***Legal assessment of existing administrative capacities for enforcement of environmental legislation at central and local levels. New Law for Inspection on Environment***

*Project MK-10-IB-EN-01*

*Activity no: 2.1*

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**List of Acronyms**

|  |  |
| --- | --- |
| AE | Administration of Environment |
| BATs | Best Available Techniques |
| BREFs | Best Available Techniques Reference Document |
| CSO | Civil Society Organisation |
| EC | European Commission |
| EIA | Environmental Impact Assessment |
| IC | Inspection Council |
| IED | Industrial Emissions Directive 2010/75/EU |
| IMPEL | European Union network for the implementation and enforcement of environmental law |
| IPPC | Integrated Pollution Prevention and Control |
| LCP | Large Combustion Plant |
| LEAP | Local Environmental Action Plan |
| LoE | Law on Environment |
| LSGU | Local Self-Government Unit |
| MoAFWM | Ministry of Agriculture, Forestry and Water Management |
| MoEPP | Ministry for Environment and Physical Planning |
| MLSGU | Ministry of Local Self-Government Units |
| NEAP | National Environmental Action Plan |
| NGOs | Non-Governmental Organisations |
| RMCEI | Recommendation 2001/331/EC of the European Parliament and the Council providing for minimum criteria for environmental inspections in the Member States |
| SEI | State Environmental Inspectorate |
| TA | Technical Assistance |
| WWTP | Waste Water Treatment Plant |
| ZELS | Association of the Units of Local Self-Government of the Republic of Macedonia |
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# Introduction

The Republic of Macedonia has regulated its environmental inspectorate in a manner that divides responsibilities between the central level and the level of cities and municipalities. This report is produced under Component 2: ‘Improved effectiveness of environmental enforcement system’, Activity 2.1, missions 1 and 2 - Comparison of existing national environmental legislation with relevant EU legislation in the field of air quality, water quality and IPPC/IED and proposal for Law for Inspection on Environment.

It builds on findings and results of Component 1, Activity 1.1, reflected in the ‘Report on Legal and institutional assessment of existing administrative capacities for enforcement of environmental legislation at central and local levels’from March 2015.

The main task under missions 2.1.1 and 2.1.2 has been to identify weak points and failures in the implementation of the relevant directives, identified in Activity 1.1. Proposals for improvement will be prepared and discussed with main beneficaries and relevant stakeholders at various meetings.

In order to prepare for future membership of the European Union, it will be necessary to ensure that the State Environmental Inspectorate (SEI) meets minimum inspection standards (notably binding ones like those laid down in article 23 of Directive 2010/75/EU of the European Parliament and of the Council of 24  November 2010 on industrial emissions – IED, and those laid down in [Recommendation 2001/331/EC](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32001H0331) providing for minimum criteria for environmental inspections in the Member States (RMCEI)) and enhance capacities to increase effectiveness on state and local levels. In that manner, it is ensured that a level playing field is guaranteed among the EU member states and within Republic of Macedonia itself.

# Legal assessment - Regulatory framework of environmental protection in the country

## Overview

### Introduction

One of the main targets of the Ministry of Environment and Physical Planning (MoEPP) in the Republic of Macedonia is to improve the implementation of and compliance with environmental legislation of all Macedonian industries, enterprises, other stakeholders as well as of its citizens. Environmental Inspectorate bodies in the Republic of Macedonia were organised under the line Ministry, for the time being, as well as under the local cities and municipalities, but currently are in the process of becoming independently operating bodies. This process will be completed upon the adoption of a Law for Inspection on Environment to cover issues that are not covered by the Law on Inspection Supervision (OG 50/10, 162/10, 157/11, 147/13, 41/14). SEI became an independent legal body in 2014 with own budget, but it will still be one of the eight constituent bodies within MoEPP, and authorised inspectors on local level keep residing under the jurisdiction of the local self-government units (LSGU). The SEI can only supervise the LSGU at an administrative level but there is no possibility to supervise all their programmes, plans and executions in practice. This system follows a similar structure to the one implemented in the Republic of Croatia in the period 2000 – 2014.

### The Law on Inspection Supervision

In the Republic of Macedonia, based on the Law on Inspection Supervision, the Inspection Council (IC) was established in January 2014. The IC operates through a president and several coordinators, with one of them being responsible for health and environment issues. The main activities of the IC are the coordination of inspectorates and inspection authorities in the Republic of Macedonia; providing the training and education for inspectors and to administer the process of licensing of inspectors. After the expiry date of their licence inspectors will have to renew them by taking the prescribed exam. Besides this exam, inspectors are obliged to pass the general state exam for civil servants. It is important to note that the IC coordinates and oversees the work of state level inspectors. This body should provide the basis for the general efficiency assessment of the different inspectorates and inspectors and should provide confirmation of Inspection programmes and plans. The IC has no general competence over local inspectors. For that reason the IC entered into a Memorandum of Understanding (MoU) with the Association of Local Self Governments (ZELS), agreeing that prescriptions should be common to both central and local inspectors. Besides regulating the rights and duties of inspection services that organisationally are part of the different ministries, the Law on Inspection Supervision also regulates the different units within the bodies of state administration and the units of local self-government and the city of Skopje regardless of their nature. The Law on Inspection Supervision is based on the principles of independence, publicity, proportionality, prevention and subsidiarity. The Law also regulates the status of all inspectors (state and local), licencing procedure of inspectors, monitoring and evaluation of the work of inspectors. It also provides the basis for professional training and improvement of the inspectors’ work. Special provisions cover the rights, obligations and authorisation of inspectors.

### Current structures and enforcement of environmental law

*Coordination with other projects*

There are two on-going technical assistance projects in the Republic of Macedonia specially relevant: ‘Strengthening the Institutional Capacities for Approximation and Implementation of Environmental Legislation in the Area of Water Management’, which already made a legal assessment; and ‘Strengthening Capacities for Implementation of Environmental Legislation at Local Level'.

The IPPC Directive has already been transposed in Macedonia. The competence for permitting of all industrial activities in the Republic of Macedonia is shared between the MoEPP and LSGU (cities and municipalities). Industrial activities are currently divided into two groups: IPPC A and IPPC B. The IPPC A activities are related to Annex 1 of the IED and the rest of the industrial activities reside under the IPPC B category. IPPC B installations also get a single permit which includes prescriptions on all media (air, water, waste, etc.), but not with BAT as a basis, and without a public debate / adequate involvement of stakeholders and the public/local population. All IPPC A and IPPC B permits are revised after 5 years, in case there are no specific requirements for modifications or amendments of permits.

*MoEPP*

The MoEPP is the competent authority for issuing IPPC A permits, and the LSGU (cities and municipalities) is the competent authority for IPPC B permits with the exception of the installations in the protected areas. MoEPP is in charge of issuing IPPC B permits when the installation is located in a protected area. All IPPC B permits are checked for technical merit by the MoEPP. It is reported that until now 101 IPPC A permits are issued while the LSGU issued 164 IPPC B permits. The total number of IPPC A installation is estimated at 150 and the number of IPPC B installations is estimated at 400-500.

*SEI*

Currently, the SEI is the responsible body for conducting inspections and adopting enforcement measures for the purpose of protection of air quality, inland waters and water basins, soil, degradation and pollution of protected flora and fauna, protection of biodiversity, protection of geodiversity and natural resources as well as areas protected by law (national parks, monuments of nature, forest park, ornithological reserves etc.); protection of the ozone layer, protection from harmful noise in the environment and the protection of ionizing radiation. The state environmental inspectors supervise the installations with IPPC A permit, and also IPPC B permit if these are located within a nature protected area. They are also responsible for compliance, checking and enforcement of environmental laws, sub-laws and other regulations.

The total number of employees in SEI is 26 persons. The SEI consists of a Director, 2 Heads of Sector for Environmental supervision and Sector for Nature Protection and Waters Supervision and 19 State Environmental Inspectors (11 of them also licenced as State Nature Protection Inspectors), 1 technical secretary and 2 administrative staff.

*Local authorized inspectors*

The Republic of Macedonia started a process of decentralisation in 2005, transferring certain powers from the central government in Skopje to the municipalities. The Law on Environment introduced for the first time authorised “local” inspectors for environment and provides the basic provisions for their work. They are defined as an ‘Authorized Inspectors of Environment of the municipality’ and ‘Authorized Inspectors of Environment of the City of Skopje’ and ‘Authorized Inspectors of Environment of the municipalities of the City of Skopje’ (Authorized Inspectors). They are responsible for the inspection at the local (municipal) level. There are 81 municipalities in Macedonia, which should each have at least 1 inspector appointed by the LSGU. Currently, there are only 41.

Due to the previously mentioned process of decentralization, local/municipal authorised inspectors have to deal not only with environment supervision but also with other issues transferred to municipalities as well as administering the process of issuing the IPPC B permits.

In addition to issuing the IPPC B permits, the municipalities, i.e. the authorized inspectors, are in charge of issuing most of the so-called ‘environmental elaborates’ which includes a description of the installation and the relevant prescriptions applicable to environmental media (air, water, waste etc).

### Preliminary conclusions/observations

Currently, the competent authorities suffer from a lack of capacities and skills specially at the local level, affecting the quality of the issued IPPC B permits and inspection performance.

The enforcement of environmental legislation needs effective supervision which can be achieved through re-structuring the organisational set up and continuous capacity building of the State Environmental Inspectorate, the Authorized Environmental Inspectors of local self-governments and other relevant bodies. EU law requires that efficient inspection control is in place in order to combat environmental offences on national, European and international level.

In addition, strengthening the judiciary by providing an effective system of environmental sanctions is required.

Introduction and development of measures to encourage development and promotion of financial security instruments or market based instruments for proper implementation of the principle of environmental liability is needed. Moreover, it is important to strengthen the capacity of all administrations dealing with the environment as well as SEI and Authorized Environmental Inspectors of local self-governments regarding the assessment of existing or potential environmental damage and preventive and remediation measures that need to be developed.

## Main gaps detected affecting environmental inspection & enforcement

The current institutional set up is developed to meet the national requirements, however it needs further development in order to be able to adequately implement the EU’s environmental inspection requirements. Sector specific implementation gaps were identified for IPPC/IED, water protection and air quality. A general implementation gap that applies to all sectors relates to the lack of adequate human capacity on local level in terms of number and skills. Furthermore, in general, their competences are spread among too many issues, mainly communal ones, resulting in a low level of supervision of environmental compliance and the virtual absence of adoption of enforcement measures. This constitutes the main underlying reason for uncontrolled emissions by numerous installations under the jurisdiction of the authorised inspectors.

Efforts to overcome these implementation gaps, among others, include an EU supply contract providing equipment to inspection authorities and developing a system for the processing of data from inspection, and a specific website for SEI.

### IPPC/IED related legislation

The IPPC Directive has been transposed into national legal system. However, the new IED is still to be transposed, including its updated terminology. In order to meet the EU inspection requirements as defined in article 23 IED, the Republic of Macedonia (as well as any other candidate country) must establish a system that provides a platform for implementation of the provisions of article 23 IED. Most of these provisions are not laid down in Macedonian law at the moment, hence there exists an important gap between EU requirements and national law in this respect. Until the adoption of the IED there were no detailed legally binding rules for inspections and operators in EU law, though general requirements regarding efficient implementation and enforcement always apply. Guidance was provided by the RMCEI which was not legally binding, since it is only a recommendation. Nevertheless, the RMCEI provides a good basis for the establishment of effective and unified inspection systems in all EU Member States. The IED requires the Member States to “set up a system of environmental inspections of installations addressing the examination of the full range of relevant environmental effects from the installations concerned. Member States shall ensure that operators afford the competent authorities all necessary assistance to enable those authorities to carry out any site visits, to take samples and to gather any information necessary for the performance of their duties for the purposes of this Directive. Member States shall ensure that all installations are covered by an environmental inspection plan at national, regional or local level and shall ensure that this plan is regularly reviewed and, where appropriate, updated.”

The IED, for the first time, obliges the Member States to ensure that operators afford the competent authorities all necessary assistance to enable them to carry out site visits, to take samples and to collect information necessary for the performance of inspection duties for the purposes of IED. The IED furthermore requires the Member States to prepare inspection plans that should cover all installationsat national, regional and local level. They are also required to regularly review and update these inspection plans.

Article 23 IED requires that the environmental inspection plans shall include the following:

|  |  |
| --- | --- |
|  | * a general assessment of relevant significant environmental issues; |
|  | * the geographical area covered by the inspection plan; |
|  | * a register of the installations covered by the plan; |
|  | * procedures for drawing up programmes for routine environmental inspections; |
|  | * procedures for non-routine environmental inspections; |
|  | * where necessary, provisions on the cooperation between different inspection authorities. |

Based on the inspection plans, the competent authority shall regularly draw up programmes for routine environmental inspections, including the frequency of site visits for different types of installations.

The period between two site visits shall be based on a systematic appraisal of the environmental risks of the installations concerned and shall not exceed 1 year for installations posing the highest risks and 3 years for installations posing the lowest risks.

If an inspection has identified an important case of non-compliance with the permit conditions, an additional site visit shall be carried out within 6 months of that inspection.

The systematic appraisal of the environmental risks shall be based on at least the following criteria***:***

|  |  |
| --- | --- |
|  | * the potential and actual impacts of the installations concerned on human health and the environment taking into account the levels and types of emissions, the sensitivity of the local environment and the risk of accidents; |
|  | * the record of compliance with permit conditions; |
|  | * the participation of the operator in the Union eco-management and audit scheme (EMAS), pursuant to Regulation (EC) No 1221/2009. |

Besides the scheduled minimum number of inspections that are to take place every one to three years, it is required that *non-routine environmental inspections* shall be carried out to investigate serious environmental complaints, serious environmental accidents, incidents and occurrences of non-compliance as soon as possible and, where appropriate, before the granting, reconsideration or update of a permit. Nearly all of the requirements laid down in art. 23 IED described above have not yet been properly taken care of in Macedonian law.

Art. 23 also prescribes that, following each site visit, the competent authority shall prepare a report describing the relevant findings regarding compliance of the installation with the permit conditions and conclusions on whether any further action is necessary.

The report shall be notified to the operator concerned within 2 months of the site visit taking place. The report shall be made publicly available by the competent authority in accordance with Directive 2003/4/EC of the European Parliament and of the Council of 28 January 2003 on public access to environmental information within 4 months of the site visit taking place.

The competent authority shall ensure that the operator takes all the necessary actions identified in the report within a reasonable period.

IED requirements summary (compared with IPPC and RMCEI)\*:

|  |  |  |  |
| --- | --- | --- | --- |
| Planning | RMCEI | IED | IPPC |
| Describing the content   * identifying the scope * information gathering | ++ | - | - |
| Setting priorities   * risk assessment * ranking and classification * resources | + | ++ | - |
| Defining objectives and strategies   * inspection targets * inspection strategies * communication strategies | - | - | - |
| Planning and Review   * resources and conditions * producing plans and programmes * review and revision | + | + | - |
| Execution and framework | + | + | +/- |
| Execution and reporting | ++ | + | - |
| Performance monitoring | + | - | - |
| Quality assurance | + |  |  |

\*Source: IMPEL Project on IED. The + and – signs indicate whether the issue is covered or not, and the degree in which it is covered.

### Air Quality Framework Directive related legislation

Due to its EU candidate status, Macedonia is required to integrate the EU Environmental *Acquis* into its air quality environmental policies, regulations and laws. The process of adoption of laws in the air quality sector is considered to be completed and includes the ‘Law on Ambient Air Quality’ (“Official Gazette No. 67/04, 92/07, 35/10, 47/11, 59/12, 163/15 and 10/15) and numerous related sectoral bylaws and regulations.

Inspection over the enforcement of the Law on Ambient Air Quality and regulations adopted on the basis of this Law, and enforcement of measures for the protection of air in general, is carried out by SEI.

LSGUs have competences over the planning of air quality protection, and in particular over the development of Short-Term Action Plan for Protection of Ambient Air. At the level of zones and agglomerations, LSGUs should join efforts and should develop Plan for Improvement of Air Quality at Local Level in zones and agglomeration when air quality is above the Emission Limit Value (ELV). LSGU may establish local monitoring network for air quality and thus have obligations to collect data for air quality and disseminate to MoEPP and the public.

LSGUs have obligations with regard to the monitoring of air emissions from IPPC B Installations and to the development of measures directed towards IPPC B installations in order to prevent or mitigate air emissions. Authorized environmental inspectors carry out supervision over activities within the competence of the municipalities and the City of Skopje, in accordance with Law on Ambient Air Quality. In as far as the LSGUs or state inspectorate are not effectively inspecting these installations and enforcing the norms, a gap exists between Macedonian law and EU requirements (demanding that measures punishing infringements are adopted and effectively implemented).

### Water Quality Framework Directive related legislation

For a full analysis of Macedonian legislation related to the transposition of the Water Quality Framework Directive, and gaps detected to complete the transposition process in this topic, please refer to the legal assessment report performed by the EU Technical Assistance project ‘Strengthening the Institutional Capacities for Approximation and Implementation of Environmental Legislation in the Area of Water Management’. In the following paragraphs a brief discussion of some key points is made.

Responsibilities and obligations in water management are spread out over several ministries: the Ministry of Environment and Physical Planning is designated competent authority for implementation of the Directive, in cooperation with the Ministry of Agriculture, Forestry and Water Economy, Ministry of Economy, Ministry of Transport and Communications, Ministry of Education and Science, Ministry of Health and Public Health Institute.

Due to its EU candidate Member State status, the Republic of Macedonia is required to integrate the EU Environmental *Acquis* into its water sector policies, regulations and laws. The process of adoption of water sector laws aligned with the *acquis*  includes the Law on Waters (“Official Gazette No. 87/08, 6/09, 161/09, 83/10, 51/11, 44/12, 23/13, 163/13 and 180/14) and numerous related sectoral bylaws and regulations.

Implementation of the Water Framework Directive and related sectoral EU legislation is at an early stage in the Republic of Macedonia, with only few obligations reported as completely implemented.

In the upcoming period, it is necessary to make additional efforts in order to ensure the enforcement of the legislation on waters management and implementation of measures specified in the related legislation. Administrative capacity in the water sector is weak at both national and local level. Further strengthening of their capacities is necessary. Capacities of MoEPP and units of the LSGUs are not sufficient to fulfil the obligations under the Law on Waters. Achievement of adequate implementation of the Law requires quantitative and qualitative upgrades in the administrative structure, both on central and local levels, and a well organised and efficient enforcement body.

The Law on Local Self-Governments of 2002 delegated a variety of tasks to municipal level, including competence to perform environmental protection activities related to municipal services such as water supply and waste water treatment. As such, implementation and inspection responsibilities of municipal importance have been delegated to the LSGUs. Similarly, environmental legislation also places a large number of competences at the municipal level. There are 81 LSGUs in Macedonia. Some of the main delegated competences to LSGUs in the water sector include: pollution prevention and protection of waters; technological and drinking water supply; drainage; and collection and treatment of wastewaters and rain waters. When issuing IPPC B permits, LSGUs have an obligation to set the emission limit values of water discharge and to advise the IPPC B installations on obtaining water usage and water discharge permits from the MoEPP, as well to obtain water usage and water discharge permits for the public utility company in their territory.

To be able to fulfil obligations related to control of the implementation of related legislation in the water sector a systematic approach is required in terms of competences. SEI, with its water unit, must enhance the administrative capacity of the LSGUs and subsequently establish a strong inspection body able to facilitate cooperation with all parties involved in waters management, including the competent ministries and institutions on one side and operators on the other, while performing inspection.

## Recommendations

During the expert missions and meetings with representatives of the main beneficiaries and stakeholders it was found out that most of them are confident that there are two options how the responsibilities regarding checking the compliance can be organised. Each option takes into account the need to change the terminology to avoid confusion between IPPC installations (IPPC A installations) and non IPPC installations (IPPC B installations).

### Option 1: Maintain status quo

Keep the system as it is now – two levels of responsibilities, being:

1. Environmental Protection Inspectors: responsible for supervision of:
   * installations with IPPC permit / installations under IED regime – issued by MoEPP
   * and for activities with environmental elaborates issued by MoEPP
2. Authorized Inspectors of Environment of the municipality, Authorized Inspectors of Environment of the City of Skopje and Authorized Inspectors of Environment of the municipalities of the City of Skopje - responsible for supervision of :

* all other installations (non IPPC) with permits issued by local authorities
* and for activities with environmental elaborates issued by local authorities

### Option 2: Design a new legal framework

Design a new legal and organizational framework. This framework should only pertain to the establishment of Environmental Protection Inspectors (EPIs). These ‘State Inspectors’ should reside under the SEI. EPIs consists of Central office in capital and branch offices in Macedonian cities and municipalities. Distinctions among responsibilities.

Inspectors in the Central Office (former Environmental Protection Inspectors). Central office consists of office in Skopje and branch offices:

* responsible for installations with IPPC permits / installations under IED regime – issued by MoEPP

Inspectors in the offices in the cities and municipalities (former Authorized Inspectors):

* responsible for all other installations (non IPPC) with permits issued by local authorities
* responsible for the activities with environmental elaborates issued by local authorities

*Preconditions - new permitting system:*

* Installations with IPPC permit or installations under IED regime – issuing by MoEPP
* All other installations (non IPPC) – issuing by local authorities

Activities with environmental elaborate - issuing by local authorities

The authorized inspectors and the mayors of the municipalities will retain their position with regard to the supervision and issuance of the ‘environmental elaborates’. The competence to issue and supervise the IED-permits will remain at the MoEPP and Environmental Inspectorate, respectively.

# New Law for Inspection on Environment

## Summary of discussions held

### Introduction

In order to establish current inefficiencies and irregularities in the present Macedonian legislation regarding environmental inspection, the output of this part of the project will include a comparison to relevant articles of the Law on Environment and the Law on Inspection Supervision. Furthermore, based notably on examples from Dutch and Croatian practice, recommendations will be provided on how to streamline the current legal system, and which characteristics any future environmental inspectorate should have in order to comply with the requirements under EU law.

The observations below were collected during the mission within activity 2.1, which ran from 22 to 26 of March 2015.

### Meeting with local stakeholders and experts

On Monday 22 March, a meeting was held with the project team working on ‘strengthening capacities for implementation of environmental legislation at local level’. Three major sources of concern were identified as existing within the current system of enforcement of Macedonian environmental law, being: (I) Wide discretionary powers of municipalities; (II) Lack of communication and coordination between municipalities and central government; And (III) the lack of adequate financial data, necessary to support the assessment of current and necessary capacity to implement Macedonian environmental law.

1. *Wide discretionary powers of the municipalities*

The responsibilities for the 81 municipalities under the wide scope of Macedonian environmental law (pertaining to matters of air, water, and waste management etc.) are numerous and not always clearly defined. Even within the different environmental laws dealing with specific elements of the environment inconsistencies exist (for example, in the waste management sector).

Two perspectives on the process of decentralization of competences over environmental matters can be adopted:

1. Because many competences have been delegated to municipalities, a lack of adequate financial resources exist. These financial gaps should be addressed accordingly, or;
2. Too much power has been delegated to the municipalities, and certain powers should be centralized again.

General agreement exists on the need for centralization, but the political will to do so is questionable. In practice, many problems occur because of this division of competences. For example, municipalities have the power to issue most IPPC B permits and Elaborates, the latter encompassing also permits for the exploitation of restaurants, bars, and other economic activities. The Environmental Inspectorate suggested to abolish the figure of IPPC B permits, and merely implement one type of permit for IPPC installations (with BREFs). For all other economic activities, municipalities could retain the power to issue “environmental permits” (or “elaborates”).

Another problem is the fact that some of the requirements for an environmental permit are going beyond the requirements for IPPC A-installations as imposed under the IED. For example, under Macedonian law, mines require an IPPC-A permit, whereas the IED only covers mining waste. More effort is needed to move away from the old ‘IPPC’ terminology and move towards ‘integrated permitting’ in the IED manner.

1. *Lack of communication and coordination between municipalities and central government*

Another major issue in the implementation and enforcement of Macedonian environmental law is the lack of communication and coordination between the municipalities and the central government in Skopje. For example, the Local Environmental Action Plans (LEAPs) are quite elaborate municipal documents, in which the local environmental objectives and targets are being reflected. In the LEAP for the municipality of Skopje, a proposal was made to invest € 14.5 million into a new water management project. However, since there is no linkage with national investment programs/i.e. the national budget, the chances of this project ever to proceed are slim. How this relationship will evolve in the future is an important question.

The Memorandum of Understanding, dealing with ‘voluntary’ cooperation between the municipalities and the central government has been concluded, but in practice no cooperation takes place.

Another problem is the matter to whom the municipalities report within the Ministry. In practice several answers will appear. If there’s not one person to report to, there can be no central oversight, and finding out the extent to which Macedonian environmental law is being enforced is rendered an impossible task. A final weakness with regard to inspection at local level is the lack of a centralized system of reporting detailing what to report on and what not.

1. *Lack of financial data*

There is virtually no financial foundation detailing how the existing laws are to be implemented. Without such a financial analysis of implementation of environmental law, it is impossible to provide useful feedback regarding the question what is required in order to fulfil the mandate as envisaged under Macedonian environmental law.

This notion is especially true for the local budgets for the enforcement of environmental law. The project officer was very interested in knowing what the budget of the municipalities is for enforcing the environmental laws. Without this information, the implementation of national policy cannot progress effectively.

### General observations

Here follows an account of general issues raised during the execution of the second mission of activity 2.1 in relation to problems experienced with the effective enforcement of Macedonian environmental law in the light of EU legislation and recommendations on environmental inspection. Mainly, these pertained to: (I) the lack of application of Law on Inspection Supervision (LoIS) to municipalities; and (II) the level of detail of Macedonian legislation.

1. *Lack of application of Law on Inspection Supervision (LoIS) to municipalities*

Article 1(2) LoIS declares that the LoIS will be applicable to all inspection services, including those organized at the local level:

The regulations of this Law are applied in all the procedures of performing the inspection supervision by the inspection services organized as bodies within the ministries (hereinafter: inspectorates) or like organizational units within the bodies of the state administration and the units of the local self-government and the city of Skopje

Nevertheless, in practice, the enforcement of this law vis-à-vis the local authorities remains an area of concern. Even though the municipalities are intended to be covered by the LoIS, in practice this is not implemented correctly, since municipal power is a very important aspect of the Macedonian Constitution. Consequently, the Inspector Council is in practice not capable of overseeing the authorized inspectors (the local inspectors), even though this is intended to be so in the LoIS. In order to address this problem, any new or amended future law should cover all, central and local, inspectors and be enforced accordingly. The present MoU, signed between the Inspection Council and ZELS, does not suffice.

The LoIS does not refer to the execution of official policy of the Ministry, even though it should be one of the focus points of any general law on the supervision of inspection bodies. For the specifics of environmental inspections, a MoU, could be concluded in order to address this discrepancy.

1. *The level of detail of Macedonian legislation*

Macedonian legislation tends to regulate matters in extensive detail. This is not different in areas dealing with environmental law. For example, article 198 Law on Environment, dealing with the Scope of work of the State Inspector of Environment is an elaborate article consisting of 48 separate paragraphs. Similarly, articles 23-26 LoIS deal with matters of competences of the inspectors. This level of detail is to a large extent required by the ‘Secretariat of Legislation”, which has to ‘approve’ all new legislation and apply a test of constitutionality. In the past, the Secretariat has been informed that, in practice, this level of detail is not required and that much can be moved to ‘rulebooks’, or other instruments which do not need to pass through parliament’. However, article 12 LoIS states that:

(1) In the procedure of the inspection supervision the regulations of the Law on General Administrative Procedure are applied, except if it is not regulated differently by this or other law.

(2) Certain issues related to the inspection supervision could be regulated with other laws.

In other words, according to present legislation, the powers of the inspectors can only be laid down in ‘law’, and not in lower-level regulations. If the competences of the inspectors are removed from the material law, in this case the Law on Environment, a legal vacuum will be created. For environmental inspections, a new ‘Law on Environmental Inspection’ should take this into account. Where necessary, overlapping or redundant provisions in both the Law on Environment and the LoIS should be annulled.

Whatever the new system will look like, the Macedonian constitutional system requires that the division of competences is described into full detail. A system consisting of a general law, and a *lex specialis*, dealing with specified competences for inspectors and specialized powers of inspectors, will not be constitutional. A great amount of detail on, for example, the division between State and Municipal authorities is and will be a requirement. It is a Macedonian constitutional issue, for which examples from Croatia or The Netherlands might not be useful. What the EU system does make clear is that a member state can choose its own division of competences,as long as effective application and enforcement of EU norms is ensured in practice in the whole territory of the country in question.

## Recommendations

### Introduction

Regardless which option the Republic of Macedonia will choose, a new Law for Inspection on Environment is required due to the fact that the current legal system is fragmented (with competences being spread out in the Law on Inspection Supervision, sectoral environmental legislation, the Law on Administrative Procedure, the Law on Administrative Civil Servants and the Law on Misdemeanour) and does not adequately regulate the status, competencies, duties and obligations of SEI. This does not meet the EU requirement of an effective enforcement system and the more specific requirements as laid down in the IED and the RMCEI. Therefore, a new Law for Inspection on Environment is required.

Option 1

Law for Inspection on Environment, besides other general and specific provisions, contains copied provisions from the Chapter Supervision from all sectoral laws (environment, water, air, noise, waste, nature, GMO, etc.). Problem with this approach is related to the risk of having a too big legal act. Another problem is that all sectoral laws should be amended or modified in order to avoid overlapping of provisions regarding environmental supervision.

Option 2

Law for Inspection on Environment, besides other general and specific provisions, contains provisions that regulate general competence of inspection in line with all sectoral laws. Advantage of this approach is to keep this new Law short and concise. Another advantage is that changes in sectoral laws will be of minor nature.

### Proposals for the new Law for Inspection on Environment

The substantive proposals for aspects of the new Law for Inspection on Environment will appear in the mission output. For the purposes of this mission report, an indication of topics which should at the minimum be covered will be included. The provisions regarding the environmental inspectorate could be clustered instead of spread out over numerous individual pieces of legislation in the proposed law.

This new Law for Inspection on Environment should provide for general principles of environmental inspection including provisions regulating:

* independence of SEI,
* organisation and management structures,
* status of inspectors including position of high risk duties (additional bonus on monthly salary, 24 hours stand-by),
* required qualifications,
* required specialisation,
* permanent upgrading of skills,
* necessary personal safety equipment,
* logistics (computers, cars, GPS, mobile phones, …)
* inspectors powers, rights, duties and obligations including participation in IED/IPPC permitting,
* manner of performance of inspections (plans, programmes including routine and non-routine inspections, protocols, dealing with complaints, guidelines, reporting, …),
* follow up of inspectors site visits in case of non-compliance, inspectors oral order in case of an imminent threat or serious non-compliance, inspectors written order, operators right to appeal, second instance, fines to be imposed by inspectors, suspension of activities, temporary closure of the whole or a part of installation, misdemeanour procedure or criminal charge,
* cooperation with related services and concerned authorities (Memorandum of Understanding),
* harmonisation and consistency of all relevant general and sectoral laws.

To conclude, the new law on SEI should be premised on a clear differentiation between IPPC and non-IPPC installations permitting procedures, and centralized supervision over the work of authorised inspectors.

### Concluding remarks

Macedonia moved certain competences regarding environmental inspections from the central government to local self-government bodies. This was partly done to preserve certain rights of minorities at the local level. A proposal which re-establishes centralized control over IED implementation will most likely face constitutional challenges. Nevertheless, for an efficient implementation of a system of environmental inspections, and thus observance of EU requirements, it is necessary to prevent the topic from becoming the subject of political considerations, and rather focus on the ‘higher goals’ served by the proposal, i.e. the improvement of the system of environmental inspections so as to meet EU requirements, decrease in risk on major accidents and overall improvement of the quality of environment in the Republic of Macedonia. In order to further approximate Macedonian environmental inspectorate system to the EU standards and best practices in some of the EU member states, a number of options are available which could be laid down in a new Law for Inspection on Environment.

# Annexes

## Annex 1: Agenda mission 2.1.1, 2nd - 6th March 2015

**Monday 2nd of March**

* 08:40 – 12:30
  + Discussion with the RTA of the detailed working plan, structure of the outputs to be prepared, information needed, information available
  + Review of existing legislation and outputs from mission 1.1.1
* 12:30 – 13:30 Lunch break
* 13:30 – 17:30 Review of existing legislation

**Tuesday 3rd of March**

* 08:40 – 12:30 Review of existing legislation
* 12:30 – 13:30 Lunch break
* 13:30 – 17:30
  + Meeting with RTA counterpart and MoEPP legal experts, to discuss:
    - Gaps in relevant legislation affecting environmental inspection and enforcement
    - About the characteristics required for the new Law for Inspection on Environment, current draft, and modifications to be made
  + Discussion with MoEPP experts related to relevant sectors (IPPC, air quality, water management, Seveso) about their opinion on legislative gaps and coming/required legislative changes

**Wednesday 4th of March**

* 08:40 – 12:30
  + Meeting with inspectors from SEI to discuss, within the framework given by legal experts in the previous day, what key contents should be included in the new law, and what are the gaps in other legislation making reference to environmental inspection and enforcement.
  + Meeting with representatives from ZELS and authorised environmental inspectors from municipalities, to discuss situation of enforcement at local level, and topics mentioned in the previous paragraph.
* 12:30 – 13:30 Lunch break
* 13:30 – 17:00 Start of elaboration of legal assessment report, focussing in gaps and weaknesses detected, suggesting potential improvements

**Thursday 5th of March**

* 08:40 – 12:30 Further elaboration of legal assessment report, focussing in gaps and weaknesses detected, suggesting potential improvements
* 12:30 – 13:30 Lunch break
* 13:30 – 17:00
  + Finalisation of legal assessment report
  + Start drafting of conclusions related to the elaboration of the new Law for Inspection on Environment, including: (i) structure, (ii) key points to take into account in each of the chapters/articles when drafting it.

**Friday 6th of March**

* 08:40 – 12:30 Finalise conclusions related to the elaboration of the new Law for Inspection on Environment, including: (i) structure, (ii) key points to take into account in each of the chapters/articles when drafting it.
* 12:30 – 13:30 Lunch break
* 13:30 – 17:00
  + Discussion with RTA & RTA Counterpart of assessment report, work done related to new Law for Inspection on Environment, and next steps (agenda missions 2.1.2 & 2.1.3). As a function of the outcome of mission 2.1.1, discuss the possibility to have a workshop in 2.1.2 to discuss with stakeholders the key points of the legislation, in order to incorporate their views already in the first draft.
  + Further elaboration of new Law for Inspection on Environment
  + Preparation of mission’s report of each expert

## Annex 2: Agenda mission 2.1.2, 23rd – 26th March 2015

**Monday 23rd of March**

* 08:40 – 11:30
  + Discussion with the RTA of the detailed working plan, structure/contents of the output to be prepared, information needed, information available
  + Review outputs from missions 2.1.1 and 2.2.1, and continue the drafting of the Law for Inspection on Environment
* 11:30 – 12:30 Meeting with experts of the TA project supporting implementation of environmental legislation at local level, to discuss legal gaps and coming/required legal changes to improve enforcement at local level
* 12:30 – 13:30 Lunch break
* 13:30 – 17:30 Continue the drafting of the Law for Inspection on Environment

**Tuesday 24th of March**

* 08:40 – 12:30 Continue the drafting of the Law for Inspection on Environment
* 12:30 – 13:30 Lunch break
* 13:30 – 17:30 Continue the drafting of the Law for Inspection on Environment

**Wednesday 25th of March**

* 08:40 – 12:30
  + Continue the drafting of the Law for Inspection on Environment
  + Meeting with legal experts, if required, to discuss any possible issues appeared during the drafting of the Law for Inspection on Environment
* 12:30 – 13:30 Lunch break
* 13:30 – 17:30 Continue the drafting of the Law for Inspection on Environment

**Thursday 26th of March**

* 08:40 – 12:30 Continue the drafting of the Law for Inspection on Environment
* 12:30 – 13:30 Lunch break
* 13:30 – 17:00
  + Finalise first draft of new Law for Inspection on Environment
  + Discussion with RTA & RTA Counterpart of assessment report, work done related to new Law for Inspection on Environment, and next steps (including agenda missions 2.1.3 & 2.1.4)
  + Preparation of mission’s report of experts

## Annex 3: Macedonian legislation relevant to environmental inspection

### a) Primary legislation

The process of adoption of framework environmental laws aligned with the acquis is considered completed and includes:

**Laws under responsibility of Ministry of Environment and Physical Planning:**

* Law on Environment (“Official Gazette of RM” No. 53/05, 81/05, 24/07, 159/08, 83/09, 48/10, 124/10, 51/11, 123/12, 93/13 и 42/14)
* Permitting: IPPC Directive is transposed in Chapter XII (arts. 95-129). Several secondary legislations regulate the procedure and the manner of issuing as well as form and substance of the IPPC permits. However, two more chapters within this law are related to the IPPC Directive, namely Chapter XIII – General Environmental Audit (arts. 130-133) and XIV - Adjustment Permits with an Operational Plan (arts. 134 – 144).
* Supervision: arts. 194 – 209
* Supervision of work of local self-government units: 210 – 212
* Misdemeanour provisions: 212-a – 212-h
* Law on Nature Protection (“Official Gazette of RM No. 67/04, 14/06, 84/07, 35/10, 47/11, 148/11 ,59/12, 13/13, 163/13 and 41/14)
* Supervision: arts. 168 – 174
* Penalty provisions: arts. 175 - 183
* Law on Protection from Environmental Noise (“Official Gazette of RM No.79/07, 124/10, 47/11 and 163/13) – English version (consolidated text) – Akademika
* Supervision: arts. 46 – 53
* Penal provisions: arts. 54 - 56
* Law on Ambient Air Quality (“Official Gazette of RM” No. 67/04, 92/07, 35/10, 47/11, 59/12, 163/13 and 10/15)
* Diverse arts. mentioning inspection: art. 60
* Supervision: arts. 65 – 74
* Misdemeanour sanctions: arts. 75 – 77
* Law on Waters (“Official Gazette of RM” 87/08, 6/09, 161/09, 83/10, 51/11, 44/12,23/13,163/13 and 180/14)
* Permit procedure: mentions SEI: arts. 40-41 , 82, 142.b
* Inspection supervision: 229 – 234, 238 – 242
* Misdemeanour procedure: 242 - 249
* Law on Waste Management (“Official Gazette of RM No. 68/04, 71/04, 107/07, 102/08 , 143/08, 124/10, 51/11 123/12, 147/13 and 163/13)
* Diverse arts. mentioning inspection: arts. 93, 100, 117, 124
* Supervision: arts. 126 – 138
* Misdemeanour sanctions: 139 - 142
* Law on management of batteries and accumulators and waste batteries and accumulators (“Official Gazette of RM” No. 140/10, 47/11,148/11,39)
* Diverse arts. mentioning inspection: arts.12, 32
* Supervision: arts. 43 – 52
* Misdemeanour provisions: arts. 53 - 69
* Law on management of packaging and packaging waste (“Official Gazette of RM” No. 161/09,17/11,47/11,136/11,6/12,39/12,163/13) –English version (consolidated version) – Akademika
* Art. mentioning inspection: art. 11
* Supervision: arts. 44 – 52
* Violation provisions: arts. 53 – 62
* Law on management of electrical and electronic equipment and waste electrical and electronic equipment(“Official Gazette of RM” No. 6/12 and 163/13)
* Art. mentioning inspection: art. 28, 29
* Supervision: arts. 28-30; 41b; 47-59; 76
* Violation provisions: chapter VI (arts.60-77)
* Law on Genetically Modified Organisms (“Official Gazette of RM” No. 35/08 and 163/13)- –English version (consolidated version) - Akademika
* Art. mentioning inspection: art.68-70
* Supervision: arts.3; chapter IX (art.67-70)
* Violation provisions: arts.69;chapter X (art.71-73)
* Law on Control of emissions of volatile organic compounds resulting from use of petrol . (“Official Gazette of RM” No.38/14)
* Art. mentioning inspection: art. /
* Supervision: arts. 33; chapter X (art.39-57)
* Violation provisions: chapter XI (arts.51-58)

**Laws under responsibility of other ministries relevant for SEI**

* Law on mineral resources (“Official Gazette of RM” No. 163/12,25/13,93/13,44/14,160/14) – English version (consolidated text) – Akademika (Ministry of economy)
* Law on Chemicals (“Official Gazette of RM” No. 145/10, 53/11 and 164/13)- (Ministry of health)
* Law of Management with world natural and cultural heritage of the Ohrid region (“Official Gazette of RM” No. 75/10)- (Ministry of Culture)
* Law on prohibition and prevention of performing unregistered activity (Ministry of social policy and labour) - (“OfficialGazette of RM” No. 199/14)
* Labor Law (draft Law) (Ministry of social policy and labour)
* Law on Public Employees ("Official Gazette of RM" No.27/14) (Ministry of Information Society and Administration)
* Law on Administrative officers ("Official Gazette of RM" No.27/14) (Ministry of Information Society and Administration)

**General Laws relevant for SEI**

* Law on inspection supervision (Official Gazette of RM no. 50/10, 162/10, 157/11, 147/13 and 41/14)
* Law on administrative procedure (adoption of new Law on General Administrative Procedure - Parliament procedure)
* Law on misdemeanor (adoption of new Law on General Administrative Procedure - Parliament)
* Criminal Code (“Official Gazette of RM” No.37/96,80/99,48/01, 4/02,43/03,19/04, 40/04,43/03,19/04,40/04, 81/05,50/06,60/06,7/08, 139/08,114/09,51/11,51/11, 135/11,185/11,142/12,166/12,55/13, 82/13,14/14,27/14,28/14, 41/14,41/14,115/14 ,132/14,160/14 and 199/14)
* Law on criminal procedure (“Official Gazette of RM” No.150/10 and 100/12”)
* Law establishing a State Commission for decisions in the second instance in the area of the inspection supervision and misdemeanor procedures - “Official Gazette of RM” No.130/2014)

**Laws relevant for local level**

* Law on Local Self-Government (“Official Gazette No.
* Law on the Financing of Local Self-Government Units (Official Gazette of the Republic of Macedonia, No.61/04)
* Law on Skopje City (“Official Gazette No. 55/04 and 158/11);
* Law on Inter-municipalities cooperation (“Official Gazette No. 79/09);
* Law on territory organization (“Official Gazette No. 55/04, 12/05, 98/08 and 106/08).

### b) Secondary legislation

Environmental Inspection:

* Rulebook on the contents of the annual report on the performed inspection supervision, as well as on the manner and term of the report delivery(Official Gazette of RM no. 71/06)
* Rulebook on content, form and manner of adoption of the Plan for inspections (Official Gazette of RM no. 128/07) (RPI)

Common to all Inspectorates (environmental or not; all published in 2015):

* Rulebook on the form and contents of the annual work program of inspection services
* Rulebook on the format and content of the annual report on the Inspection Service
* Rulebook on the form and content of the monthly work plan of inspection services
* Rulebook on the form and content of the quarterly work plan for each inspector
* Rulebook on the form and content of the quarterly report of the each inspector
* Rulebook on the type, form and content of the registers of interest for Inspection Council

Some of secondary legislation acts relevant to the implementation of the project would include:

* Rulebook on the procedure for obtaining a B-integrated environmental permit (Official Gazette No. 04/06, from 13.01.2006).
* Decree for Elaborate for protection on environment that are approved by MEPP (Official Gazette No. 36/12).
* Decree for Elaborate for protection on environment that are approved by the competent mayor, the Mayor of City of Skopje and the Mayors of municipalities in City of Skopje (Official Gazette No. 32/12)
* Decision establishing the circumstances in which noise detrimental to the peace and quiet of the citizens is established (Official Gazette No. 1/09, from 01.01.2009)
* Decree on determining the activities of the installations requiring an Integrated Environmental Permit, i.e. adjustment Permit with an adjustment plan and time schedule for submission of Application for adjustment Permit with an adjustment plans (Official Gazette of RM No. 89/05, 21.10.2005)
* Rulebook on procedure for issuing an A-Integrated Environmental Permit (Official Gazette of RM No. 04/06, 13.01.2006)
* Rulebook on procedure for issuing an B-Integrated Environmental Permit (Official Gazette of RM No. 04/06, 13.01.2006)
* Rulebook on procedure for issuing an adjustment Permit with an adjustment plan (Official Gazette of RM No. 04/06, 13.01.2006)
* Rulebook on conditions to be met by members of the Scientific-Technical Committee for Best Available Techniques (Official Gazette of RM No. 71/06, 08.06.2006)
* Decree on the level of charges payable by operators of installations with adjustment Permit with an adjustment plan (Official Gazette of RM No. 117/07, 01.10.2007)
* Decree on the level of charges payable by operators of installations with B-Integrated Environmental Permit (Official Gazette of RM No. 117/07, 01.10.2007)
* Decree amending the Decree on the level of charges payable by operators of installations with adjustment Permit with an adjustment plan (Official Gazette of RM No. 64/10, 10.05.2010)
* Decree amending the Decree on the level of charges payable by operators of installations with B-Integrated Environmental Permit (Official Gazette of RM No. 64/10, 10.05.2010)
* Decree on the level of charges payable by operators of installations with A-IPPC Permit (Official Gazette of RM No. 64/10, 10.05.2010)
* Rulebook on substances for which are required to be prescribed emission limit values in the A-Integrated Environmental Permit (Official Gazette of RM No. 72/10, 27.05.2010)
* Decree on limit and target values for levels and type of pollutants in the ambient air, alert and information thresholds; dead-lines for achieving limitand target values for specific substances; margins of tolerance for limit value and target value and long term objectives for specific pollutants (Official gazette of RM no. 50/05Rulebook on inventory and determination of the levels of the pollutant emissions in the ambient air in tones per year, for all types of duties, as well as other data needed for submission of the program for monitoring the air in Europe (EMEP) (Official gazette of the RM no. 142/07);
* Rulebook on the form, methodology and manner of handling and maintains of cadastre of pollutants and polluter (Official gazette of the RM no. 92/2010)
* Rulebook on the limit values of permissible levels of emissions and types of polluting substances in waste gases and vapors released from stationary sources into the air (Official gazette of RM no. 141/2010);
* Rulebook on the form and the content of the forms for submitting data for emissions in the ambient air from stationary sources, the manner and time period of data delivering, according to the capacity of the installation, thecontent and manner of keeping diary for emissions in the ambient air (Official gazette of RM no. 79/2011);
* Decree for determination of the combustion installations which should take measures for protection of ambient air from the pollution, through reducing emissions of some pollutants into the air (Official gazette of RM no. 112/2011);
* Rulebook for methods, manner and methodology for air emissions measurements from stationary sources (Official gazette of RM no. 11/2012);
* Rulebook on criteria, methods and procedures for assessment of the ambient air quality (Official gazette of RM no. 82/06, 169/13);
* Rulebook on the equipment, devices, instruments and appropriate facilities requirements for entities performing professional matters for ambient air quality monitoring (Official gazette of RM no. 69/2011);
* Rulebook of methodology for monitoring of ambient air quality (Official gazette of RM no. 138/2009);
* Rulebook on the contents and the manner of transmission of data and information on the status of the ambient air quality management (Official gazette of RM no.138/2009);
* Rulebook on inventory and determination of the levels of the pollutant emissions in the ambient air in tones per year, for all types of duties, as well as other data needed for submission of the program for monitoring the air in Europe (EMEP) (Official gazette of the RM no. 142/07);
* Rulebook on the form, methodology and manner of handling and maintains of cadastre of pollutants and polluter (Official gazette of the RM no. 92/2010)
* Rulebook on the limit values of permissible levels of emissions and types of polluting substances in waste gases and vapors released from stationary sources into the air (Official gazette of RM no. 141/2010);
* Rulebook on the form and the content of the forms for submitting data for emissions in the ambient air from stationary sources, the manner and time period of data delivering, according to the capacity of the installation, the content and manner of keeping diary for emissions in the ambient air (Official gazette of RM no. 79/2011);
* Decree for determination of the combustion installations which should take measures for protection of ambient air from the pollution, through reducing emissions of some pollutants into the air (Official gazette of RM no. 112/2011);
* Rulebook for methods, manner and methodology for air emissions measurements from stationary sources (Official gazette of RM no. 11/2012);

### c) National environmental policy documents

**Implementation of the environmental requirements is guided by number of policy documents including**:

* National Strategy for Environmental Approximation 2007-2014, adopted 2008 by the Government of the Republic of Macedonia (GRM)
* Strategy for Waste Management 2008-2020, adopted 2008 by the GRM
* National Plan for Waste Management 2009 – 2015 adopted 2009 by the MoEPP
* National Strategy for Sustainable Development in Republic of Macedonia 2010-2030, adopted in 2010 by the GRM
* Second National Environmental Action Plan 2006-2012, adopted in 2006
* National Strategy for environmental investments, 2009-2013, adopted in 2009 by the GRM
* Environmental Monitoring Strategy, adopted in 2005 by the MoEPP
* Environmental Communication Strategy, adopted in 2004 by the MoEPP
* Programme for packaging waste management, adopted in 2011 by the MoEPP
* Programme for investments in environment ( on annual base); MoEPP
* National Water Strategy, adopted by Government of RM in November 2012;
* Plan for Institutional Development of the National and Local Environmental Management Capacity 2009 – 2014 approved by GRM in February 2009.

**Planning efforts are on-going and it is foreseen to develop following documents**:

* Draft Strategy for environment and Climate change (final Draft version)
* National strategy for Nature
* Management plans of Protected Areas
* River Basin Management plans (4 river basins in Macedonia)