# THE USE OF EUROPEAN FUNDS FOR INFRASTRUCTURAL DEVELOPMENT IN THE RURAL DEVELOPMENT IN THE REPUBLIC OF MACEDONIA

ISSN 1857-9973

332.1(497.7):339.722.22(4-672EY)"2007/2013"

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#### **Abstract**

This paper deals with the problems encountered by people in rural areas in a country such as the Republic of Macedonia. The importance of rural development originates in several sides, such as the large representation of these environments in the entire territory of the country, as well as the number of people living in these areas. In developing countries, such as Republic of Macedonia, rural areas do not have infrastructural elements that could satisfy basic human needs, even though there is a large population representation in them. Most often, these environments are forgotten by the competent governmental authorities, so financial resources are not allocated for their construction and maintenance. The need for financial resources is indispensable in every domain of society, but for rural areas, where the necessary living conditions are of vital importance, the need is particularly pronounced. In this paper, one of the means for securing funds available to the Republic of Macedonia will be mentioned; these are funds from the European funds, expressed through the Instrument for Pre-Accession Assistance (IPA). These are non-refundable funds that are directed in a number of spheres, and the aim is to bring closer the standards and policies of the beneficiary country to those of the European Union. In order to get a bigger picture, a comparison was made of the Republic of Macedonia as a country with a status candidate for membership in the community and the Republic of Croatia, as a country in the Balkans which is the latest country that has entered the European community, i.e. a comparison of the way of using the funds from the Program. For the requirements of this paper, data from different literature, documents, magazines, publications and reports was collected. The conclusion is based on the presented data, that is, the actual state of the use of the European funds.

**Key words:** rural development; rural infrastructure; financial resources for rural development; IPA program.

#### 1. Introduction

Rural areas usually have a living environment which is very different in comparison to urban centres. There are not benefits to the rural areas, such as health, educational, cultural and other institutions, which makes them unequal in the most basic conditions that are necessary for the population. The importance of rural areas for each country is of great significance, especially in areas with active agrarian activity, which greatly affects the economic transformation of the area, by reducing unemployment, by providing jobs in agricultural production, rural tourism, etc. This reduces the poverty index in these areas. The primary business branch in the rural areas is agricultural production, which is a leading branch in a large number of rural areas. Agricultural production originating from these areas has a positive impact not only on them, but on the national economy as a whole. This is where its importance arises and the necessity for these environments for the national economy is understandable. The significance of the rural areas is seen from several aspects: the participation of these environments in the country's GDP, the role they have in the overall employment of the country, and so on. [1] Consequently, engaging national economies in the development and maintenance of rural areas is indispensable. Each national economy must develop a national strategy for a certain period of time, in which the development of rural areas will be included.

The European Union, a multi-member community that acts as an economic system, actively focuses its attention on the development of rural areas for many reasons. One of these reasons is the large territorial representation of the rural areas and the number of persons who have permanent residence in these areas. Such representation only affects the territorial expansion of the community, but also the economic growth and development of the European Union. Looking back in the past, the community's efforts to prepare and implement programs targeting rural areas are noticeable. The purpose of adopting these programs is to influence the development of rural areas, in terms of their infrastructure, the quality of life in them and, of course, the impact on agricultural production, as the primary business branch in these areas. The emergence of these programs in the European Union is noted long time ago, in its present Member States, which points to the success of these programs. The content and structure of such programs is different, but the essence and purpose of the programs intended for rural development are directed towards the development of these environments, as well as raising the level of competitiveness and approximation to European standards and legislation. Rural development programs relate to developing countries that are striving to enter the Union, those are countries that must reform their ways and practices at work to achieve this goal. The assistance of the European Union, besides the advice and recommendations it offers, consists of financial assistance, which is mostly non-refundable funds. [2] As one of the developing countries, a recipient of assistance from the Union is the Republic of Macedonia, a country in which rural areas occupy a large part of the territory of the country.

## 2. Rural areas in the Republic of Macedonia

The Republic of Macedonia is a country on the Balkan Peninsula, which covers a territory of 25.713 km² and has a population of 2.114.550 according to estimates in 2009. The last census in the country was made in 2002, when there were 2,022,547 inhabitants, and 80 municipalities were allocated on the territory of Macedonia, of which 37 were classified as rural areas with 20,963 inhabitants. In the total territory of the country, rural areas account for 87% of the total territory, which is an imposing dominance over urban areas.[3] Today's situation cannot be verified with factual data, but prospects show that the situation is very different, i.e. the predictions are that the number of the population in the rural areas is decreasing.

Such predictions mainly originate from the trend of migration, village-city, from the younger population almost daily. This phenomenon affects very badly the already worsening conditions in these areas, as leaving the rural areas implies a reduction in the working-age population that affects the reduction of agricultural production in the country. Even though they are numerous, it cannot be said that the rural environments in the country have suitable living conditions, with the exception of those rural areas that are close to the urban centres. The unfavourable living conditions are perceived in most aspects, starting from infrastructure buildings, education of the population, the social aspect of life, and many other problems that minimize the living conditions in these environments. The biggest problem that these environments face is destruction and depopulation, which are negative trends that follow the rural areas. Infrastructural problems in the rural areas are a particularly big problem and have a huge impact on the quality of life of the rural population. Infrastructure includes all existing and planned underground and overhead installations and buildings that will facilitate the lives of the population.

Infrastructural elements are of a different type and include: traffic infrastructure, plumbing, oil pipeline, sewage, heating, telecommunications, different installations, and other buildings. Each of these buildings or installations helps the population, i.e. raises the level of quality in the fulfilment of its basic, life needs and obligations. Without the existence of an adequate traffic infrastructure, neither the local population nor the tourists can move around the rural environment. Plumbing and sewerage are elementary systems and without them the life of the local population is very primitive and affects their health. One of the more serious infrastructure problems faced by rural areas in the Republic of Macedonia is the roads, i.e. there are no roads in many rural areas. In the everyday life of the rural population there are primitive forms of roads, by which they have to fulfil their needs, which greatly affects their way of life. Different problems, separated by type of infrastructure, faced by the rural population in the Republic of Macedonia can be seen in Table 1, given below. [4]

Tabel 1: Problems in different types of infrastructure in rural areas

TYPE OF INFRASTRUCTURE	PROBLEMS
Health infrastructure	<ul> <li>a primary health care network has been developed, i.e. several institutions are open that provide access to health care for 35,000 to 40,000 people from rural areas;</li> <li>they don't have access to pharmaceutical services.</li> </ul>
Social infrastructure	<ul> <li>has capital investments in primary schools;</li> <li>high schools are in the headquarters of the municipalities, so students from the surrounding villages go on foot;</li> <li>there are no day care centres for preschool children;</li> <li>there are no retirement homes.</li> </ul>
Technical infrastructure	<ul> <li>roads in rural areas are in poor condition, that is, local roads in these settlements do not provide access to many rural settlements;</li> <li>the public sewage system is a "privilege" for only 17.7% of the total rural population, the other part uses septic tanks and uncontrolled waste water discharge;</li> </ul>

	- only 10% of the rural population benefit from the public solid waste collection system.
Basic services	<ul> <li>basic transport services are available to only 22% of the total rural population;</li> <li>access to banking services has only 36% of the rural population;</li> <li>postal services can only be used by 24% of this population;</li> <li>only 20% of the rural population have access to cultural objects.</li> </ul>

Source: IPARD II Program MKD

The reasons for the poor conditions in the rural areas are diverse, starting from the small financial funds that the state owns, then the bad policies of the governments in the country, the lack of experience among the leaders of the important political programs, etc. The biggest problem for Macedonia are finances, that is, the lack of sources for financing the development of rural areas, which requires serious funds. One of the ways for achieving such necessary development, i.e. reaching financial resources, is the European funds from which the Republic of Macedonia can use funds and guide them in the proper directions in order to achieve the desired development.

### 3. Instrument for Pre-Accession Assistance (IPA)

The Instrument for Pre-Accession Assistance (IPA) is a set of previously implemented European Union assistance programs targeting candidate countries for membership of the Union. The new, comprehensive IPA program, which exists since 2006, includes the elements of the previous programs: CARDS, PHARE, ISPRA, SAPARD. With the adoption of this program, the European Union seeks to fulfil several objectives, such as the support of the beneficiary countries of this program to adopt and implement political, legal, administrative and social reforms, thus achieving compliance with the values of the Union. In order for a country to use IPA funds, it must have a credible decentralized fund management system. This means that the receiving country must be responsible and implement the specific programs. Each of the contracted and tender procedures is subject to ex-ante (pre) control, carried out by an EU Delegation in the country itself, and the conclusion of, or the assessment of, this body depends on the further outcome of the project. The main goal of the IPA program is to support the adoption and implementation of the necessary reforms in the country. In addition to this goal, there are several more specific objectives that need to be met by applying the IPA program in one country: support for political reform: support for economic, social and territorial development; capacity building in order to fulfil all obligations arising from Union membership; strengthening the territorial cooperation of the beneficiary countries. [5]

For the first time, the IPA program was implemented in the period 2007-2013, where the funds were retroactively approved for each subsequent period. During this period, the IPA 1 program allocated 11.468 billion euros by the European authorities. With the completion of the first program, in the period 2014-2020, IPA 2 Program was adopted, where 11.7 billion dollars were allocated, where the same funds were approved retroactively. The budgets of these programs apply to all beneficiary countries, for all components of the program, that is, the total budget the European Union has allocated for this Program.

The main goal of the IPA 2 program is to support the adoption and implementation of the envisaged reforms in the country. [6]

Within the IPA program, ie the assistance instrument, several components are distinguished, according to which the Union is guided in the allocation of funds, depending on the needs for reforming in the country - beneficiary. The components are as follows: [7]

- COMPONENT I: Transition Assistance and Institutional Upgrading
- COMPONENT II: Cross-border cooperation
- COMPONENT III: Regional development
- COMPONENT IV: Human Resources Development
- COMPONENT V: Rural development

Until this moment, the European Union has approved 2 IPA programs, of which the second one is still ongoing, i.e. its completion is expected in 2020. For the purpose of this paper, we will give an overview of the last component, that is, the rural development among the beneficiary countries of the program.

#### 3.1. Instrument for Pre-accession Assistance for Rural Development (IPARD)

This instrument is a component of the Instrument for Pre-Accession Assistance, i.e. the IPA Program. The main objective of this instrument is to assist beneficiary countries in the development of their rural areas, thus enabling consistent growth and development of these environments. Through the funds received from the Union for Rural Development, beneficiary countries must work hard to maintain a competitive agricultural policy in these areas, as well as the development of strong rural communities.

## 4. IPARD Instrument in the Republic of Macedonia

The Instrument for Pre-Accession Assistance for Rural Development in the Republic of Macedonia is used in order to assist the country in reforming and implementing the necessary harmonization of rural communities with European standards, which will facilitate entry into the Union. The Republic of Macedonia has obtained the candidate status for a member of the European Union in 2005, which shows that it was a beneficiary of the first IPA program for the period 2007-2013. The state is also beneficiary of the IPA 2 program for the period 2014-2020. Regarding the IPARD instrument, looking at the previously published data on the situation in the rural areas in the Republic of Macedonia, the need for development of these environments can be noted. With the help received from the European funds, the country needs to realize productive projects, that is, projects that will improve the quality of life of the rural population, as well as enable greater competitiveness of the agricultural economy. Talking about rural infrastructure in the paper itself, attention will be given to investing in public infrastructure as one of the measures within the IPARD program. With the assistance of IPARD, the funds should be provided with a permanent rural development, that is, to provide better conditions, which would be realized if submitted quality and well-endowed projects. As the main project applicants, as well as beneficiaries of funds from the IPARD Instrument may occur, the municipalities - which according to the Law on Territorial Organization do not include more than 10,000 inhabitants; Public enterprises for forest management; Public enterprises for pasture management.

These entities must be aware of the sustainability of the project, that is, they must comply with the minimum standards for environment, culture, ecology and construction.

Depending on the entity, there are financial frameworks in which the projects with which these entities apply. Table 2 below shows the eligible costs per project, according to the type of applicants.

Tabel 2: Eligible costs per project

User type	Maximum eligible costs (in euros)	Minimum eligible costs (in euros)	
Municipality	3.000.000	10.000	
Public company	500.000	10.000	

Source: IPARD II Programme\_MKD

# 4.1. Instrument for Pre-accession Assistance for Rural Development (2007-2013) in the Republic of Macedonia

The first part of the IPARD instrument was implemented in the period 2007-2013, where projects were submitted and approved. A number of public calls were conducted, with about 3,000 applicants applying. The funds for financing the measures of the program are cofinanced by the state, i.e. 25% of those funds are approved by the Government of the Republic of Macedonia, while the remaining 75% are from the European Union. These funds are allocated to the beneficiaries once they divide the government's money.[8] For the period 2007-2013, the European Commission has made a plan for allocating funds for rural development by years.

Tabel 3: Financial plan 2007-2013, maximum EU participation in IPARD

Year	2007	2008	2009	2010	2011	2012	2013	TOTAL
Total for rural develop ment	2.100. 000	6.700.000	2.806.118	474.119	16.000.000	17.991.604	2.157.737	48.229.578

Source: Agency for Financial Support of Agriculture and Rural Development

From Table 3, you can see the plans that the European Commission made in 2005 before the implementation of the IPARD 1 program. From here you can see the funds from the European funds for the rural development of the Republic of Macedonia. For the period 2007-2011, for the development of agriculture and rural development of the Republic of Macedonia, 60.7 million Euros were available, part of which is provided by the European Union, and part of the Government of the Republic of Macedonia. How much of these funds, i.e. the amount of funds provided by the Government, and how much they were provided by the European Union, can be seen on the following Figure 1. The government provided 15.2 million Euros, and 45.5 million Euros were provided from the EU funds.

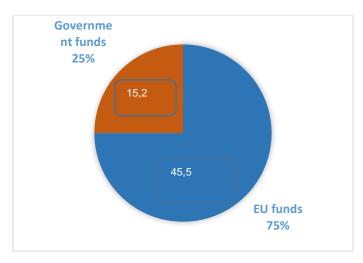


Figure 1: Funds for rural development

Source: IPARD II Program MKD

Unlike what was planned, the realization of payments over time was different, i.e. the payments in terms of the planned deviated to a large extent. This can be noted in Table 4, which is below.

Table 4: Implemented payments of EU funds for IPARD 2007-2013

	2011	2012	2013
Total envisaged funds for rural development	16.000.000	17.991.604	2.157.737
Realized payments	1.010.641	1.188.152	474.447
Percentage of realized payments relative to the planned (%)	6,3	6,6	22,0

Source: Agency for Financial Support of Agriculture and Rural Development and Ministry of Agriculture, Forestry and Water Management

According to the last item, the percentage of realized payments relative to the planned are very small percentage (22%) of realized payments.

By 2015, EUR 7.4 million has been paid out of IPARD 1, and another EUR 11 million is expected for payment for all measures of the IPARD instrument. The use of European funds by Macedonian applicants for assistance in the IPARD 1 instrument is only 15%. This data has negative indications, i.e. it shows that the Macedonian economy does not use the funds from the European funds, which is not favourable for the state. This implies that there are no improvements in the rural development, that is, the objectives foreseen by this instrument have not been fully met. The reasons for the non-utilization of European funds are due to the unwillingness of the institutions and the lack of knowledge of the procedure. Such obstacles must be overcome in the shortest time possible, in order to use as many resources as possible.

In the period between 2009 and 2015, when the implementation of this program was realistically started in the Republic of Macedonia, 12 public calls were announced, and on each of those calls the number of reported, accepted and implemented requests is different. This is reflected in Table 5. [9]

Table 5: Implementing the IPARD Program for Public Calls

Public call	Submitted	Rejected	Approved	Paid
01/2009	133	106	27	19
01/2010	112	76	36	23
01/2011	74	34	40	12
02/2011	60	37	23	12
03/2011	92	65	27	20
01/2012	67	53	14	12
02/2012	61	50	11	9
01/2013	401	228	173	157
01/2014	394	181	213	170
02/2014	439	185	244	179
01/2015	833	0	401	7
02/2015	421	0	12	0
Total	3097	1015	1221	620

Source: Annual report on agriculture and rural development, Ministry of Agriculture, Forestry, and Water Economy, 2015

The data show very little payment in relation to what is approved by the projects, and it is also evident that there are a large number of rejected projects, which points to the unreasonableness of the applicants. Their project proposals do not meet the set criteria of the European Union, or they do not offer durable projects as a result of their refusal.

# 4.2. Instrument for Pre-accession Assistance for Rural Development (2014-2020) in the Republic of Macedonia

The implementation of the IPARD 2 instrument, i.e. for the period from 2014 to 2020, provides a budget lower than the one in the first IPARD program for around 20 million euros. The European authorities in the second IPARD program envisage certain extenuations in the selection criteria, they also provide an increase in co-financing from 50% to 60% in support of primary agricultural production and 65% for small businesses in rural areas. Such incentives granted to the Republic of Macedonia are due to several reasons, such as the unwillingness of the institutions that is shown in the IPARD 1 instrument, i.e., the inexorability of the funds. Another important reason is the political and debt crisis, in which the country has been in for an extended period of time. The benefits are aimed at increasing the utilization of the funds in positive directions, that is, in the creation and realization of several projects that contain serious solutions to the problems that the rural areas face.

As for the first program, where there were forecasts in the part of the financial contributions from the European funds, such an indicative financial plan exists for the second IPARD program (2014-2020). Table 6 presents the forecasts.

Table 6: Indicative financial plan

Year	Total eligible costs	Public expenditure				National contribution	
	00313	Total EU contribution					
	EUR	EUR	%	EUR	%	EUR	%
2014	-	-	-	-	-	-	-
2015	-	-	-	-	-	-	-
2016	533.333	533.333	100%	400.000	75%	133.333	25%
2017	1.200.000	1.200.000	100%	900.000	75%	300.000	25%
2018	2.666.667	2.666.667	100%	2.000.000	75%	666.667	25%
2019	3.733.333	3.733.333	100%	2.800.000	75%	933.333	25%
2020	4.000.000	4.000.000	100%	3.000.000	75%	1.000.000	25%
Total	12.133.333	12.133.333	100%	9.100.000	75%	3.033.333	25%

Source: IPARD II Program MKD

Projections are provided for the period after 2015, since the report in which this financial plan is presented is prepared at the end of 2015. This table shows clearly what the participation of European funds would be, and what the participation of the Government of the Republic of Macedonia would be, in the implementation of the Instrument for Pre- Accession Assistance for Rural Development (IPARD 2). At the end of the foreseen timeframe, i.e. after the end of 2020, the European Commission will measure the success of the Program's implementation following several criteria:

- 60 supported projects;
- 5 users who invest in the production of renewable energy;
- 100 (gross) jobs created in rural areas;
- EUR 12 million of total investment in physical capital.

Expectations of both the European authorities and the Republic of Macedonia are that in this period there will be greater utilization of the European funds, which will ensure the desired rural development in the infrastructure and other parts.

# 5. Instrument for Pre-accession Assistance for Rural Development (IPARD) in the Republic of Croatia

In order to obtain a complete picture of the utilization of the funds from the European funds by the Republic of Macedonia, i.e. their low utilization in the IPARD Program 1, a parallel can be made with the utilization of these funds from a country such as the Republic of Croatia. The choice of this country is based on its geographical position, that is, part of the Balkan Peninsula as well as the Republic of Macedonia. Another reason for choosing Croatia is the entry into the European Union in 2013, as the last applied member of the community. Also, the comparison between Croatia and Macedonia can also be based on their joint membership in the former Socialist Federal Republic of Yugoslavia (SFRY), along with several other countries in their neighbourhood.

The Republic of Croatia extends over 56,603 km<sup>2</sup>, with 4.290.612 inhabitants according to the latest census, conducted in 2011. According to the updated data of 2011, 429 municipalities

are allocated in the territory of the country. An interesting fact about this country is the large percentage of the population living in rural areas. This can be noted in the following figure (2).

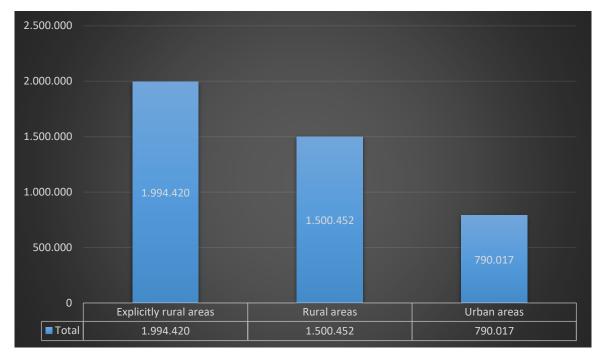


Figure 2: Population distribution in the Republic of Croatia

Source:https://www.agroklub.com/agropedija/ruralno-stanovnistvo-struktura-obrazovanje/struktura-ruralnog-stanovnistva-24/

From Figure 2, we can notice the large representation, that is, of the total population of 4,290,612, about 80% live in rural areas. Regarding the representation of these areas, in the overall framework of 56,603 km2, the urban centres occupy 8,708 km², which is 15.4% of the total territory. The rest of the territory of the country belongs to the rural areas, they cover 47,895 km², which means 84.6% of the total territory. The great territorial prevalence of these environments influences largely the interests of this country for the use of European funds, ie programs intended for the development of rural areas. As a beneficiary of the programs of the European Union, this country becomes in 2004, that is, the year when it receives a candidate for a member of the community. In the past period, as well as other beneficiary countries, it used funds and assistance from EU programs, but in 2007 it started using the Instrument for Pre-Accession Assistance.[10]

Instrument for pre-accession assistance for rural development, i.e. IPARD instrument is part of this program. From that period until the accession to the community, the Republic of Croatia uses programs and assistance from the European authorities and funds. Like the Republic of Macedonia, Croatia was the beneficiary of the IPARD 1 instrument in the period 2007-2013.

The Instrument for Pre-Accession Assistance for Rural Development 1 (2007-2013) has proved to be very useful and important for the Republic of Croatia, since after the completion of the timeframe of the instrument the country becomes an equal member of the European Union. This shows that the assistance received from the European Union for this country had positive implications, that is, the assistance received was used in the right direction and resulted in the long desired result. [11]

For the period from 2007 to 2010, within the framework of the IPARD, the instrument for the Republic of Croatia was prepared a plan for the allocation of financial resources by the European Union. Such a plan is seen in Table 7.

Table 7: Financial allocation of IPARD funds in Croatia 2007-2010 (EUR)

,	Year	2007	2008	2009	2010	Total
	Rural Hopment	25.500.000	25.600.000	25.800.000	26.000.000	102.900.000

Source: www.mfin.hr

The overall IPARD 1 budget for the 2007-2013 period for the Republic of Croatia amounted to 96.4 billion euros, and nearly 200 million euros were approved for the rural development component ie the fifth component of IPARD. Over a period of 7 years, 1,142 projects were submitted by various aid applicants, of which only 800 were approved and agreed. For the overall utilization of IPARD funds, the country has recorded excellent results, i.e. utilization of 70% of the envisaged funds. However, the negativity is that from the funds allocated for rural development, at least the funds were used instead of the funds intended for other components. The utilization of these funds was 4.0%, which is a low rate of utilization. Minor exploitation is reflected in the unwillingness of local governments, the lack of capacity to prepare the documentation necessary for infrastructure projects and similar obstacles. Regarding the overall program of the Instrument for Pre-Accession Assistance (IPA), the utilization of funds from the Republic of Croatia is 85.5%, which is a great surprise even for the greatest optimists in this country. The large percentage of used funds undoubtedly leads to the conclusion that the assistance that the country has used has helped to the greatest extent for joining the Union. The second part of the program, i.e. the Instrument for Pre-Accession Assistance, is worth 11.7 billion euros, and in this budget, the IPARD 2 instrument (2014-2020r) "takes away" about 2.4 billion euros. The significantly reduced budget of the entire IPA program is due to the fact that the country is already a member of the European Union, has achieved to a great extent the standards set. [12]

Looking at another figure in Figure 2, one can see the difference in the payment of funds relative to what was approved by the European authorities in both countries. That is, in 2013, the completion of the IPARD 1 instrument, the payment of funds in the Republic of Macedonia was very small, i.e. 2.67 million euros, and, unlike in the Republic of Croatia, such payment amounted to 33.3 million euros. [13]

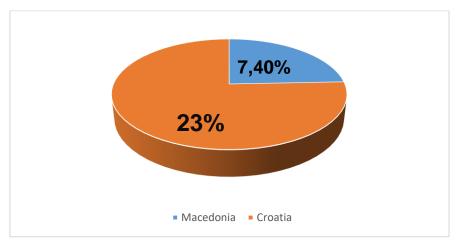


Figure 2: Percentage of disbursed funds in terms of planned funds, 2013

Source: Agency for Financial Support of Agriculture and Rural Development and the Ministry of Agriculture, Forestry and Water Management, 2013

The obvious differences in the utilization of the funds should be a lesson for countries such as the Republic of Macedonia, that is, countries such as Croatia took the funds from the European funds that helped them in the development of rural areas, but also on the country as a whole, which resulted in entry in the European Union.

#### Conclusion

This paper explores the rural development of the Republic of Macedonia, gives an overview of how much of the financial resources received as assistance from the European funds are being used, i.e. whether they are fully utilized. The obtained information shows that the utilization of the first IPARD instrument in the period 2007-2013 was low, i.e. many of those funds were not used to achieve the development of the rural areas in the Republic of Macedonia, which occupy the largest part of the country's territory. For the IPARD instrument in the second part, i.e. for the period 2014-2020, it cannot be said with accuracy yet, because it is still being implemented. The unused funds negatively affect its path to entry into the Union, that is, the inexperience does not help to develop these environments, which does not meet the European standards. As a parallel example, the use of the funds from the IPARD program in the Republic of Croatia is taken into consideration as a country with close characteristics of Macedonia and of course a country that is the last member of the European Union. The reason for the comparison of these countries with regard to utilization is the need to encourage the Macedonian authorities as well as the entities that seek financial assistance for rural development to see the Republic of Croatia as an example. Such behaviour would help Macedonia become a member of the European Union for a shorter period of time, in which a candidate for membership became in 2005. The road to entry would be faster and easier if it crosses the construction, completion of many segments of society, such as rural development.

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