role of expert support and adoption of an annual report on its work. The Municipal Commission, with its existing competencies, is replaced by a Municipal Council Sub-Group for Social Protection (MCSSP), composed of permanent members: a representative from the municipality, EC and CSW, and occasional members: a school representative, a health care center representative, NGOs, and others.

The following is an analysis of the feasibility of the three solutions, separately, using the PASTEL technique in respect to the political, administrative, social, technological, economic, and legal aspects.

The analysis shows that there are no differences in the viability of the proposed solutions in terms of the social, technological, economic, and legal aspects. Regardless of which solution is analyzed, from the social point of view the CWP is widely accepted, and there is awareness of the need for its extension due to the long-term application of the Programme and its positive effects on meeting the social and safety needs of the local population. In terms of budget and available IC technology, the same resources are projected to be available in all three possible solutions. In addition, for all three solutions the legal framework is favorable and allows for appropriate modification and adjustment of the Programme.

Differences between the recommended solutions arise in terms of political will and the suitability of the context, as well as the administrative capacity to implement them (see Overview 2).

Overview 2. Evaluation of the feasibility of the proposals for changing the CWP

ASPECTS	INDICATORS FOR APPROPRIATENESS	Feasibility (solution 1)	Feasibility (solution 2)	Feasibility (solution 3)
Political	▪ Political will	-	+	+/-
	▪ Political context	+/-	+	+
Administrative	▪ Organizational structure	+	+	+
	▪ Staffing	+/-	+/-	+/-
	▪ Knowledge and skills	+/-	+/-	+/-
	▪ Managerial skills	+/-	+	+/-
	▪ Network collaboration	+/-	+/-	+/-
Social	▪ Social Awareness	+	+	+
	▪ Public Opinion	+	+	+
	▪ Social protection needs	+	+	+
Technological	▪ IC technology	+/-	+/-	+/-
Economic	▪ Budgeting	+/-	+/-	+/-
	▪ Economic justification	+	+	+
Legal	▪ National legislation	+	+	+
	▪ Local regulations	+	+	+
	▪ Collaboration protocols	-	-	-
Scoring: += 2 points; +/- = 1 point; -= 0 points		21	25	23

Out of the three recommended solutions, the first solution that envisages independent management of the Programme by ESA in cooperation with other stakeholders is ranked third in terms of feasibility (21 points). This is primarily due to the fact that ESA lacks willingness to assume management of the Programme at this point, although in the long run, with proper preparation, that is the ultimate goal.

The third solution recommends continuation of the implementation of the Programme in partnership between ESA and the municipalities. This

solution was evaluated as more feasible than the first one (23 points) due to the interest and already gained experience of the municipalities in managing the CWP at the local level.

The most feasible solution at this time is the second solution (25 points), which proposes the continuation of UNDP's dominant Programme management due to the favorable political climate and the managerial skills built during the multi-year realization of the CWP (See Overview 3).

Overview 3. Overall evaluation of the feasibility of the solutions through PASTEL analysis

SOLUTIONS	ASPECTS OF FEASIBILITY						TOTAL
	Political	Administrative	Social	Technological	Economic	Legal	
1. Continuation of the CWP with a change in services and roles of the stakeholders (ESA management)	1	6	6	1	3	4	21
2. Continuation of the CWP with a change in services, without a significant change in the roles of the stakeholders (project management through UNDP)	4	7	6	1	3	4	25
3. Continuation of the CWP with a change in services and roles of the stakeholders (management through partnership between ESA and municipalities)	3	6	6	1	3	4	23

ANALYSIS OF THE IMPACT OF THE SOLUTIONS ON THE STAKEHOLDERS AND INTEREST GROUPS

In addition to assessing the feasibility of the recommended solutions, the analysis included an assessment of their impact on the stakeholders, primarily service providers and beneficiaries, as well as on all relevant institutions involved in the CWP (Overview 4).

Overview 4. Evaluation of the impact of the solutions on stakeholders and interest groups

SOLUTIONS	IMPACT ON STAKEHOLDERS AND INTEREST GROUPS					TOTAL
	Service providers	Service beneficiaries	National institutions	Municipalities	Local institutions (EC, CSW)	
1. Continuation of the CWP with a change in services and roles of the stakeholders (ESA management)	+	+	-	+/-	+	7
2. Continuation of the CWP with a change in services, without a significant change in the roles of the stakeholders (project management through UNDP)	+	+	+/-	+	+/-	8
3. Continuation of the CWP with a change in services and roles of the stakeholders (management through partnership between ESA and municipalities)	+	+	+/-	+	+	9

Scoring: + = 2 points; +/- = 1 point; - = 0 points

This analysis highlighted the third solution as an optimal solution with the greatest impact, which provides project managing the CWP through a partnership between ESA and the municipalities. Namely, this solution recommends a sustainable approach to all stakeholders involved according to their systemic institutional set-up and primary responsibilities. The existing administrative capacities are optimally utilized, in particular the personnel, who is trained to perform these activities professionally. At the same time, by extending the project model of operation, the benefits gained from the realization of the CWP have been retained. It also maximizes the impact on providers and beneficiaries who receive the services in a standardized way, which ensures equal access and equal treatment. The solution reinforces the role of the ESA as a Programme manager for which it already has capacities through existing employment centers in 30 cities, and experience in implementing measures for unemployed people through Operational Plans. The role of the CSW is also strengthened, in particular by monitoring the quality of service de-



livery and the requirements and needs of beneficiaries. This solution also maintains the existing role of the municipality as a local focal point for Programme implementation, which provides insight and impact on the development of services in its area. The solution is considered to be best because it is based on local partnerships and enables the development of sustainable models of cooperation at strategic and operational levels.

The lower impact of the other two solutions is due to the partial loss of institutional resources. In the first solution, due to eliminating the project model of work and the Working Body, the role and impact on national institutions is significantly reduced. On the other hand, the municipality also has a reduced role in this solution, due to the changes in the way of applying and deciding on inclusion in the CWP, which are anticipated to

be implemented by the EC through enhanced cooperation with the CSW, rather than the municipalities. With the second solution to retain UNDP's leading management role, one cannot expect that the local institutions will have an increase in the sense of responsibility and ownership of the process, resulting in inactivity, insufficient interest and commitment to maximize the effects of this Programme and its impact on interest groups.

ANALYSIS OF THE SOLUTION WITH

THE LARGEST IMPACT

Solution 3, having the largest impact on stakeholders and interest groups (Continuation of CWS with change in services, roles of stakeholders and project management through partnership between ESA and municipalities), is analyzed here in more detail in terms of its internal characteristics (strengths and weaknesses), as well as external factors that may influence its realization (opportunities and risks). The results are shown in Overview 5.

As a conclusion from the SWOT analysis of this solution, the beneficial elements prevail, i.e. there are numerous advantages that lead to achieving the Programme objectives, as well as external opportunities that are currently favorable for its efficient and effective implementation. In contrast, weaknesses and threats can be defeated and removed by their nature.

Overview 5. SWOT Analysis of the most favorable solution: solution 3

		USEFUL in achieving the goals	HARMFUL in achieving the goals
		STRENGTHS	WEAKNESSES
Internal characteristics		<ul style="list-style-type: none"> ▪ Delivery of services as part of the social protection, education and health system; ▪ Establishing a model of sustainable partnership in service delivery; ▪ Strengthening the capacity of state institutions to manage their own programmes; ▪ Strengthening the role of municipalities in the social protection system; ▪ Systematically addressing issues related to licensing, certification, continuing professional education; ▪ Improving the quality of services; ▪ More direct and more frequent contact with service providers and users; ▪ Strengthening the criteria for selection of service providers and beneficiaries and equitable access to services; ▪ Improved targeting of service providers and beneficiaries; ▪ Expanding the range of services tailored to local needs; ▪ Systematic regulation of monitoring, evaluation and ethical aspects of service delivery. 	<ul style="list-style-type: none"> ▪ Lack of political will; ▪ Insufficiently effective network collaboration; ▪ Disinterest and unwillingness of employees to adopt new modalities and approaches to work; ▪ Failure to recognize the need to invest in social protection in some municipalities.
		OPPORTUNITIES	THREATS
External factors		<ul style="list-style-type: none"> ▪ Current trends in social protection for more intensive development of social services and the enhanced role of municipalities through local partnerships; ▪ Current trends in the education sector for educational inclusion; ▪ Strategic commitment to integrating social services through case management; ▪ Favorable positive legislation without the need to build new ones or modify existing ones; ▪ Utilization of existing institutional capacities without additional investment. 	<ul style="list-style-type: none"> ▪ Policy gaps during government change and/or management change of the relevant institutions; ▪ Frequent and unpredictable change of legislation; ▪ Inconsistent implementation of the legal provisions for certain services; ▪ Lack of bylaws related to education services.

MODIFICATION OF THE PROGRAMME,

IMPLEMENTATION AND NEXT STEPS

MODIFICATION OF PROGRAMME CONTENT

A

key factor for success of all three recommended solutions is modification of the contents of the Programme in terms of: scope, content, form and manner of delivery of services, criteria and selection of beneficiaries and service providers. The Report on the Analysis of Social Service Delivery through the Community Works Programme and Strategic Social Protection Planning Programme at Local Level (2020) has provided general recommendations for modifying the Programme in the area of services that are already provided. The implementation will overcome the identified weaknesses and bring about compliance with the positive legislation. Key recommendations for modifying existing services are provided in Overview 6.

Overview 6. Recommendations for modification of existing services

Type of service	Content	Volume	Method of delivery	Criteria for selection of service providers	Criteria for selection of beneficiaries
Personal assistance (a personal assistant for children and adults)	Assistance and support in daily functioning and social participation	Remains the same (20 hours a week, flexible in coordination with the beneficiaries)	At home and in the community	Persons with secondary education, with a training certificate (for children); certified providers (for adults and the elderly in accordance with the LSP and the relevant secondary legislation)	Children with ICF* findings; adults and the elderly with reduced functional capacity of BIADL **
Care	Divided into two services: home help and home care	Remains the same (20 hours a week, flexible and user-friendly)	Remains the same (in the end-user's home)	Certified providers in accordance with the LSP and relevant bylaws	Adults and the elderly with decreased functional capacity of BIADL **
Help/ Nursing	Divided into two services: home help and home care	Remains the same (20 hours a week, flexible and user-friendly)	Certified providers in accordance with the LSP and relevant bylaws	Certified providers in accordance with the LSP and relevant bylaws	Adults and the elderly with decreased functional capacity of BIADL **
Health Mediation	Mediation between health institutions and vulnerable families for health prevention purposes	Remains the same (20 hours a week)	Remains the same (in the end-user's home, in the health facility, and in the community)	Persons with secondary medical education	Socially vulnerable families from substandard settlements and rural areas
Assistance in institutions	Expert assistance through non-primary personnel in the institution such as: animators in physical education, music, fine arts, physiotherapists, English language educators, computers, speech therapists, etc.	Remains the same (20 hours a week, 4 hours a day)	Remains the same (in the institution)	Persons with higher education or students in their final year of studies in the relevant field with appropriate regulatory changes that will allow their participation in CWP	Remains the same (kindergartens, early childhood development centers, community social service centers, outpatient care facilities, children's hospitals)

* International Classification of Functions (accompanying version for children and youth)

** BIADL – Basic and Instrumental Activities of Daily Living

Taking into account the innovative nature of the CWP, which first introduced services that had not been developed in the municipalities before, the Programme recommends introduction of new services needed at local level based on the results of the field research (Overview 7).

Overview 7. Recommendations for introduction of new services

Type of service	Content	Volume	Method of delivery	Criteria for selection of service providers	Criteria for selection of beneficiaries
Assistance/Help	Introducing a new service to help people with disabilities who live independently, the elderly, people with cytostatic therapy or on chemotherapy, people who do not have help from a close relative, the chronically ill, etc.	Remains the same (20 hours a week, flexible in agreement with customers), whereby the service should fall within the already existing service at local level in order to meet the different needs of citizens. In this regard, the service can be delivered occasionally or continuously.	Remains the same (in the end-user's home)	Persons with at least primary education	People with decreased functional capacity of BIADL*
Assistance to family care (respite)	Responding to family caretakers in the care of dependent family members	80 hours a month (flexible user agreement)	In the end-user's home	Persons with secondary education licensed as providers under the LSP	People with decreased functional capacity of BIADL *
Facilitators for children at risk	Mediation between school and family	20 hours a week, 4 hours a day	At school, at home, and in the community	Persons with secondary education (preference is given to students in their final year of studies in the relevant field with appropriate regulatory interventions that will allow engagement of students in CWP)	Students with learning disabilities and social behavior (children at risk)
Organization of support groups	Assistance and support in establishing and operating support groups	20 hours a week (flexible use in agreement with beneficiaries)	In a social or health care facility where services are used	Persons with a higher education degree or students in their final year of studies in the relevant field with appropriate regulatory interventions that will allow engagement of students in CWP	Beneficiaries of social and health services or their parents/guardians

Type of service	Content	Volume	Method of delivery	Criteria for selection of service providers	Criteria for selection of beneficiaries
Social mediation	Accompanying for the exercise of social protection rights, education, health, etc., assistance and support for social integration	80 hours a week (flexible use in agreement with users)	In institutions/ organizations in the community, at home, and in the community	Persons with secondary education with appropriate training, persons with a higher education degree or students in their final year of studies in the relevant field with appropriate regulatory interventions that will allow engagement of students in CWP, in accordance with the previously established need and service	Marginalized persons (alcohol addicts, drug addicts, gamblers, former prisoners, victims of trafficking, sex workers, etc.), children and youth from families with troubled family relationships due to the presence of social problems associated with deviant behaviors, people with decreased functional capacity of BIADL *

* BIADL – Basic and Instrumental Activities of Daily Living

IMPLEMENTATION OF SOLUTIONS AND NEXT STEPS

Having in mind that the results of the PASTEL analysis of the feasibility of the recommended solutions have shown that the most feasible solution at the moment is Solution 2: Continuation of the CWP with a change in services, without a significant change in the roles of the stakeholders (management through UNDP), while the results of the PASTEL analysis on the impact of recommended solutions on the stakeholders and interest groups pointed out that the best option is Solution 3: Continuation of the CWP with a change in services and roles of the stakeholders (management through partnership of municipalities and ESA), which requires a phased implementation of the changes in the CWP. Namely, in 2020 the CWP will be implemented in accordance with the already adopted 2020 Operational Plan. In 2021, Solution 2 will be applied with the implementation of changes in the content of the Programme, which will continue to be managed by UNDP, while in 2022, Solution 3 will be implemented,

which provides for management of the Programme by the ESA and the municipalities.

It is recommended that in the period 2020-2021, a number of preparatory activities for the implementation of Solution 3 in 2022 be carried out, which will include all relevant stakeholders for this Programme. The proposed activities by years are explained in more detail below:

Activities in 2020

- Implementation of the CWP, provided in the Programme for work engagement in accordance with the Operational Plan for 2020.
- Inclusion of a representative of the MH in the Working Body.
- Preparatory activities for implementation of Solution 3 in 2022:
 - Supporting the municipalities and ESA by providing funding,

preparing and planning projects for their empowerment to take over the management of the CWP for the implementation of Solution 3 in 2022;

- Establishing the Municipal Council Sub-Group for Social Protection (MCSSP), composed of permanent members: a representative of the municipality, EC and CSW, and occasional members: representatives of schools, health care centers, NGOs, etc., thus replacing the Municipal Commission with its existing responsibilities;
- Leading trainings for the municipal administration to conduct mapping of social needs and prepare the social plan and the annual Programme;
- Leading basic training for the municipal administration for social protection and social services;
- Organizing workshops for the municipal administration on the reform of the social protection system and the new role of the municipalities in this system;
- Leading trainings for all stakeholders for strategic planning in social protection, networking at local level, and project preparation through multi-sectoral cooperation.

Activities in 2021

- Implementation of the CWP in accordance with **Solution 2**: Continuation of the CWP with a change in services, without a significant change in the roles of the stakeholders (UNDP management).
- Continuation of the implementation of the activities and projects for strengthening **ESA for the implementation of Solution 3**:
 - Preparation and adoption of new operational guidelines, forms and instruments necessary for the realization of the Programme;

- Introducing EC professionals with their new roles and tasks in the CWP;

- Preparation and adoption of protocols for cooperation with other stakeholders.

- Continuation of the implementation of the activities and projects for strengthening the **municipalities for the implementation of Solution 3**:

- Supporting the Municipal Council for Social Protection, the municipal administration and the CSW in their efforts to conduct mapping of social problems and vulnerable groups in the municipality, analysis of the capacities and the available social services, as well as the specific needs for development of social services in the municipality;

- Supporting the Municipal Social Protection Council and the municipal administration in strategic planning and preparation of the social plan and annual Programme.

- Continuation of the implementation of the activities and projects to strengthen the **CSW and other stakeholders for the implementation of Solution 3**:

- Introducing CSW professionals with their new roles and tasks in the CWP.

Activities in 2022

- Implementation of the CWP in accordance with **Solution 3**. Continuation of the CWP with a change in services and the roles of the stakeholders (management through partnership between ESA and municipalities).

REFERENCES

- Government of RM. (2018). Education Strategy 2018-2025.
- Government of RM. (2018). National Strategy for Deinstitutionalization in the Republic of Macedonia “Timjanik”.
- Government of RM. (2016). National Strategy for Equality and Non-Discrimination 2016-2020.
- Government of RM. (2010). National Programme for Development of Social Protection 2011-2021.
- Government of RM. (2010). National Strategy for Aligning the Rights of Persons with Disabilities (revised) from 2010 to 2018.
- Government of RM. (2010). National Strategy for Elderly Persons 2010-2020.
- Government of RM. (2010). National Strategy for Poverty Reduction and Social Exclusion in the Republic of Macedonia 2010-2020.
- Herman, L. (2013). Writing Policy Papers. California, USA: Stanford Law School.
- Law on Employment and Insurance in Case of Unemployment (Official Gazette of RM No. 37/97, 25/2000, 101/2000, 50/2001, 25/2003, 37/2004, 4/2005, 50/2006, 29/2007, 102/2008, 161/2008, 50/10, 88/10, 51/11, 11/12, 80/12, 114/12, 39/14, 44/14, 113/14, 56/15, 129/15, 147/15, 154/15, 27/16, 119/2016).
- Law on Inter-Municipal Cooperation (Official Gazette of RM No. 79/2009).
- Law on Local Self-Government (Official Gazette of RM No. 5/2002).
- Law on Primary Education (Official Gazette of RM No. 161/2019).
- Law on Protection of Children (Official Gazette of RM No. 23/13, 12/14, 10/15, 25/15, 150/15, 27/16, 163/17, 21/18, 198/18, 104 / 19, 146/19).

- Law on Secondary Education (Official Gazette of RM No. 44/1995, 24/1996, 34/1996, 35/1997, 82/1999, 29/2002, 40/2003, 42/2003, 67/2004, 55/2005, 113/2005, 35/2006, 30/2007, 49/2007, 81/2008, 92/2008, 33/2010, 116/2010, 156/2010, 18/2011, 42/2011, 51/2011, 6/2012, 100/2012, 24/2013, 41/2014, 116/2014, 135/2014, 10/2015, 98/2015 and 145/2015, 30/2016, 127/2016, 67/2017 and 64/18).
- Law on Social Protection (Official Gazette of RM No. 104/19, 146/19).
- MLSP. Operational Plans for Active Labor Market Employment Programmes and Measures for 2012-2013, 2014, 2015, 2016, 2017, 2018, 2019, 2020. Skopje.
- MLSP, ESARNM and UNDP. (2019). Operational Guidelines for the Community Works Programme. Skopje.
- UNDP. (2017). An Evaluation Report on the Community Works Programme in the Former Yugoslav Republic of Macedonia. United Nations Development Programme (UNDP) FYRM.
- UNDP. (2017). Community Works Programme: Building Communities, Changing Lives. Skopje: UNDP.
- <http://www.mtsp.gov.mk/>
- <https://av.gov.mk/>
- <http://rabotaimoznosti.mk/razvoj-na-opshtini/mk/design-thinking/>



Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Swiss Agency for Development
and Cooperation SDC

