

CHALLENGE MATRIX – TERRITORIAL DEVELOPMENT

POTENTIAL KEY CHALLENGES:

- Existence of pronounced disparities among and within planning regions, as well as between rural and urban municipalities
- Municipalities do not contribute sufficiently (limited capacity) to accelerating local socio-economic development
- Pronounced trend of migrations (internal and external)
- The available financial resources are insufficient for smooth implementation of municipal responsibilities
- Localizing climate action and adaptation to climate change
- Modernization of the approach to spatial and urban planning and its alignment with climate and green policies
- Necessary prerequisites for accelerated digital transformation of municipal services into e-services.
- Destruction of arable agricultural land and the environment in rural and suburban municipalities and increased urbanization
- The regional aspect of agricultural and rural development policy
- Integral system for mapping, prevention and efficient addressing of risks from natural and industrial disasters
- Balance between commercial interests in the use of natural resources and public interests in their sustainable use
- Combating corruption at the local-municipal level

- Dehumanization of the urban (city) environment
- Monocentric development of the Republic of North Macedonia
- Public and private investments aimed at ensuring regional development
- Regional disparities in the provision of public services and quality of life
- The workforce in planning regions and investment in human capital
- New railway infrastructure
- New road infrastructure
- Intermodal transportation
- Intelligent transportation systems
- Modal distribution of travel
- Existing railway infrastructure
- Existing road infrastructure
- Urban transportation infrastructure
- Vehicles for road transport
- Traffic safety
- Trend of degradation of the ecological status of water bodies
- Infrastructure for water supply and waste management
- Remediation of historically hot ecological spots contaminated areas
- Low public awareness of the challenges related to environmental pollution and its impact on public health
- Sustainable mechanisms for cooperation between municipalities and planning regions with citizen associations

CHALLENGE	CAUSE	EFFECTS	CHANGES IN SOCIETY - SYSTEMIC APPROACH
Existence of Pronounced Disparities between Municipalities	 Single-tier local self-government (80 municipalities and the city of Skopje) with symmetric transfer of responsibilities to all units of local self-government, regardless of their characteristics. Municipalities without a transfer of responsibilities are deprived of the possibility to finance specific responsibilities through block grants. 	 Smaller and predominantly rural municipalities do not fully implement all transferred responsibilities. Their population, as a whole or in certain parts, is deprived of certain municipal services or receives them with uneven quality (e.g., culture, social protection, child protection, fire protection). 	 Balancing development and achieving a higher level of balance in the development of local self-government units and at the level of planning regions. Full implementation of the provisions from the Law on Intermunicipal Cooperation and the Law on Balanced Regional Development. Efficient system and instruments for fiscal equalization and incentives for performance in line with the specifics of municipalities
Municipalities do not contribute (have limited capacities) to accelerating local socioeconomic development. Decentralization of Responsibilities in the Fields of Local Economic Development and Social Protection. Functional Decentralization and Vertical/Horizontal Coordination of the System.	The strongest instruments, institutional capacities and sources of financing are centralized. The political decision to prepare, finance and implement active measures and related programs to support socio-economic development primarily by national institutions with minimal involvement of municipalities.	Low fiscal capacity and a lack of financial instruments that would significantly help increase employment rates, enhance sustainability and competitiveness of the local economy and provide support to the most vulnerable categories of citizens in terms of specific and sustainable social services. Higher unemployment among women in rural areas	 Creating an environment that enables municipalities to facilitate rapid and effective territorial development with a pronounced socio-economic component. Establishing an adequate normative and institutional framework and allocating resources appropriately (human, financial and others). Making political decisions for consistent transfer of responsibilities related to local socio-economic development, Strengthening existing and transferring new competencies to tourism and hospitality, as well as in the field of agriculture and rural development.

Pronounced Trend of Internal and External Migration in Municipalities/Regions.	The measures to support rural development and increase the attractiveness of rural areas do not yield adequate effects. Some rural areas face objective developmental disabilities and require specifically tailored measures.	 Young people predominantly leave rural municipalities and rural areas of urban municipalities. As a consequence, there is an aging population. Decreasing economic activity affects the drop in revenues of rural municipalities and reflects on the quality and coverage of local services. A small number of 	 Deepening cooperation between municipalities, central government and other stakeholders to develop municipal economic zones and attract investments. Establishing municipal business accelerators. Integrating services related to social housing into the field of social protection as a local responsibility and ensuring stable funding. Development of social services to support and protect children, adults, and persons with disabilities Timely, integrated, well-prepared, and financially robust active measures are necessary for socio-economic development in rural municipalities and areas. Measures for demographic development are essential to encourage population retention and immigration to our country, especially among young people. Rural capital infrastructure needs gradual renewal and development with continuous support from the state. A systemic approach targeting the elderly population, which is
		women own property in rural areas	 dominant in certain regions. Targeted approach to increasing opportunities in specific regions. Specific measures enabling an increase in the percentage of

The available financial resources are insufficient for smooth implementation of municipal responsibilities. The transferred responsibilities to the municipalities are not accompanied by appropriate financial instruments for their financing, such as, primarily, more robust financial transfers from the state.	Low level of fiscal decentralization. For several years, municipal revenues/expenditures have ranged from 5% to 6% of GDP, while the average in the EU27 is consolidated at approximately 11.2%.	 The absence of a developmental component in the delivery of local services. There is a lack of financial resources for the maintenance and renewal of existing basic resources/infrastructure. Compensating for the lack of local institutions in areas such as culture and social protection through inter-municipal cooperation is not feasible. A significant part of the population in rural areas still uses municipal services from informal systems. 	property ownership by women in rural areas Investments in supporting women entrepreneurs (agriculture, rural tourism, crafts, etc.). Providing sufficient financial resources for the implementation of all decentralized responsibilities through deepening fiscal decentralization. Deepening fiscal decentralization. Establishing an integrated, transparent, and predictable grant system. Transition to EU27 regional/local policies supported by sustainable financing. Need for a transition to multiyear budgeting at the national/local level. Strengthening own revenues, increasing the percentage of shared taxes. Greater accountability for the spending of funds. Expanding the responsibilities at the local level.
Local Response to Climate Change	There is a lack of integrated and well-organized approach to localizing climate action, even though relevant responsibilities have been transferred to municipalities. The adoption of the Law on Climate Action and the Strategy for Climate Action is forthcoming,	Climate change and environmental degradation represent an existential threat that manifests through frequent natural disasters with severe consequences for men, women, vulnerable groups of both men and women, and infrastructure.	Localizing climate action through planning and implementing local measures for mitigation and adaptation to climate change, with a special focus on the needs of women and vulnerable categories of citizens, through enhanced intermunicipal cooperation and coordination at the level of planning regions.

Modernization of Spatial and	Insufficient implementation of	Current urban solutions	 Defining the role of municipalities and planning regions in creating a new economic model - Green economy and establishing markets for clean technologies and products, followed by the generation of new high-quality green jobs for men and women Investments in ecological infrastructure and other environmental protection measures. Development of municipal and regional policies and measures aiming for net-zero greenhouse gas emissions by 2050. Local promotion of economic growth separate from resource use - circular economy. Increased financing and implementation of measures for energy efficiency and climate change adaptation. Mobilizing investments for the renewal and development of forest resources, soils, wetland and peatland protection. Education on climate and nature and environmental protection. Alignment of climate action goals and nature and environmental protection. Alignment of spatial and urban
Urban Planning and its Alignment with Climate and Green Policies.	prescribed standards for the preparation of urban plans and inadequate alignment of these	generate a high carbon footprint and have an overall negative	plans in which the most up-to-date standards are applied: - Introducing low-emission zones in cities.

	standards with EU standards and best international practices. There is a lack of a National Spatial Plan (currently there is no Law on Spatial Planning either) and related spatial policies and plans for the development of smart and green, sustainable and resilient populated areas. Inadequate digital models and lack of standards.	impact on the quality of the environment in populated areas. Urban planning is often characterized by public conflicts, opposing opinions and related tensions.	 Local policies for parking in polluted zones, more intensive greening of populated areas and establishing green zones, corridors and barriers around industrial facilities and frequent roads. Increased protection and development of urban green spaces and recreational areas. Revision of traffic solutions in settlements to create conditions for smooth pedestrian and bicycle travel (separate fast lanes, etc.) and use of other transportation means that do not cause air pollution, etc and are tailored to the needs of women, men and vulnerable citizens. Free and tailored access to digital services (open data) for men, women and vulnerable groups of citizens
Necessary Prerequisites for	The development of the	The number of municipal e- services is much smaller	A developed concept of a dual transition: green and digital.
Accelerating the Digital Transformation of Municipal Services into E-services.	information society and digitalization in the Republic is still being implemented from top to bottom, with minimal direct involvement of municipalities and with a limited number of measures and activities in the current strategic documents related to the digitalization of local services.	services is much smaller compared to those provided by the state. Not only smaller, but also larger municipalities in the Republic are not joining the interoperability platform and are not using the available ICT tools of the MISA. The opportunity to generate savings by enabling the economy of scale is missed, avoiding	Digitalization of local services in accordance with the capabilities and needs of mothers, women, and vulnerable groups of citizens. Digital transformation of the entire service infrastructure "Digital twins" that enable data collection and monitoring of changes, while also allowing simulations that can predict how the city or the populated area will function under significant changes in key variables.

		fragmented investments in digitalization for each municipality separately. Investments do not take into account the needs of women and vulnerable groups of citizens in the design of digital services and tools	Designing a model of an e-municipality and its implementation.
Dehumanization of the Urban (City) Environment as a Result of "Aggressive" Profit-Oriented Urbanization, without Considering Social and Environmental Concerns	Low level of culture for participatory democracy and direct democracy as a mechanism for greater community involvement in decision-making. Inadequate role of local communities in adopting urban plans and dysfunctionality of local communities as units of local government. Low levels of participation by women and vulnerable groups of citizens in local decision-making processes;	Commercialization of the urban environment at the expense of the public interest and the public environment, parks, parking spaces, pre-school and school environments, infrastructure for the elderly and persons with special needs, in favor of generating higher revenues for municipalities and interest groups. Creating an unhealthy young population prone to closed communities, extreme behaviors and other health disorders.	Urban planning should be fully entrusted to municipalities, with the obligation of referendum clarification when the public area is seriously damaged. Defining minimum criteria for public spaces, green areas, public institutions, kindergartens, accessible routes for persons with special needs, the elderly, parking spaces, and the like. Strengthening the role of local communities in adopting urban plans. Introducing a mandatory percentage of participation by the underrepresented gender and vulnerable groups of citizens in urban planning decisions.
Destruction of Arable Agricultural Land and the Environment in Rural and Suburban Municipalities as a Result of Inadequate Urban and Spatial Planning.	With the Law on Local Self-Government (LLSG), municipalities do not have competencies in spatial planning, except for being consulted (Article 78, item 2 of LLSG). Consultations either do not take place or are of low quality due to the weak professional capacity and lack of tradition.	Encouraging migration and reducing the continuous source of funding and development. Environmental destruction, on the other hand, also diminishes opportunities for alternative development such as rural tourism, hunting and fishing tourism or hiking and other branches of tourism. Over time, the municipality becomes an	Adoption of legal regulations declaring agricultural land as national treasure of strategic interest, where strict rules for adaptation into construction land will apply. Creation of legal possibilities for adapting infertile land into construction land. Circumstances for encouraging the use of infertile land.

Manacentric Development in the	On the other hand, bearing in mind that the main source of funding for municipalities comes from the regulation of construction land, they tend to regulate land that will be inexpensive to develop but will bring higher profits to investors, leading to the destruction of fertile agricultural land and the environment.	unsuitable place for living, leading to further changes in the demographic, tourist, and environmental landscape of the country. The country deepens the internal imbalance in development through a loss of development potential.	• Efforts to develop the distinct
Monocentric Development in the Republic of North Macedonia	 Weak transport infrastructure and regional connectivity. Significant demographic differences among regions. Ineffective implementation of legal regulations for regional development - inefficient institutional infrastructure for balanced regional development. Lack of regional development policies. Lack of efficient data collection/processing system for regional/municipal interests. 	 Significant disparities in infrastructure, human capital and potential among the regions compared to the capital city of Skopje. Lagging development in all other planning regions compared to the Skopje region. Increased demand for social, municipal, healthcare, educational, administrative and other service for the population and economic operators in the city of Skopje and the Skopje planning region. Deteriorating environment due to air pollution and pollution in the capital city. 	 Efforts to develop the distinct identity of planning regions, as well as their affirmation and development. Support for the inter-municipal and cross-border cooperation among local self-government units for incentivizing. Increasing competitiveness of planning regions by strengthening their innovation capacity and optimizing the use and valorization of natural resources, human capital and economic characteristics of different regions. Establishing a robust normative framework and functional institutional infrastructure to implement policies for balanced regional development. Measures to reduce emigration to foreign countries and to the Skopje planning region, which is facing the most significant demographic pressure. Establishment of some form of National Demographic Institute

		 Large social and economic disparities between regions, especially between the Skopje region and other planning regions. Significant migration to the capital city and emigration - disappearance of small and rural populated areas. Decreasing human capital in other regions compared to the Skopje region. There is a significantly smaller number of women active in the labour market in rural areas compared to urban environments 	responsible for in-depth scientific research on changes in population numbers, structure, migrations and population policies, connected with the subsystem for balanced regional development. • Creation of specific affirmative measures to activate women in rural areas.
Public and Private Investments Aimed at Ensuring Regional Development	 Limited budget resources in the central and municipal budgets. Weak capacities for mobilizing public revenues. Weak planning and implementation capacities for capital/infrastructure projects. 	 Low levels of public investments in less developed regions. Concentration of key public investments in the Skopje Region. Underdeveloped infrastructure and disparities among regions. 	 Consistent implementation of the strategy and legal regulations for regional development. Efficient system for identifying regional investment needs - enhanced system of capital transfers and investments in regions. Fair fiscal equalization system that stimulates regional development.

	 Uneven distribution of public funds across regions - disregard for regional development indexes. Lack of detailed municipal and regional statistics. Administrative-bureaucratic procedures, institutional infrastructure/capacity and high levels of corruption. Lack of adequate workforce and educational qualifications across regions. Lack of an efficient system for determining the need for public investments across regions - ineffective system of capital transfers. Lack of regional policies to attract and incentivize private investments. 	 Disparities in the efficiency of the public sector, public services and quality of life among regions. Migration and decreasing human capital in regions. Lower wages and standard of living (regional disparities) among the population. Fewer private investments and regional economic development 	 Incorporating a regional perspective in the planning and implementation of central and local budgets. Efficient educational system that considers regional needs for qualifications and workforce. Regional approach in creating policies to encourage and attract private investments – (evolution and advancement of the system of TIDZ across regions; tax exemptions and similar incentives; streamlining business procedures, etc.). Regional approach in drafting policies to support entrepreneurship and industrial development. Emphasizing creative and cultural industries.
Regional Disparities in the Provision of Public Services and Quality of Life	 Incomplete process of decentralization and regional development. Lack of minimum standards for providing basic services for men, women and vulnerable groups of citizens at the regional/municipal level. 	 Significant differences in the level of public services provided across regions. Increased migration between regions and abroad. Decreasing human capital in regions. 	 Establishing an efficient system to monitor needs of men, women and vulnerable categories of citizens and reduce disparities in the provision of public services at the regional level. Creating a functional institutional infrastructure at the

	 Lack of an efficient system for determining the needs and quality of public services by regions. Lack of a real assessment of the cost/expenses of delivering public services. Underdeveloped institutional infrastructure for balanced provision of services at the regional level. Insufficient finances, variable sustainability and their diversification. Demographic disparities and a shortage of qualified workforce. 	 Reduced potential for development in certain regions. Low level of private investments and business openings. Significant disparities in the quality of life - disparities in healthcare, environment, culture, sports and recreation among the planning regions. 	regional/municipal level for providing public services. Ensuring sustainable financing of the regions in providing public services. New and sustainable support system for areas with specific development needs. Diversification (where possible) of providers of public services. Digitalization and use of innovative approaches in providing public services at the regional level. Ensuring minimum standards and quality of healthcare services in all planning regions, taking into consideration the needs of women, men and vulnerable groups of citizens Implementing a system to monitor, maintain, and modernize municipal infrastructure.
Workforce in Planning Regions/Municipalities and Investment in Human Capital.	 Demographic, regional and gender disparities. Mismatch between the educational system/profiles and the specific labor market in planning regions. 	 Significant regional and gender disparities in employment, economic growth and standard of living. Limited opportunities for establishing and efficiently operating 	 Education tailored to the specific labor market in planning regions. Strengthening human capacities in regions/municipalities to ensure quality education. Active programs for retraining and employment based on regional and gender specificities.

	 Unfavorable educational structure of the workforce at the level of planning regions. Regional disparities in qualified workforce according to the needs of businesses and the public sector. Significant regional differences in wages/compensation for the workforce. Regional disparities in the capacities for acquiring competencies and lifelong learning. Significant regional disparities in employment opportunities. 	businesses in certain regions. • Low quality of public services for men, women and vulnerable groups of citizens • Significant migrations to the capital city and abroad.	 A regional approach to active labour market policies targeting groups with limited access to the labor market, including women and vulnerable groups of citizens Active platforms for monitoring regional labour markets and employment opportunities. Strengthening social entrepreneurship, with a focus on youth and women - establishing support centers for social enterprises at the level of planning regions. Building strong institutional capacities in planning regions to facilitate access to the labor market for vulnerable categories of citizens. Incentives and support for founding businesses and employment in line with the specific development level of the regions and the needs of men, women and vulnerable groups of citizens
New Railway Infrastructure	Unconstructed sections of Corridor 8, large investment costs, problems with expropriation, inadequate tendering procedures, insufficient human resources, insufficient coordination with neighboring countries (high-speed railway, Corridor 8, Strumica- Petrich railway) inefficient institutions and slow public sector.	Higher transport costs, less economic cooperation with neighboring countries, reduced mobility of people, lower socio-economic development in regions where the railway passes.	 Improvement of skills and human resources for managing large projects. Enhanced coordination with neighboring countries. Increased publicity and presentation of projects. Preparation of project documentation for new railways. More efficient institutional infrastructure for planning and implementing infrastructure projects.

New Road Infrastructure	Unsatisfactory performances of existing roads to neighboring countries, large investment costs, inadequate and incomplete project documentation, inadequate tendering procedures, insufficient human resources	Higher transport costs, reduced mobility of people, lower socio-economic development in regions where the roads pass, increased number of traffic accidents, lower economic competitiveness of businesses and the country.	 Improvement of skills and human resources for the preparation and management of large projects. Establishment of public-private partnerships for investing and managing the road infrastructure.
Intermodal Transportation	Underdeveloped intermodal terminal for freight transport, lack of project documentation and feasibility studies, limited information provided to private companies and potential concessionaires.	Unfavorable modal distribution in freight transport, increased direct and external transport costs, underutilization of the railway, higher costs for road maintenance, reduced employment.	Creation of conditions for the construction and functioning of an intermodal terminal for freight transport, improved functioning of railway transport and offering more favorable business conditions for concessionaires.
Intelligent Transport Systems	Uninstalled equipment in transport systems for implementing intelligent transport systems, insufficient information provided to users of transport services.	Lack of appropriate information and applications for traffic management. Unattractiveness of public transport systems for passengers. Costlier methods for data collection. Reduced traffic safety, longer travel times from door to door, higher transport costs reflected in the overall price of transportation.	Implementation of advanced information technology for obtaining information, managing and utilizing transport systems and facilitating the introduction of multimodality.
Modal Distribution of Travel	Dominance of road transport, underutilization of railways, lack of intermodal and multimodal terminals, inadequate pricing of transportation based on the type	Increased negative impacts on the environment and human health, higher transport costs for long- distance bulk transportation of goods.	Promotion of passenger rail transport with special tariffs and discounts, special tariffs based on the type of cargo in truck transport, increasing the train offer for passenger transportation.

Existing Railway Infrastructure	of goods and the amount of external transport costs. Outdated railway tracks, construction objects, buildings and station equipment unfavorable conditions at stations, large number of level crossings, insufficient ongoing maintenance, outdated traffic control system, lack of a sustainable financing system - insufficient	Reduced interest in rail transport, reduced number of passengers in railway traffic, increased risk of traffic accidents, higher maintenance costs, unsustainable (economic) railway transportation system.	Complete renovation of outdated infrastructure elements and strategic maintenance planning, implementation of new traffic control and safety systems, adopting a multi-year plan for maintenance and improvement of railway infrastructure.
Existing Road Infrastructure	budget/finances. Unreconstructed blackspots, impacts of climate change, unsatisfactory level of service on some state roads, technically inadequate and unpaved state road segments, inadequate standards for designing, maintaining and constructing local roads in accordance with the needs of women, men and vulnerable groups of citizens, lack of a sustainable financing system inadequate budget/finances. Lack of an efficient planning and monitoring system of the road	Reduced traffic safety for men, women and vulnerable groups of citizens, frequent rockfalls and landslides, increased travel time and transport costs, low traffic intensity, rapid deterioration and depreciation of local roads, risks and traffic accidents.	Correction of blackspots, adaptation of projects and constructions to climate change and to the needs of women, men and vulnerable groups of citizens, improvement of technical elements on state roads and their paving, establishment of monitoring systems and standards for designing, construction and maintenance of local roads.
Urban Transport Infrastructure	infrastructure. Lack of infrastructure for non- motorized travel, urban infrastructure which is not adapted to the needs of women, men, and vulnerable groups of citizens, lack of reserved/segregated infrastructure for mass public passenger	Increased safety risks for non- motorized travel, longer travel time and transport costs, inappropriate use of public parking spaces, increased negative impacts on the environment.	Promoting non-motorized travel by building and improving the suitable infrastructure, investment in environmentally-friendly mass public passenger transport systems, sustainable mobility - new approaches and paradigms in urban mobility planning in accordance with the needs of women, men and

Traffic Safety	transport in Skopje, lack of parking space in central urban areas, inadequate planning for sustainable urban mobility, lack of equipment for implementing intelligent transport systems (ITS), low digitization in managing transport infrastructure. Insufficient number of police controls in road transport, incomplete equipment for speed control in road transport (e.g., fixed radars), lack of adequate advertising and education about the problem of traffic accidents, inadequate penalties and efficiency of judicial procedures.	High fatality rates in traffic accidents relative to the population, high costs for society due to loss of human lives, medical treatment and disability, increase in insurance rates for traffic accidents when registering vehicles.	Increased police control, improvement of the information and intervention system in case of traffic accidents, enhancement of speed control equipment in road traffic, improvement of regulations and efficiency of the judicial system, improvement of advertising and education for traffic safety, preparation of a methodology for the economic assessment of the amount of costs of traffic accidents, improvement of the data collection system for traffic accidents, establishment of a dedicated institution for road traffic safety.
Trend of Degradation of the Ecological Status of Water Bodies	Shortcomings in the water and land management system. - Insufficient management capacities at the national, river basin, and municipal levels in key components of the management system (planning, implementation of measures, issuing permits and conducting inspection, water monitoring and data	Pollution from diffuse sources. Pollution from point sources. Hydromorphological changes in water bodies. Increasing risks associated with harmful water activities - Floods - Droughts	Implementation of a system based on principles of integrated water resources management, water security and ecosystem-based approaches (solutions based on nature). Strengthening institutional capacities in accordance with the actual management needs across all components/functions of

management, communication and public participation).

- Land use planning (spatial/urban) that favors the degradation of natural ecosystems at the expense of other (short-term) interests.

Insufficient alignment of water protection objectives with other sectoral policies, strategies, and plans (e.g., agriculture, forestry, various economic activities).

End effects:

- Disruption of functions and "services" of water ecosystems
- Uneven distribution of "benefits" and "costs" from the current state of water management by favoring private interests over public interests and maximizing present gains at the expense of the future.

the system¹ (based on functional analysis and scenario development).

Enhancing data, analytical, and planning basis in accordance with modern approaches and political instruments for water management.

Alignment of sectoral policies, strategies, plans, and approaches with water management objectives.

Targeted implementation of priority measures/investments to reduce impacts to maximize the risk of failing to achieve a"good ecological status".

Implementing win-win solutions that simultaneously address multiple objectives (e.g., reducing hydromorphological changes, pollution and flood protection).

- Strengthening the education system.
- Targeted strengthening of public awareness regarding key challenges among women, men and vulnerable groups of citizens
- Combating corruption throughout the key phases of the water and land management system.

¹ Planning, Implementation of Measures, Issuing Permits and Conducting Inspection, Water Monitoring and Data Management, Communication and Public Participation