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# ***Social Impact of Emigration and Rural-Urban Migration in Central and Eastern Europe***

## **Final Country Report**

### **The Former Yugoslav Republic of Macedonia**

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VT/2010/001**

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## **1. SOCIO-ECONOMIC AND POLITICAL OVERVIEW**

The FYR Macedonia was declared as an independent and sovereign state in 1991 by a referendum that led to the independence of the country from the Socialist Federal Republic of Yugoslavia. The new Constitution passed on November 17, 1991, determined the Republic not only as independent and sovereign, but also as a civil and democratic nation-state, guaranteeing complete equality and coexistence of the Macedonian people with the Albanian, Turkish, Vlachs, Roma and other minorities living in the country<sup>1</sup>. Since the 1990s, Macedonia has established initial cooperation with the EU, with aspirations for membership. The country was granted EU candidate status in 2005, while a date for starting the accession negotiations has not yet been set by the European Council, despite the European Commission's recommendation in 2009.

Along with the political changes during the transition, the country faced a task of abandoning the old and creating a new economic and social system which corresponds to the needs of a market economy. The promising but insecure transition took longer than expected, accompanied by intensified political, economic and social problems (Bornarova, 2010, p. 3). In addition, several unfavourable events unsettled the country: the Greek blockage, the Security Council embargo towards Yugoslavia, the loss of the socialistic markets, and later on, the spillover of the Kosovo\* conflict in 1999 with a large number of refugees sheltered on Macedonian territory<sup>2</sup> and the armed conflict in Macedonia in 2001. The events of 2001 considerably shook Macedonian political stability. In February 2001, a conflict between ethnic Albanian separatists and Macedonian security forces broke out. A large part of the population in the crisis regions (Skopje, Kumanovo and Tetovo) fled from their homes seeking protection throughout Macedonia. The majority of them were accommodated in families, while a smaller part has been living in collective centres. The largest number of IDPs was registered in September 2001, when a total of 76,000 persons were displaced from the Skopje, Tetovo and Kumanovo regions (MLSP, 2007). In May 2001 the major political parties joined the "Broad Government Coalition" in order to stop the crisis in the country. At the request of the government, international facilitators brokered a cease-fire. With further facilitation by the United States and the EU, the ruling ethnic Macedonian and Albanian political party leaders signed a peace agreement, known as the Ohrid Framework Agreement, in August 2001. The Framework Agreement reflected upon numerous changes in the Constitution of the Republic of Macedonia, its laws and secondary legislation and in the operation of the authorities and public institutions, notably in the following areas: development of a decentralised government (significant increase in the competences of local governments, along with fiscal decentralisation and revision of the territorial organisation of the country); full compliance with the principle of non-discrimination and equitable representation (mostly concerning employment in the public administration and enterprises); introducing parliamentary voting procedures; changes in the domain of education and the use of languages (Government of the Republic of Macedonia, 2004, p. 41-42).

Overall, since 1990 the country faced significant changes in terms of economic, demographic and social development, as evident from the socio-economic indicators (Annex 1. Table 1.1.). The real growth rates were negative from 1991 to 1995, and after an increase with more or less emphasized oscillations (real growth rates have negative values in 2001 and 2009) was noticeable. The GDP increased from 3523 in 1996 to 6944 in 2010 (million EUR at current rate), and GDP per capita (in EUR at current rate) from 1777 to 3376 respectively. GDP per capita at

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<sup>1</sup> According to the Population Census 2002 the population shares of different ethnic groups were: Macedonians (64.18%), Albanians (25.17%), Turks (3.85%), Roma (2.66%), Serbs (1.78%), Bosnians (0.84%), Vlachs (0.48%) and others (1.04%) (State Statistical Office, 2004, p. 194).

\* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/99 and the ICJ Opinion on the Kosovo declaration of independence.

<sup>2</sup> In spring 1999 a total of 360,000 refugees from Kosovo\* (mainly ethnic Albanians) fled to Macedonia and were granted a temporary humanitarian protection status (MLSP, 2008, p. 8-9).

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PPP in 1999 was 27.0% and in 2009 it reached 36% of the EU average (State Statistical Office, 2011a). In the period 1990-2001 the real wages declined by more than 50% (UNDP, 1998, p. 2).

Perhaps the hardest impact came along with the painful process of privatisation, restructuring and bankruptcy of state-owned enterprises that caused a mass of people being left redundant and excluded from the labour market. The transition from socialism to a market oriented system lead to collapsing of many enterprises. In the course of few years, many socially owned enterprises have been privatized, and a huge proportion (over 200.000) of the population has become unemployed. Unemployment rates rose sharply and also in the past years remained at a high level between 32% and 37%. In the same time the employment rates remained at a low level between 32% and 40%. In these circumstances living standards eroded in many sectors of the population, while relative poverty rates - calculated as the percentage of persons whose expenditure is below 70% of median equivalent expenditure - increased from 19% (1999) to 31% (2010).

In summary, the cumulative effect of problems, arising from underdevelopment and the socially stressful process of transition, had a dramatic impact on the social status of Macedonian citizens in general. The population became more socially vulnerable, while the victims of the transition and armed conflicts frequently referred to as the *new poor* (unemployed, redundant workers, internally displaced, disabled in the conflict and the members of their families) had to be sheltered by the system of social protection which was in development itself. The government had to face this new challenge to preserve the social peace in the country and mitigate the transition consequences.

This socio-economic condition produced by the transition was a push factor for a considerable rise of the emigration of Macedonian citizens abroad during the 1990s. Emigration entailed serious changes in the demographic development: a significant decrease of the total population growth substantially reduced the natural population increase rates and an intensive population ageing. These demographic changes were accompanied by deepened regional disparities of the population development.

## **2. MAIN EMIGRATION AND INTERNAL MIGRATION TRENDS AND PATTERNS**

### ***2.1. Main emigrations trends***

The current territory of the FYR Macedonia has been a traditionally emigrational area since more than one hundred years. Although the most popular destinations are well known, the total number of emigrants living abroad today remains unknown. The long history of emigration (which in some families perpetuated for several generations), has led to an absence of reliable data for "old" migrants and their descendants, as well as for those who have returned home. Also, in the past decades, only a small number of citizens officially reported their stay abroad. Public statistics in the country are incomplete and only indirect estimations are available. In these circumstances, the scope of emigration could be approximated only through the foreign data sources from international institutions and receiving countries. But, not less difficult is the collection and calculation of the exact number of Macedonian migrants from destination countries' statistics. These data sources do not always report such data accurately, and often do not cover illegal migrants.

The latest relevant comprehensive data for the number of emigrants by particular countries are those from the World Bank. These data estimates that the number of Macedonian citizens in the receiving countries all over the world in 2010 amounts to 447,138 persons (World Bank, 2011, 2011a). According to this data the emigration rate is about 21.8% revealing the fact that a considerable share of the total population of the country lives abroad.

The mentioned World Bank data for migrants stocks in 2010 are only rough approximations. In the case of Macedonian migrants, they are underestimated regarding the overseas countries. According to the census data and official statistics of the USA, Canada, Australia and New

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Zealand, the number of Macedonian citizens in these countries amounts to 173,795 persons, which means 96,119 persons more than the latest World Bank data presents (Annex 1., Table 2.1.). If we include these data, then the number of Macedonian citizens abroad reaches 543,257 persons, and the emigration rate is 26.5%. If we take Eurostat data for migration stocks according to citizenship in 2010 (or latest available data) for receiving countries of the European Union, then the emigration rate is 26.0%. In our opinion, this emigration rate can be considered as a roughly correct estimation of the current size of the Macedonian emigration.

Having in mind all available data sources for the migration stocks according to citizenship, one can conclude that the five countries with the highest numbers of Macedonian immigrants worldwide are: Australia, Italy, Germany, USA and Switzerland. Regarding the European Union in particular, the five countries with the highest numbers of Macedonian immigrants are: Italy, Germany, Austria, Slovenia and Belgium (Eurostat data) or Sweden (World Bank data). Concerning the changes of the number of Macedonian citizens in the European receiving countries, the highest increase was noticed in Germany, Switzerland and Italy, where in 2010 220,000 (Eurostat and other data sources, Annex 1., Table 2.2.) or about 247,800 Macedonian citizens were registered (World Bank data, Annex 1., Table 2.1.). Regarding the Balkan countries, Slovenia and Croatia are distinguished as most important receiving countries with about 27,700 Macedonian immigrants in 2010 (World Bank data, Annex 1, Table 2.1.).

The changes in the scope and nature of emigration since 1945 correspond to the country's social and economic development stages, and the changes in the migration policies of the receiving countries. In this respect, four periods can be identified (Janeska, 2001, p. 166-172).

**The first period** (from 1945 to early sixties), is distinguished by intensive emigration of persons of Turkish nationality. The total number of emigrants in the period 1953-1961 is estimated at about 164,000 persons. According to the data of the Ministry of Internal Affairs, 127,000 emigrants who left the country and settled in Turkey in the period from 1951 until the 1<sup>st</sup> June 1958<sup>3</sup> were of Turkish nationality. Unlike the emigration of the Turks, the economic, political and other types of emigration for Macedonian citizens during this period were forbidden and therefore carried out on an illegal basis.

**The second period** (1961-1975), is characterised by the further emigration of Turks and the beginning of economic emigration (temporary employment abroad and permanent emigration to overseas countries). The contemporary emigration abroad started in the first half of the sixties with the change of the political attitude towards the international migration, caused by the economic reform and increased unemployment. The data of the Ministry of Internal Affairs show that during the period 1961-1971 about 47,000 persons permanently left the country (74% of them were Turks). According to the data of the Population Census in 1971, 56,449 persons were registered as Macedonian citizens abroad (96.4% of them were migrant workers)<sup>4</sup>. The majority of them were temporary employed abroad through the Employment Agency.

**The third period** (1976-1990), is characterised by a decrease of employment abroad in the period 1976-1985, and their re-growth in the second half of the eighties; more intensive return of migrant workers; reunification of families of those staying behind; increase of births of children of Macedonian parents abroad (self-reproduction of the migrating contingent) and gradual transformation of temporary stay into permanent one.

The total number of temporary employed persons abroad through the Employment Agency in the period 1967-1990 amounts to 84,567, of which 63.6% have left the country from 1967 until 1975, and 25.5% in the period 1985-1990. In the same period (1967-1990) the number of the

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<sup>3</sup> These are data about deregistration of Turks in local offices of the Ministry of Internal Affairs. The number of Turks in 1953 amounts to 203,938 and in 2002 to 77,959 persons.

<sup>4</sup> Only a small part (2016 persons or 3.6%) of the total number of Macedonian citizens abroad (registered by the Population Census in 1971) were family members. This implicates that temporary and circular economic emigration of Macedonian citizens prevails within the emigration abroad.

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registered returnees amounts to 55,245 persons<sup>5</sup>. The majority of them (73.5%) returned after 1975. In the inter-census period 1971-1981 the number of migrant family members increases from 2,016 to 42,958 persons. With the Population Census 1981, 19,528 persons were registered as born abroad.

**The fourth period** (since 1990) is a distinctive period in which the highest emigration wave since the beginning of the economic emigration was noticed. This fact could be confirmed by the available (although not comprehensive) data from domestic and foreign sources. Based on all available data, the overall number of Macedonian emigrants broad in the last two decades may be estimated at about 200,000 persons.

In the period 1990-2010, **the Macedonian emigration can be classified in three types**. Namely, the *permanent family emigration or family reunification*, which started in the early nineties, still continues with relentless intensity. It was accompanied by a considerable intensity of permanent intellectual emigration. *Temporary and circular economic emigration (employment)* of Macedonian citizens in the neighbouring countries is also on the increase. Besides, there is a *temporary and circular economic emigration for other reasons (education, training, visits of the family members abroad and so on)*. In addition, a small number of Macedonian citizens have left the country *illegally or sought international protection* in other countries.

The Population Census in 1994 registered 173,611 Macedonian citizens abroad, of which 45,888 persons have left the country during 1990-1994. The census data of 2002 covers only the number of citizens who have been abroad for less than one year, and this number amounts to 35,123 persons. The regularly published data from the State Statistical Office on immigrants and emigrants cover only citizens who officially report their stay abroad<sup>6</sup>. According to these data in the period 1994-2010 only 7,962 Macedonian citizens have left the country (Annex 1, Table 2.3.).

Foreign data sources on outgoing migrants show that the emigration of Macedonian citizens in the last two decades has continued with undiminished intensity. It could be confirmed by Eurostat data on the international migration flows i.e. on immigration by citizenship. The data show an increase of the migration flows of Macedonian citizens in the European Union receiving countries, which in the period 2002-2009 amounts to more than 10,000 persons per year (Annex 1., Table 2.4.). As a result of the increased migration flows, the number (migration stock) of Macedonian citizens in the European Union receiving countries in the period 2001-2008 (assuming that the United Kingdom value for 2005 is still valid for 2008) has increased by about 110,000 persons (Annex 1., Table 2.2.).

In recent years, there has been an evident increase in the *temporary stay abroad*. In the absence of complete and relevant data, on the basis of a number of indicators, one can conclude that there is a significant increase of temporary emigration for reasons of employment, family matters, and schooling or on other grounds<sup>7</sup>.

With regard to the *Macedonian citizens who have sought international protection in other countries*, one can conclude that their number is relatively small. Based on UNHCR data, this

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<sup>5</sup> These are data from the Employment Agency records on the number of returnees from those who were temporarily employed abroad through the employment offices.

<sup>6</sup> Sources of the data on the movement (migration) of the population are the immigration and emigration records on the changes of permanent place of residence obtained from the regional offices of the Ministry of Interior of the Republic of Macedonia. On the basis of these data, the State Statistical Office is processing and publishing data on: **internal migration** (covers the changes of the place of permanent residence of stay in the country) and **international migration** (covers the movement of citizens of the FYR Macedonia to and from other countries, as well as the movement of foreigners). However, these data on the scope of the emigration abroad do not reflect the real situation.

<sup>7</sup> Census data in 2002 showed that 35,123 persons had been abroad for a period of up to one year. Out of them 22,995 being either employed abroad or family members, and 12,128 stayed for other reasons (schooling, etc.).

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number amounts to 9,187 persons by 2007<sup>8</sup>. Out of these, 8,077 are recognized as refugees, while 1,110 are asylum seekers. According to UNHCR the number of asylum seekers from FYR Macedonia has considerably increased after the entry into force of the visa liberalisation in 2010. From 908 in 2009, the number of asylum applicants from Macedonia lodged in 44 industrialised countries increased to 6,351, of which 5,773 are lodged in EU27. Among the major countries of origin of asylum-seekers, significant increases of asylum-seekers from FYR Macedonia (59%) and Serbia (54%) were registered. Most of the applications submitted in 2010 from FYR Macedonian asylum seekers are to Germany (2,466), Belgium (1,082) and Sweden (908). The UNHCR Report emphasises that in 2010 Germany experienced a 49% increase in new asylum requests compared to 2009, which can be partly attributed to a higher number of asylum seekers from Serbia and FYR Macedonia, many of Roma origin. This is a result of the waiving of the visa requirements for both countries at the beginning of 2010. Claims from asylum-seekers from FYR Macedonia to Germany increased ten-fold from 100 in 2009 to 2,466 in 2010 (UNHCR, 2010). As a response, the Ministry of Interior of Germany pointed to the risk of increasing abuse of asylum rights and questioned the visa exemption for nationals of Serbia and Macedonia. REAG/GARP funds to promote voluntary returns were regarded as reason for the development. In order to abolish potential indirect financial incentives for coming to Germany and filing asylum applications the Federal Government and the states stopped paying return funds to Serbian and Macedonian nationals (Federal Office for Migration and Refugees, 2011).<sup>9</sup>

The *re-migration trends* since 1990 register a tendency of decline. Census data show that the number of returnees from abroad decreased from about 20,800 (1981) to 14,000 persons (1994). The statistical evidence on returnees in the country is scarce, particularly concerning voluntary returns. Some data on this category of returnees can be obtained by the IOM country office. In the period from 2006 until August 2009 IOM has assisted 84 voluntary returnees (MLSP, 2010, p. 3). The Ministry of Interior (MOI) has evidence on the number of returnees in the country, in particular on the *forced returns*<sup>10</sup>.

There is no evidence for the impact of economic and financial crisis on emigration and re-migration trends. Data of the World Bank and Eurostat show that since 2008 there are no significant changes in the migration stocks of Macedonian citizens abroad. In 2009 and 2010 their number has even increased, which means that there was an inflow of new Macedonian migrants and no return migration increase.

### **2.2. Main internal migration trends**

The indicators concerning internal migration show that the mobility of Macedonian citizens since 1990 was very low and in the last decade a decreasing tendency is noticeable. Given this, the internal migration rates were 0.6% (2003) and 0.4% (2010)<sup>11</sup>. Concerning the patterns of internal migration in the observed period, these are essentially different compared to the ones from the pre-transition period, mainly because of the two changes in the territorial organisation and redefinition of the rural and urban settlements in the country. The first one was in 1996, when the territory of the country was divided into 123 municipalities, but the rural and urban

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<sup>8</sup> Most of the refugees and asylum seekers from FRY Macedonia have sought international protection in Germany (5,296 persons or 57.6%) (Government of the Republic of Macedonia, 2009).

<sup>9</sup> This situation also resulted into official warning calls to the Macedonian government by the receiving countries (especially Belgium) to invest efforts to prevent the flows of Macedonian citizens seeking asylum in the European countries. The responses of the Macedonian government to this situation are briefly discussed under Chapter 6.2.

<sup>10</sup> These data are readily available only for the years 2007 onwards which corresponds with the ratification of the Agreement with the EC on the Readmission of Persons with Illegal Residence. Special permission was required for access to data prior to 2007. But the same can not be analyzed according to other relevant indicators such as gender, age, ethnical background etc. The majority of the returnees in the period from 2007-2010 were Macedonian citizens deported from Germany (766), Switzerland (524), Greece (194), Croatia (168), and Italy (139) (MOI, 2010).

<sup>11</sup> Calculated as a relation of population who has changed place of permanent residence (within the same municipality and between municipalities) to the total resident population of the country (State Statistical Office, 2.4.3.04 - 2003, 2.4.11.06.686 - 2010).

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settlements were not determined by the law. With the second one in 2004, 84 municipalities were established, and the rural and urban settlements were determined. According to the territorial organization in 2004, almost half (41) of the total number of municipalities (84) consist only of rural population.

In contrast to the trends of the recent decades, in the second half of the 20th century (particularly in the period 1950-1990) internal migration was characterized by a large volume and great changes in the patterns of these migratory movements. Within the internal migrations, intensive increase was typical for migrations inside the municipalities i.e. local migrations in which rural-urban migration prevails, while within the inter-municipal migration (migration between municipalities) the immigration into the Skopje region was dominant.

The intensity of local i.e. rural-urban migration reached its culmination in the period 1961-1971. Main determinants of the internal migration and intensive rural-urban migration in the 1960s and 1970s were the very rapid socio-economic developments and the lack of synchronization between the processes of industrialisation, deagrarianisation, migration and urbanisation (Dimitrieva et al., 2000, p. 57, 64-66).<sup>12</sup> The decline started in the second half of the 1980s and coincided with the intensified emigration abroad. Net migration (calculated by vital-statistic method) shows that in the period 1981-1994 rural areas have lost more than 130,000 inhabitants (which means 15.3% of the overall rural population), while positive net migration in the urban areas amounts only to 2,640 persons<sup>13</sup> (Annex 1., Table 2.5.). It means that the greatest part of the rural population that has left villages chose to migrate abroad. And according to the Population Census data 2002, the share of the rural population in the total population was 43.3%.

Since 1990, the inter-municipal migration was and still remains dominant, despite the manifested oscillations. According to the census data, the share of migration within municipalities' compared to the total number of immigrated persons i.e. local migration stock increased from 34.9% (1994) to 36.8% (2002), and that of inter-municipal migration decreased from 65.1% to 63.5%<sup>14</sup> (Annex 1., Table 2.6.).<sup>15</sup>

As for the changes of the internal migrations, the more or less emphasised regional differences could be identified. The region of Skopje is the only area which has continuous positive migration balance in the internal migration during the last two decades (Annex 1., Table 2.8.). The regular statistical research data on the regional level confirms the previously made statement, although in the period 2008-2010 the Southwest region also had a positive migration balance though with a very small scope (only 40 persons). In all regions, migrations between municipalities prevail. In the period of transition, particularly the rural-urban migrations have had a decreasing tendency in all regions.

The smaller internal, particularly rural-urban migration, in the last two decades is mainly determined by smaller migration potential in the majority of the rural areas, as a result of the: demographic ageing and reduction of the natural population increase i.e. de-population caused by the previous huge rural-urban migration; still intensive emigration abroad from the rural areas

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<sup>12</sup> Main *push factors* in the rural areas were inequitable regional development, particularly inadequate treatment of the villages i.e. absence of the essential preconditions for their development, as well as the neglected development of agrarian sector and rapid process of de-agrarianisation. In the same time there were strong *pull factors* in the urban areas (particularly the region of Skopje), because of their rapid economic and social development, which implicates concentrations of almost all investments in the industrial sector and creation of numerous new jobs as well as fast improvement of the infrastructure.

<sup>13</sup> In the period 1981-1994 the increase of the urban population mostly is a result of the natural population increase and the joint of the suburban rural settlements with the towns.

<sup>14</sup> With the Population Census 2002 internal migrations included 42,168 persons absent in other places in the country for work, school etc. Also, 2,252 internally displaced persons, as a result of the conflict in 2001 were registered.

<sup>15</sup> Regular statistical research shows similar tendencies regarding the local and inter-municipal migration. Namely, in the period from 1994-2010, the internal migrations included 175,123 persons, of which 36,108 (20.6%) were local migrants, and 139,018 persons (79.4%) were inter-municipal migrants (Annex 1. Table 2.7.).

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(particularly those that still have younger population and working age population i.e. that are not faced with the intensive ageing process); and intensified emigration abroad from all municipalities in the country. Regular statistical research shows that in the last decade main causes for officially registered internal migrations were marriage and family reasons.

### 2.3. Main characteristics of migrants

The **emigration abroad** in the last two decades was characterised by significant changes in the demographic and socio-economic features, as well as, regional specifics of the population and labour force emigration. The only available data which could be the basis in determining these changes are the census data (1971, 1981 and 1994). Even though their scope was incomplete, information on the tendencies of the previous decades can be obtained from these data<sup>16</sup>. Also, there are some incomplete foreign data sources on the demographic characteristics of the Macedonian citizens abroad.

From the analysis of the available census data and foreign data sources, several conclusions could be drawn on the demographic and the socio-economic characteristics of emigrants:

- From 1971 to 1994, the *share of family members* in the total number of emigrants increased from 3.6% to 49.5%, which means that temporary emigration has been gradually transforming into a permanent one. These changes also reflect restrictive immigration policies of the main receiving countries which, since the oil crisis, have favoured family migration over labour migration. According to the 2002 Census data, the share of the family members amounted to 34.6% of 22,995 Macedonian citizens residing abroad for less than 12 months (State Statistical Office, 2004a, p. 18).

- The share of *emigrants from rural areas* was prevailing (68.1% in 1981 and 58.2% in 1994), even with the significant increase of the emigration from the urban areas. The emigration abroad from the rural areas after 1994 continues with the same intensity.

- As for the gender structure of the emigrants, a rise in the number of women, especially the active ones has been noticed. The share of women in the total number of migrants increased from 39.2% (1981) to 41.5% (1994)<sup>17</sup>. According to the Eurostat data in 2010, 44.0% of the 175,656 Macedonian migrants in the EU receiving countries were women (Eurostat, 2011). The increase of women migration is mainly caused by the increased family re-unification and intensification of the family emigration (dominantly permanent one) in the last two decades.

The Census data about the *age structure* of the emigrants shows that a significant part of the active population of the country was abroad. In that context, indicative are the data on the migratory generation ratios, according to which the migrants were on average younger than the average total population in the country. The emigration rates of a certain age group (the share of emigrants of a certain age group in the total population of the same age group) in 1981 and 1994 respectively amounts to: 4,4% and 6,9% (children 0-14); 4,4% and 9,9% (young population 15-29); 5,8% and 9,3% (working-age population); 4,6% and 8,1% (women's fertile contingent 15-49)<sup>18</sup>. The Eurostat data in 2010 show that 16.8% of the registered Macedonian migrants in the EU receiving countries were children (0-14), 80.0% - working-age population (15-64) and 3.2% - aged 65 and over.

- The changes in the number and structure of migrants based on *education* are quite evident. There is a significant increase in the number of emigrants with secondary (including upper

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<sup>16</sup> For the period after 1994 no relevant domestic data for the demographic and socio-economic characteristic of the population and the labour force emigration exist. The 2002 Census data gives only information about emigrants abroad, staying up to one year.

<sup>17</sup> In 2002, 28.5% of the 22,995 emigrants were women.

<sup>18</sup> In 2002, of the 22,995 persons abroad (up to one year) 16.2% were children (0-14), 31.7% young population (15-29), 79.9% working-age population. Greatest part (65.9%) of the total number of women (6,557) was in their fertile age.

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secondary) and tertiary level of education. According to the census data, the share of migrants with primary level of education amounts to: 87.7% (1971), 83.1% (1981) and 56.9% (1994). At the same time the share of migrants with secondary level of education amounts to 11.0%, 11.7%, 32.0%, and of those with tertiary level education to 0.8%, 1.0% and 8.0% (State Statistical Office, 1971, 1981, 1996).<sup>19</sup>

Since 1990, Macedonia faced a great increase of emigration of highly educated persons (with tertiary level of education), which by all attributes could be treated as "brain drain". According to some estimations, in the beginning of this century about 20% of the total number of Macedonian citizens aged over 15 with university education are residing abroad (Janeska, 2003, p. 67). Another data source shows that in the period 1997-2005 Macedonian emigration rate of the tertiary educated persons was about 29.4%<sup>20</sup> (Annex 1 Graph 2.1).

- According to the 1994 census data regarding the occupation of migrants (at the time of their stay abroad), 23.8% were miners and industrial workers, 7.8% professionals and artists, 6.0% service sector workers, 3.7% trade workers, 3.6% administrative workers, and 3.3% workers in other sectors.

- According to the nationality, the Macedonians and the Albanians have the largest shares of emigrants abroad. The number of migrants of Albanian nationality has been constantly rising, especially in the period 1981-1994 (Annex 1, Table 2.9.). In this period, the increase of the share of migrants of Albanian nationality in the total number of Macedonian citizens abroad (from 22.1% in 1981 to 29.6% in 1994) was mainly caused by the family re-unification<sup>21</sup>. This trend continued after 1994<sup>22</sup>. In the same period the share of Roma in the emigration abroad remained at a relatively low level<sup>23</sup>.

As for the temporary and circular migration, no relevant data about demographic and socio-economic characteristics of citizens who have sought international protection in other countries and returnees exist. A part of the young labour force from Macedonia emigrate for seasonal work in neighbouring countries (Greece, Montenegro), although there is no accurate data on the scope of this type of emigration<sup>24</sup>.

Concerning the main characteristics of *internal migrants*, based on all available data of the last decade, following conclusions could be drawn: there is a dominant share of women (about 70%); in terms of the age structure the share of young population (15-29) prevails with above 50%, while there is also an increase for the aged 30 and over; regarding the marital status, the

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<sup>19</sup> The share of migrants with primary level of education of the total population with primary education in the country in 1971 was 5.4%, in 1981 was 7.0% and in 1994 it was 10.1%. The same indicators for secondary level of education amount respectively: 9.1%, 6.6% and 23.2%, while for the tertiary education: 1.3%, 1.1% and 8.7%.

<sup>20</sup> Source: TradingEconomics.com: <http://www.tradingeconomics.com/macedonia/emigration-rate-of-tertiary-educated-percent-of-total-tertiary-educated-population-wb-data.html>.

<sup>21</sup> According to the Population Census Data in the period 1981-1994 the number of migrants of Albanian nationality employed abroad increased from 15,648 to 25,888 persons, and of the number of their family members from 6,692 to 25,777 persons.

<sup>22</sup> According to the Census Data 2002, the share of the migrants of Albanian nationality is even 61.6%. However, the Population Census Data 2002 are not comparable with those from the previous censuses because they refer only to the Macedonian citizens abroad up to one year. Thus, these data might indicate a larger share of short-term temporary migration among Albanians, but they should not consider a change of the structure of the total number of Macedonian citizens abroad according to nationality. The dominant part (93.1%) of the total number of Macedonian citizens abroad up to one year registered by the Population Census 2002 (22,995 persons) were in European countries, in which the share of migrants of Albanian nationality prevails. The Census registered only a small part of the Macedonian citizens abroad up to one year in the overseas countries, where migrants of Macedonian nationality prevail.

<sup>23</sup> In 2002, of 14,155 Albanian emigrants, 96.3% resided in the European countries (mostly in Germany, Italy and Switzerland or 82.5% of those residing in the European countries). Almost all of the Roma emigrants resided in the European countries, half of them in Germany (State Statistical Office, 2004a, p. 145).

<sup>24</sup> There are indications that citizens seeking seasonal work abroad mostly originate from the rural population (Kostadinova-Daskalovska, Noshpalovska, 2004).

share of married (about 70%) is dominant; the share of migrants with lower level of education is decreasing and of those with tertiary education is on the rise, although still prevalent is the participation of migrants with secondary education; regarding the economic activity, the share of the labour force is dominant, particularly of professionals, technicians and associate professionals; ethnic structure of the migrants corresponds the ethnic structure of the total population of all ethnic groups, except for the Macedonians and Albanians (this means that the share of Macedonians in the internal migration is higher than their share in the total population, while the share of Albanians in the internal migration is lower than their share in the total population in the country) (Dimitrieva et al., 2009).

### **3. NATION-WIDE LABOUR MARKET AND SOCIAL DEVELOPMENT TRENDS UNDER THE INFLUENCE OF EMIGRATION**

#### **3.1. Economic and labour market developments**

The continuous increase of the emigration abroad, particularly in the last two decades, is having quite negative implications on the population growth and on the demographic and socio-economic structure of the population in the country. When more than one fourth (26.5%) of the total population is abroad, the implications on the total and on the natural population increase are obvious. Macedonian emigration abroad in the last two decades, (approximated at about 200,000 persons or about 10% of the total population), has a direct influence on the absolute population increase. In the period 1994-2002 the natural population decreased by 20,960 persons, as a consequence of emigration. In the same time, population development was accompanied by intensified process of demographic ageing. In the period 1994-2010, according to the more segmented demographic ageing classification<sup>25</sup> (with seven stages), the population in the country crossed from demographic old-age threshold (fourth stage) to demographic old-age (fifth stage). This is a big change that took place in a relatively short period. The intensified process of demographic ageing could be confirmed by age dependency ratios of the young and of old population. In the same period the age dependency ratios of young population decreased from 37.4% (1994) to 24.6% (2010), while the age dependency ratios of old population increased from 12.7% and 16.5%.

The consequences and implications on the labour force and employment correspond to the changes of the size, structural characteristics and duration of the stay of the economically active migrants. According to the 1994 census data, the share of the working-age migrants in the total working-age population in the country amounts to 9.3%, and 11.3% in the active population (labour force). Implications of the emigration on the labour force are especially manifested in the rural areas, where the mentioned indicators amount to 14%, respectively to 20%. It influenced the reduction of the agricultural labour force, its ageing and the disruption of the interrelation between the labour force and the available production capacities in agriculture, particularly in the traditionally migratory municipalities. However, the authors estimate that the values of those indicators are larger by at least 50%.

The valorisation of the influence of the emigration on the labour market should be first seen in the context of the transformation of the temporary migrations into permanent ones, which leads to a loss of significant part of the labour force. The Labour Force Survey data for the period 1996-2010, show that there was no significant increase in employment (Annex 1., Table 3.2.), and beside the manifested oscillations, the employment rates remained on a very low level. The data from an empirical study carried out in 2008 on 1211 households in the country with non-migrants, returnees and absent emigrants suggest that migration has a mixed impact on the employment of those left behind: departure is associated with higher employment, but

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<sup>25</sup> This classification is made according to four indicators: the mean age; the age ratio; the coefficient of population aging; the coefficient of vitality. The stages of demographic aging are determined according to the values of those indicators (Annex 1. Table 3.1).

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remittances tend to diminish employment among those who remain at home (GDN, 2009). In the same time, according to the Labour Force Survey, the unemployment rate remained very high recording 30% and over.

The mutual rise of emigration and unemployment since 1971 unambiguously indicates that the problem of unemployment could not be substantially released nor solved by emigration abroad. This conclusion especially applies to the period of transition when the emigration abroad was intensified and unemployment reached enormous dimensions. However, human resources are key determinants of the socio-economic development and the country has lost a significant part of its human resources through emigration of persons who with their knowledge, skills and competences could have positively influenced the socio-economic development, particularly the economic growth and the creation of new jobs in the country.

The evidence that some economic sectors are more affected by highly skilled emigration than the others could be found in the well-functioning skill needs analysis (SNA) model for short-term labour market forecast, which was established in 2006.<sup>26</sup> The results of the SNA in the period 2006-2010 show that concerning the labour force with tertiary education, the deficit continually appears for the following occupations: electrical engineers (courses: telecommunication, electronics, robotic management with technical systems); mechanical engineers; IT technicians; pharmacists, engineers in the textile industry; engineers-technologists and other.<sup>27</sup> These are at the same time the profiles of tertiary educated persons emigrating out of the country. There has been an intensified emigration of health care staff and an on-going assessment of the Government to identify the scope of this type of emigration but there are no reliable data available so far. In addition, initial findings of a project - *Scientific Diaspora from the Republic of Macedonia*, implemented by the Institute of Economics in Skopje which started in October 2011, suggest that out of 100 so far identified scientists, with PhD diplomas abroad, 20 are occupied in the medical field.

The interview with ESA staff shows also that the results of the above mentioned SNA confirm the labour shortages of industrial workers and construction workers, which according to the census 1994 constituted a large share of migrants (see chapter 2.3).

One of the findings of the OECD Investment Reform Index 2010 is that emigration of skilled workers, often referred to as brain drain, is significant in many SEE countries, including Macedonia (OECD, 2010). As for the utilisation of migrants' skills, there is evidence that part of the tertiary educated Macedonian migrants is not employed adequately to their qualifications, which implicates brain waste. Given the fact that return migration is very small, we could not discuss the utilisation of skills of Macedonian migrants in the country.

The **remittances** inflow into the country in the 1990s corresponds with the emigration intensity and changes in the migratory structure. This has large social and economic implications at the macro level and on the family members left behind (nuclear and extended families). All studies on remittances by migrants conducted in the last decade primarily point out the very serious problem of the lack of relevant data, and the methodological constraints in establishing their real amount<sup>28</sup>.

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<sup>26</sup> The skill needs analyses (SNA) model is based on the survey of a representative sample of companies (with 10 and more employees) in which the interviews with the responsible persons about the expected needs for labour force in next 6-12 months is conducted. The collected data are processed and put in a broader economic context for forecasting the short-term needs of labour force on a local and national level. The Employment Service Agency (ESA) has used the SNA regularly since 2007. It identifies specific skills requirements in eight sectors once a year.

<sup>27</sup> Employment Service Agency of the Republic of Macedonia: <http://www.avrm.gov.mk/>.

<sup>28</sup> Official foreign exchange remittances and foreign exchange flows from emigrants are two different terms. Official remittances include only the foreign exchange funds remitted through the Macedonian banking system, but not the cash brought into the country personally or via informal channels, nor the cash deposited on a foreign exchange savings book (account) at a bank. Thus, if we only look into official remittances from abroad, then the true amount of migrants' foreign exchange transfers will not be covered.

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The only available official data on remittances in the country are the ones coming from the balance of payments within private transfers. Based on the existing methodology of the National Bank, private transfers consist of three components: 1) remittances to and from abroad; 2) foreign exchange operations; 3) other private transfers (in which pensions share prevails). Out of these components, remittances from abroad and other private transfers, as well as 50% of the foreign exchange operations could be considered as remittances based on emigration abroad. Intensive growth of net private transfers was observed after 1995, along with a considerable growth of other transfers (Annex 1, Table 3.3.).

It is very hard to determine the scope and dynamics of the income of the population, due to the lack of relevant data on the amount of funds arriving through the unofficial channels. Various studies (Centre for Research and Policy Making, 2007; GDN, 2009; Mughal et al., 2008, p. 65) estimate that only 15 – 44% of cash transactions are effected through official channels, while the rest is brought into the country either by other migrants (such as friends, relatives, transportation companies), or otherwise.

In the period 1993-2008, the amount of all private transfers (the sum of the remittances, foreign exchange operations and other private transfers) sent from abroad increased by almost 24 fold, from USD \$ 57.8 to 1,376 million. The macro-economic impact of remittances and total private transfers from abroad could be observed through various indicators, but usually three are commonly used. On average for the period 2003-2008, officially recorded remittances amounted to 10.4% of the GDP, over 50.8% of the trade deficit, being almost three times higher than the foreign direct investments<sup>29</sup> (GDN, 2009, p.34-35).

As for the remittances through official channels the available data shows that since the last quarter of 2008, the number and value of private transfers sent from abroad has started to decline, possibly as a result of the global economic crisis. However, some recovery of remittances has been reported for the second half of 2009 and in 2010.

Almost all available research regarding the usage of remittances show that they are mostly used for the purchase of land, building or renovation of houses/flats, the purchase of vehicles and household interior, organisation of ceremonies. Particularly the recent survey on remittances in 2008 targeting 2,797 households in FYR Macedonia found out that remittances are mainly used for durable goods, housing renovation, purchase of farms, land improvement and ceremonies (Mughal et al., 2008). The cases of remittances being invested in business (business creation, investment in social services, corporations) are rare. Therefore, a significant impact of remittances on the labour market in terms of employment increase and unemployment decrease in the regions of migrants' origin cannot be identified. Thus, remittances might positively influence consumption levels of the migrant households, but don't have a long-term development effect.

The influence of the economic emigration on the socio-economic development of the country is manifested in only short-term, insufficiently expressed development benefits, but numerous long-term negative consequences and implications. The continued increase of emigration did not contribute to the substantial change in the country's development i.e. in overcoming the problem of insufficient development.

### **3.2. Social security**

The access to social insurance depends on the social security agreements between FYR Macedonia as a country of origin and the countries of destination. Such bilateral social security agreements are concluded with the three main destination countries of Macedonian migrants (Italy, Germany and Australia)<sup>30</sup>. In total, FYR Macedonia has social security agreements with 23

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<sup>29</sup> In this calculation the total amount of the remittances consists of: remittances, other transfers from abroad and 50% of the foreign exchange operations.

<sup>30</sup> Data of the World Bank and of population censuses in the receiving countries.

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countries, with 7 of whom through succession and undertaking of the agreements from Former Yugoslavia.<sup>31</sup> The agreement with Australia entered into force on 1 April 2011, while the one with Canada is not in force yet as it is still in the process of ratification.

Social security agreements with the European states refer to old age, family and disability pensions, health insurance, unemployment insurance and child protection (child allowances) as well as rights on the basis of professional diseases and work injuries. Regarding the agreements with the overseas countries such as Australia and Canada, these refer only to pension insurance.

With the return of an emigrant to Macedonia, the Pension and Disability Insurance Fund (PDIF) initiates the procedure for activation of the social security agreement with the country/ies of destination of the emigrant. The right to old-age pension is effectuated with 64 years of age for men and 62 for women and minimum 15 years of pension service. If the emigrant had worked and has been paying contributions in several countries, the social security agreements with all those countries are activated and they all have a corresponding share in the total pension amount, depending on the contribution periods. There are no significant problems related to the portability of social security rights on the basis of these agreements (PDIF, 2010). However, beneficiaries of pensions on the basis of social security agreements point out some barriers they encountered in the process of effectuation of their pensions rights: lengthy procedure, blockages of the process if mistakes occur in the exchange of information between the Macedonian Pension Fund and foreign Social Security Funds, as well as receiving conflicting information on the eligibility and rights when contacting the Macedonian Pension and Disability Insurance Fund.<sup>32</sup>

Data on the number of pension beneficiaries according to international social security agreements are not publicly accessible. However, there is data on the numbers of newly submitted applications on an annual basis. These data show that there is a slight change in the applications submitted to the PDIF for effectuation of pensions on the basis of social security agreements. In 2009, 2593 new applications were submitted, while in 2010 their number was 2.225.<sup>33</sup> Statistics of the German Pension Insurance Fund (DRV-Bund) show that there is a continuous rise in the pensions (invalidity, old-age and survivors) paid to Macedonian citizens: from 6.515 in 2000 to 14.929 in 2009.

The family members left behind may enjoy the rights on the basis of the social security agreements (for example child allowances), but they have to apply for the benefits in Macedonia and according to the Macedonian legislation. Given the low level of the social benefits in the Macedonian context, the cases of family members left behind claiming for such benefits are rare.

Given this, Macedonian migrants who have been in regular employment in the above mentioned countries of destination, effectuate the rights of social security upon their return to Macedonia. Overall, there has been a tendency of Macedonian emigrants to come back after retirement, which has however decreased with the increase of family emigration. This is mostly because of the higher pensions which provide them with better living standard due to lower living expenses, lower costs of health care services and almost universal health care coverage.<sup>34</sup> Excluded from the social security scheme are those returning from countries with which Macedonia has no social security agreement, those who used to work in the informal economy (e.g. domestic workers) and those with illegal residence in the countries of destination. For the migrants not

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<sup>31</sup> Australia, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Denmark, France, Germany, Great Britain, Hungary, Italy, Luxemburg, Netherlands, Northern Ireland, Poland, Romania, Slovakia, Slovenia, Sweden, Switzerland, Turkey and Yugoslavia.

<sup>32</sup> Information taken from interviews with beneficiaries of family and old-age pensions on the basis of social security agreements.

<sup>33</sup> In 2010, the total number of applications to be decided upon was 2.316 (includes the unresolved applications from 2009). Of them, 96.8% were resolved, while 73 applications or 3.2% remained unresolved (PDIF, 2011).

<sup>34</sup> The health insurance coverage in the country is near 100% (European Commission, 2007, p. 27).

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covered by social security, general social welfare measures designed to assist the most vulnerable and financially unsecured are in place.

### **3.3. Poverty and Social Exclusion**

The poverty has been a major social problem ever since Macedonians' independence, with poverty rates oscillating around 30% (Annex 1, Table 3.4.). The poverty has been also one of the key push factors which contributed to the increase in emigration flows of the Macedonian population. Thus, it is logical to expect that emigration mitigates poverty in families with emigrants. However, emigration can also contribute to the rise in poverty. This is particularly true for non-remittance receiving families left behind and families being separated due to emigration (formally or informally divorced single parents) which are in social risk of falling into poverty due to decreased earning and breadwinning capacities. Overall, the changes in family structures and household composition caused by emigration inevitably impose higher risks of poverty and social exclusion. Household composition changes when the most dependent family members (i.e. older people, children) and single parents are left behind exposed to increased social risks (Bornarova, Gerovska, 2009, p. 15). Information and data from official statistics and available empirical research on the situation of these vulnerable groups affected by migration is provided in Chapter 5.

Remittances play a significant role in terms of the living standard of families left behind. Most of the remittances sent to the country are intended to support the migrant's family income. They are pro-poor oriented, guard migrant's families against falling into poverty and do play a role in reducing the incidence and severity of poverty. According to Dietz (2010, p. 20), beyond doubt remittances contribute to the economic well-being of Macedonian households and in a number of cases to poverty reduction. This is also supported by several research findings. A recent study shows that one-third (32.4%) of the migrants send remittances (Centre for Research and Policy Making, 2007). Older migrants, migrants who have been longer abroad and migrants who have frequent contact (at least once a week) with the family they leave behind, remit more. Most remitters send money fairly regularly (on a monthly basis, every couple of months or twice a year) (GDN, 2009).

In addition, given the fact that remittances contribute to the increase of the living standard, they simultaneously prevent social exclusion. Namely, access to health care, education system and overall participation in the societal life for migrant family members is facilitated. However, due to the financial security provided by remittances, empirical evidence speaks of lower labour participation levels among family members in receipt of remittances. Remittances contribute to a large share to the household budget, and are often the only household income (GDN, 2009).

In this context, interesting facts were revealed by the data of the 1994 census, which showed that 54,264 persons or 6.0% of the total number of dependents had been supported by persons employed abroad. The magnitude of remittances is an indicator of the extent to which they contribute to the poverty alleviation. According to the OECD Investment Reform Index 2010, households in the FYR Macedonia receive monthly an average of EUR 240 in remittances (OECD, 2010). The average net salary in FYR Macedonia in September 2010 was about 350 euro.

It is still unclear how emigration and remittances affect inequality. The data obtained through recently carried out empirical research on economic and social impact of emigration suggests that "remittances reduce inequality slightly, though other data suggests that the bulk of remittances and foreign pensions are concentrated in the highest three decile groups of households" (GDN, 2009, p. 10).

For financially unsecured migrants or members of their family, the social financial assistance (SFA) is available. However, practical experiences speak of impediments in determination of the household income upon which the SFA is granted. Namely, a part of the unemployed members of the families with emigrants who receive SFA, are also recipients of remittances coming from

the emigrants residing abroad. The Centres for Social Work (CSW) in charge of administering SFA, have no access to bank accounts through which transfers of remittances take place, nor instruments at hand to prove that the family is financially assisted in cash when emigrants come back for visitation. As a result, despite the efforts for improving the targeting of SFA, social financial assistance often ends up in families who are far from being financially endangered.

#### **4. LABOUR MARKET AND SOCIAL DEVELOPMENT TRENDS IN NET MIGRATION LOSS/GAIN REGIONS**

##### **4.1. Identification of net migration loss/gain regions<sup>35</sup>**

Having in mind the scope and intensity of emigration abroad, of the internal migration in the pre-transitional period, as well as in the last two decades, two regions particularly affected by migration can be distinguished<sup>36</sup>. As an interesting example of the regional impact of both types of migration, the situation in two regions is briefly presented: Pelagonia as the region with the largest net migration loss<sup>37</sup> and Skopje as the only net migration gain region in the country.

The **region of Pelagonia**<sup>38</sup> is situated in the southern part of the country bordering the Southwest and Vardar region. It is the largest region covering 18.9% of the total land area of the country, but also one of the most sparsely populated with a population density of 50 inhabitants per km<sup>2</sup> (national average is 82 inhabitants per km<sup>2</sup>).

The region of Pelagonia is traditionally an emigration area with a history of emigration abroad of more than one century. The contemporary emigration started in the sixties of the previous century, with prevailing share of the permanent emigration towards the overseas countries and very small returning migration. This region comprises two municipalities – Bitola and Resen, which are indicative examples for areas which have lost a considerable share of the total population and the majority of the rural population. The consequences and implications from the long-lasting intensive emigration on the demographic and economic development of the Pelagonia region, particularly in the mentioned municipalities, are numerous and negative. According to the 1994 Census data, the municipalities of Bitola and Resen have permanently lost around one third (33.8% and 35.3% respectively) of the total number of inhabitants since 1971 onwards, as a consequence of those movements. The indicators for the rural areas within these municipalities are 77.0% (Bitola) and 55.0% (Resen).

As for the internal migrations, within which the inter-municipal migration prevails, Pelagonia is also a net migration loss region. A significant part of the population which has changed place of permanent residence in the pre-transitional period and in the last two decades has left the region and settled mostly in the Skopje region.

The **Skopje region** is located in the northern part of the country. It is the smallest region and covers only 7.3% of the total land area of the country. With 329 inhabitants per km<sup>2</sup> Skopje is the

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<sup>35</sup> All data on geographic, demographic and economic characteristics of the regions presented in this chapter are taken from the State Statistical Office data base on regional statistics (<http://makstat.stat.gov.mk/pweb2007bazi/Database/Статистика%20по%20области/databasetree.asp>).

<sup>36</sup> For the purposes of analysis used in the official statistics, the territory of the FYR Macedonia is divided into 8 statistical regions (NUTS III): Vardar, East, Southwest, Southeast, Pelagonia, Polog, Northeast and Skopje.

<sup>37</sup> In the absence of recent relevant data for Macedonian emigration abroad on regional level, the net migration loss regions were identified according to the Population Census 1994 data. The share of the emigrants abroad in the total population differentiates two groups of emigratory areas with above average intensity of emigration (9.0%). On the regional level, the region of Pelagonia (22.5%) belongs to the first group, while the Southwest region (14.1%) and the region of Polog (12.8%) belong to the second group. Although after 1994 the Southwest and Polog regions were faced with even more intensive emigration abroad, up until now Pelagonia remains the greatest net migration loss region. This conclusion has been driven from the fact that the share of emigrants from Bitola and Resen municipalities (which belong to Pelagonia region) in the total number of emigrants from the country was: 31.3% in 1971, 38.9% in 1981 and 24.7% in 1994 (Janeska, 2001, p. 184-188).

<sup>38</sup> The majority of the population in the Pelagonia region is of Macedonian nationality.

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most densely populated region. Six of its constituent municipalities have a population density of over 1000 inhabitants per km<sup>2</sup>.

The Skopje region is distinguished by the greatest scope and continuous immigration from all regions i.e. as the only region with positive migration balance. The most intensive immigration flow towards Skopje took place in the period 1960-1970.<sup>39</sup>

The immigration into the Skopje region continued in the following decade. The data from the regular statistical research reveal that in the period 1994-2010 the share of internal immigrant population in the region of Skopje of the total immigrant population was 50-55%. Although the positive migration balance is several times lower than in the pre-transitional period, it is still significant.

The Skopje region is also a net migration gain region concerning immigration from abroad. Although these migratory movements are not great in scope, in the last few decades the majority of the immigrants settled in the Skopje region. In the last few decades the emigration abroad from the Skopje region has also intensified, particularly the intellectual emigration.

**Demographic characteristics:** Continuous and large emigration abroad directly and indirectly (through the total and natural population increase) has great influence on the population processes of the **Pelagonia region**. It was manifested by the decrease of the total population, narrowing of its reproductive base and birth rates decrease, as well as an acceleration of the demographic ageing process.

In 2010, 11.4% of the total population in the country lived in the Pelagonia region. In the last two decades the population development is characterised by negative population growth rates (-1.8% in the period 1994-2002) which is due to birth rates decrease and population outflow. The Pelagonia region comprises 9 municipalities (5 urban and 4 rural). The majority of the total population of the region (87.4% in 2002) is concentrated in the five urban municipalities, which indicates the process of depopulation of the rural areas. The share of the urban population in the total population of the Pelagonia region is 67.6%.

Concerning the vital statistics, the trend of birth rates decrease and mortality rates' increase in the Pelagonia region is evident. This trend resulted in a negative natural population increase.<sup>40</sup>

In terms of the gender structure of the population, a tendency of a decrease of the male population is evident. As for the age structure, the Pelagonia region is distinguished with the oldest population in the country. According to the mentioned demographic ageing classification (with seven stages), in the period 1994-2010 the population in Pelagonia crossed from demographic old-age (fifth stage) to deep demographic old-age (sixth stage). It is one stage higher than the country as a whole. In 2010 the population ageing index in Pelagonia was 93.9 (68.2 national average), the age dependency ratio of young people was 22.5 (24.6 national average) and age dependency ratio of old people was 21.7 (16.5 national average).

The **Skopje region** with 29.4% (2010) of the country's total population is the most populated region in the country. Regarding its territorial organisation, Skopje comprises Skopje city and 18 municipalities (of which 7 are rural municipalities). In the last two decades, the population development is characterised by high population growth rates (0.73% per year in the period 1994-2002). The share of the urban population in the total population of the Skopje region is 71.8%.

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<sup>39</sup> According to Population Census data, the number of inhabitants in the city of Skopje increased from 270,299 persons (1961) to 388,962 (1971) and 504,932 persons (1981). In the 60s there was a positive migration balance of 53,780 persons and during the 1970s a positive migration balance of 41,559 persons (Institute of Economics, 1990).

<sup>40</sup> In 2010 the birth rate was 10.8 per 1000, mortality rate - 12.7 per 1000, and the natural population increase rate - 1.9 per 1000 (on national level the rates were respectively 11.8, 9.3 and 2.5 per 1000).

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As for the vital statistics, the Skopje region is characterised by above average birth rates, below average increase of the mortality rates, and two times higher natural population increase rates compared to the country as a whole.<sup>41</sup>

In terms of the gender structure of the population there is a dominant share of the female population. In the Skopje region the process of population ageing has also started but with a lower intensity. According to the mentioned demographic ageing classification (with seven stages), in the period 1994-2010 the population in Skopje crossed from demographic old-age threshold (fourth stage) to demographic old-age (fifth stage). In 2010 the population ageing index in Skopje was 71.3 (68.2 national average), the age dependency ratio of young people 26.3 (24.6 national average) and age dependency ratio of old people 17.3 (16.5 national average).

**Economic characteristics:** The *Pelagonia* basin - as the largest plain in the country- is the basic precondition for agricultural development of this region, which is the reason why this region is the breadbasket of the country and the largest producer of tobacco, apples and milk. The *Skopje region* is the main nucleus of the country where the industrial, trade and service capacities are concentrated. The pressure of the enormous inflow of population in the 1960s and 1970s of the previous century to Skopje region entailed increased investments in all spheres (industry, infrastructure, housing, education, health) to meet the needs of the increasing numbers of inhabitants of this region.

In 2007, the Pelagonia region participated in the total GDP with 11.3% whereas the Skopje region participated with 47.9%.<sup>42</sup> The classification of the regions in FYR Macedonia, according to their degree of development, shows that the Pelagonia region has a lower development level than the national average. The total development index for Pelagonia is 0.73; economic/social development index is 0.79 and the demographic index 0.69. The total development index for the Skopje region is 1.48; economic/social development index is 1.86 and the demographic index 1.25.<sup>43</sup>

The comparative analysis of the economic development of the municipalities Bitola and Resen shows that during the intensive migratory movements, neither significant improvement of their economic development and modernization of the economic structure, nor significant employment increase occurred. According to the level of development, between 1971 and 1994 Resen remained in the group of underdeveloped areas, whereas Bitola did slide from the 8th place to the 15th place in 1985.

### **4.2. Labour market development in net migration loss/gain regions**

According to the Population Census and LFS data the activity rate (share of active population in the working-age population) in the *Pelagonia region* decreased from 68.7% (1994) to 63.8% (2010)<sup>44</sup> and was above the national level (63.4 in 1994 and 56,9% in 2010). At the same time, the employment rate decreased from 51.0% to 42.4% (national average 47.1% in 1994 and 38.7% in 2010).<sup>45</sup> In *Skopje region* the activity rate decreased from 64.5% in 1994 to 54.7% in 2010. The employment rate also constantly decreased (from 64.5% in 1994 to 36.7% in 2010). The Pelagonia and Skopje region both are characterized by more intensive increase of the unemployment compared to the country as a whole. The unemployment rate in the

<sup>41</sup> In 2010 the birth rate was 13.5 per 1000, the mortality rate was 8.6 per 1000 and the natural population increase rate was 4.9 per 1000 (national average respectively was: 11.8, 9.3 and 2.5 per 1000).

<sup>42</sup> GDP per capita in 2007 in the region of Pelagonia was 2,763 EUR and 4,748 EUR in the Skopje region (average GDP per capita was 2,842 EUR).

<sup>43</sup> Index 1 means development level equal to the national average, Index >1 means higher development level than the national average, and Index <1 – lower development level than the national average (Official Gazette 162/08).

<sup>44</sup> 2010 data are extracted from the Labour Force Survey 2010 (State Statistical Office, 2011).

<sup>45</sup> Dominant employment sectors in Pelagonia region are: industry (predominantly textile and milk production), trade, construction, services (hotels and restaurants) and agriculture. Considerable part of the active agricultural workers is not registered as employed.

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Pelagonia region increased from 22.6% in 1994 to 33.6% in 2010, while in the Skopje region it increased from 22.8% to 33.0% (national level 24.0% and 32.0% respectively).

The changes in the above mentioned indicators are caused by the process of depopulation and the intensive population ageing in the **Pelagonia region**, which was accompanied by changes in the age structure of the working-age population manifested in continuous decrease of the inflow of new and young labour force. As to the **Skopje region**, it is characterized by a population increase and a relatively younger age structure of the working-age population. The continuous decrease of the employment rate and increase of the unemployment rate is caused by the high immigration and concentration of young working-age population in this region. As a consequence, employment rates are lower in Skopje compared to Pelagonia and the national average, while the unemployment is higher than the national average in both regions.

The 1994 census data showed that the Pelagonia region has permanently lost more than one third of its labour force. Even with such proportions of emigration, the unemployment decrease did not happen. The negative effects are particularly manifested in the rural areas, where the vast majority (more than 76%) of the labour force was lost. As a result, negative implications on the size and structural characteristics of the total and the active agricultural population and the development of the agricultural sector including labour shortages occurred.

The data on the education structure of the population in the Pelagonia region show that despite unfavourable demographic trends, the region's human capacities have a good education. In the period from 1994-2002 the illiteracy rates of the total population in this region have considerably decreased. The whole region is characterised by the smaller share of population with primary (49.7%), and larger share with secondary (39.0%) and tertiary education (11.3%) compared to the national average (53.2%, 36.9% and 10.0% respectively). The relatively high education level of the population is due to the process of dominant emigration of the rural population with lower education level in the pre-transition period.

The educational status of the population in the Skopje region is even better. There is a smaller share of population with primary (39.8%), and larger share with secondary (45.5%) and tertiary education (14.8%) compared to the national average. This situation results from the concentration of the educational institutions in this region, and partially as a result of the education structure of the immigrants.

### ***4.3. Poverty and social exclusion in net migration loss/gain regions***

The emigration abroad and rural-urban migration have left heavy demographic and social impact on rural areas in the country. According to the latest data, 1728 rural settlements are either totally depopulated or with only a small number of residents due to the unfavourable age structure of the population (ageing) with a great probability to lose all their residents (State Statistical Office, 2010). The problem of the devastation of rural settlements is most emphasised in the Pelagonia region. This trend entailed either a complete devastation of mostly remote and mountainous rural areas in the country or the left behind older people who live alone (often in female single households) without informal family care and institutional support network, in poverty and socio-economic exclusion. It also contributed to a rise of social problems and pathology in rural areas. Due to the fact that the female rural population is more inclined towards permanent abandonment of villages (predominantly for marital purposes) than the male rural population (who often remain in villages due to inheritance of land and property), the homogamy (i.e. gender imbalance) and the bachelorhood (increased number of single men at the age of 25-45 who are most probably going to age alone) are common (UNDP, 1999, p. 51-52).

The out- and in-migration trends contribute to the disparities in the regional poverty and quality of life. A recent survey (2009) targeting 2,797 households revealed considerable differences

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between the regions. The poverty headcount<sup>46</sup> calculated with the expenditure based measure for the Skopje and Pelagonia regions is 13% (national average: 18%), while there is a considerable difference in the income based measure for Skopje with 32% and Pelagonia with 18% (national average: 28%), illustrating the problem of poverty in the Skopje region. The mean material deprivation index<sup>47</sup> is 2.2 in Skopje and 2.7 in Pelagonia (national average: 2.6). In terms of the net job security, the Skopje region is again in disadvantage. The net job security<sup>48</sup> with national average of 20% shows higher values in Pelagonia (around 27%) compared to the Skopje region (around 22%), meaning that despite the higher employment opportunities, jobs in Skopje are less secure. Nevertheless, the overall score for the quality of life shows much higher value for the Skopje region (around 52%) compared to the Pelagonia region (around 38%) (UNDP, 2009). These data indicate that the Skopje region is in disadvantage in terms of poverty rates and lower job security predominantly as a result of the overpopulation.

The lower living standard and social vulnerability of the population from Pelagonia compared to the Skopje region may be also exemplified by the data on social protection and childcare beneficiaries. In 2008, the number of beneficiaries of social financial assistance (per 1000 population) in Pelagonia was 39.7 and 27.8 in the Skopje region (national average was 33.4), while the share of children under 18 years of age in receipt of child care allowances was 9.5% in Pelagonia and 3.3% in the Skopje region (national average 7.2%) (State Statistical Office, 2010). Official statistics also provide data on the considerable differences between the two regions in terms of the living and housing conditions. In 2002 the share of households with installations for water supply, sewage system, electricity and central heating in the Pelagonia region was only 11.1% while in the Skopje region - 35.4%, while the share of households with installations for water supply, sewage system and electricity though without central heating was 84.6% in Pelagonia and 61.8% in Skopje region (Official Gazette of RM, 119/09).

Both regions are affected by the migration trends in different ways. In the **Skopje region**, the large in-migration is a factor accounting for mismatches between supply and demand for key public services, including health and education. For example, in 2008, the number of pupils per school in the Skopje region was 423 - highest compared to all other regions (national average was 218). The number of pupils per teacher in primary schools was 16 (national average 14) (State Statistical Office, 2010).

The in-migration is considered as a factor that produces labour force surpluses, unemployment, poverty, increased population density and lowering the quality of life (Government of the Republic of Macedonia, 2008a). The in-migration also resulted in overcrowding, shortages of housing and social infrastructure, as well as in a considerable increase of housing prizes in the Skopje region. A particular issue is the existence of segregated settlements, which are formed mainly according to ethnic lines. For example, in the capital city of Skopje, Albanians mostly inhabit the northern part of the city, while there are also some almost pure ethnic settlements such as that in the municipality of Saraj (91.5% are Albanians), and the municipality of Aracinovo (90.7% Albanians). Roma also tend to be territorially concentrated in their ethnic communities, i.e. the biggest Roma settlement in the country is that in the Skopje municipality of Shuto Orizari, where out of 22,017 inhabitants 76.5% are Roma (European Commission, 2007, p. 102).

In the **Pelagonia region**, the impact of migratory trends is quite different. In 2008, the number of pupils per school was only 128 (lowest compared to all other regions due to the demographic

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<sup>46</sup> The poverty line for the purposes of this research is defined for households living under the 60% of the median expenditure (6,571 denars or 108 euro), or median income (5,778 denars or 95 euro).

<sup>47</sup> Defined on the basis of deprivation of six items: house warming; annual holiday; replacement of furniture; meal with meat every second day; buying new rather than second-hand clothes; and having friends or family for a drink or meal at least once a month.

<sup>48</sup> Defined as the difference between those survey respondents who report that it is "very unlikely" that they will lose their job and those who report that it is "very likely" that they will lose their job.

ageing). The number of pupils per teacher in this region was 13 in 2009 (national average 14) (State Statistical Office, 2010).

Due to the considerable out-migration and depopulation the key consequences in the Pelagonia region remain the lack of working age population in the rural areas and unused arable land. The investments in the supply of services, especially in the depopulated rural areas, decrease, while the demand is highest for the services required to meet the needs of the growing population of older people (health and long-term care, as well as social services). Despite the fact that one of the four older people's homes in the country is located in Bitola, it does not cover the social services needs of this category of the population in this region. Home and community based social services which would support the "ageing in place" are in short supply. Older people, especially those living in single households<sup>49</sup> in the rural areas, are exposed to the risks of poverty and exclusion due to the spatial exclusion from the urban centres where most of the services are located and a lack of informal family care resources. Accessibility, including personal mobility and the ability to access goods and services are issues which affect all people living in rural communities, but are especially acute for older people. Accessing most health services, and especially specialist services, involves travelling considerable distances. This is exacerbated by the lack of private services (e.g. shops, banks and pharmacies) as well as the centralisation of services.

## **5. IMPACT OF MIGRATION ON VULNERABLE GROUPS**

### **5.1. Women**

Although no comprehensive studies have been conducted on the social impact of migration on women, anecdotic evidence point out the changing family structures and gender roles (Dietz, 2010, p. 11). Emigration affects women left behind in several ways. The GDN's empirical research targeting 1211 households shows that almost 70% of the returned and 64% of absent migrants are male. Despite the increasing female share in emigration, it seems that the traditional Macedonian habit of male family members going abroad to earn money while female members stay at home and take care of the household and children is still valid (GDN, 2009, p. 23). Although remittances provide for financial security, they cannot compensate the absence of a parent in the family. Women must undertake the roles of both parents including all obligations. In the common situation, where still several generations live under one roof, they often have to simultaneously look both after children and older people. This places the burden of informal family care predominantly on women (Bornarova, Gerovska, 2009). GDN's research on non-migrant households, households with absent members and households with returned migrants confirms this trend. According to the GDN, the proportions of women citing gender specific household tasks such as cooking, cleaning and repairing as absorbing significant amounts of their time, are higher in households with members currently abroad. Concerning women in receipt of remittances, empirical evidence speaks of the tendency of staying out of the labour market in order to be able to live up to the above expectations and increased responsibilities. The survey showed that when migrants remit, then this tends to diminish employment among those who remain at home. 26.6% of the households with absent migrants are outside the formal labour market and are doing only unpaid/informal work for the family or the household (GDN, 2009, p. 52).

In addition to the burden of care giving, women as single parents also face financial problems. Relative poverty rates among single parent households in FYR Macedonia are highest compared to other types of households such as households with parents, households without children and older people households. Besides, the relative poverty rates for single parent households have been increasing in the last years and are considerably above the national average: 33.7% in 2008, 36.8% in 2009 and 39.2% in 2010, while the national average relative poverty rates were 28.7%, 31.1% and 30.9% respectively (State Statistical Office, 2011a).

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<sup>49</sup> The share of single households in 2002 was 12.3%, which is above the national average (9.5%).

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From the ethnic perspective the problems caused by emigration among women are different. Women belonging to smaller ethnic groups are in the most disadvantaged position. Due to the lower educational level among Roma, Turkish and Albanian women and consequently their low level of participation in the formal labour market (in the case of Albanian and Turkish women also due to their traditional role in the family), they are in a position of dependency on the remittances coming from their relatives abroad, on assistance from relatives or on the informal market engagement (i.e. among Roma women) in order to provide for their existence. Their exclusion from the labour market entails subsequent exclusion from the social insurance system (i.e. pensions). A survey targeting 1339 older people (aged 55+) showed that 32.3% of them have never worked, the overwhelming majority of them being female (86%). In terms of ethnicity of the population that has never worked, 10.5% are Albanians, 8.9% are Turks, 7.8% are Roma and 5.1% belong to the Macedonian ethnic group (Bornarova, Gerovska, 2009, p. 29).

Rural women left behind are also particularly vulnerable. Educational levels of the rural population are very low, especially among rural women.<sup>50</sup> The low educational status and the traditional roles of the rural women contribute to the very low employment levels and consequent low social security coverage. The majority of the non-pension beneficiaries among the older people are women (56.6%) (Bornarova, Gerovska, 2009).

### **5.2. Children**

Children suffer the consequences of emigration in multiple ways. The presence and age of children in the family influence adults' migration decisions. In many cases, barriers to legal migration may prevent children migrating with their parents. Sometimes, a migrating parent may be better able to financially support his or her family through remittances than a non-migrating parent who stays behind (UNICEF, 2004, p. 33). Children in these households frequently grow up with a single parent or with relatives (mostly grandparents) and frequently suffer from disintegrated families (Dietz, 2010, p. 4). The relatives may provide for existential needs and physical safety of the children, but can not fully compensate the emotional and psychological support provided by their parents, which is indispensable in the process of socialisation. The lack of parental authority and control may also lead to asocial behaviour, occurrence of social problems (delinquency, addictions) which makes these children particularly vulnerable to deviant behaviour. In addition, grandparents may not always be able to provide the necessary support in terms of education, given the low educational level among older people in FYR Macedonia.<sup>51</sup>

In terms of education outcomes, the findings of a research conducted by GDN suggest that receiving remittances may reduce the incentive for families to send their children to school, particularly older children. In addition, the research found no significant gender differences in the school attendance levels of young people. However, young people in rural areas are less likely to attend school compared to their counterparts in urban areas, especially those aged over 18. This is explained by the higher financial costs for university education for children coming from rural areas far away from the cities (GDN, 2009, p. 54).

For returning children, educational integration is of crucial importance. Despite the unhindered access to the educational system for all children envisaged within the Macedonian legislation, returning children's educational achievements may be affected by language barriers, adaptation to the new educational system and alike. Problems regarding recognition of prior educational

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<sup>50</sup> A survey targeting the rural population in Macedonia, showed that the following categories imply mostly women: illiterate (75%), with no education (73%), uncompleted primary education (57%) (Jakimovski, Matilov, 2001). The share of the illiterate women in Macedonia in the illiterate population 15+ is 64% as opposed to 36% of illiterate men. Also, 41.5% of the employed in the urban areas are women, while only 34.8% of the employed from the rural areas are women. Of the total number of unemployed rural women, 1.2% are without education (illiterate) while for the rural men the share of illiterate men in the total number of unemployed men is 0.8% (State Statistical Office, 2003a).

<sup>51</sup> Out of 1339 older people involved in the research on social exclusion, 72.5% have primary or lower education level (18.9% are with no education –illiterate, 21.9% with uncompleted primary school, 31.7% with only primary school) (Bornarova, Gerovska, 2009).

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qualifications (diplomas, certificates) are also not to be disregarded, especially among forced returnees who often lose personal documentation in the process of deportation. Finally, most disadvantaged are returning children who have never attended school due to the status of illegal residence abroad and who have the hardest time to begin their delayed education and catch up with their peers (MLSP, 2010).

Seasonal migration also affects children, in particular Roma children. In FYR Macedonia children are commonly out of the education process in regions where seasonal work is carried out in certain periods of the year (harvesting apples, cherries, tobacco).

Rural children left behind are among the most vulnerable. For them, educational exclusion at all levels is most alarming. Most concerning is the exclusion of *pre-school* children from kindergartens as these institutions are located mostly in the cities.<sup>52</sup> Only larger villages have *primary schools*, so children from smaller villages have to go to the neighbouring villages on a daily basis. In 2007, the obligation for compulsory, free of charge *secondary education* was introduced and penalties anticipated for the parents who do not send their children to secondary schools. This is expected to increase the daily rural-urban migration of pupils for educational purposes, since rural children have to travel to surrounding cities to be able to attend secondary school. To address this, some secondary schools have established boarding departments in order to accommodate rural children during the week. With the trend of increased participation of the young people in *tertiary education* the rural-urban and urban-urban migration of students (mostly towards the 2 largest University centres – Skopje and Bitola<sup>53</sup>) is also on the rise.

### 5.3. Older people

Older people are negatively affected by both emigration and rural-urban migration processes. At higher risk are frail and dependent older people left behind by their children. In such situations they often rely on the informal care and assistance by distant relatives and neighbours, which is common in rural, but not as much in the urban areas. Social services for non-residential care (community and home-based services) and residential care<sup>54</sup> are not readily available. Although health care is delivered through a system of health care institutions, covering the country's territory relatively evenly, which makes it possible for around 90% of the population to get a health service in less than 30 minutes; in general, smaller rural settlements are served with general medicine services only (European Commission, 2007). The access to health care and social protection institutions is also hampered by the absence of children. In a qualitative research on vulnerable groups, based on focus group discussions and carried out in 8 selected municipalities, older people emphasised that they are often deprived of their rights to social protection as they are unable to provide the necessary documents alone (LBI, 2010, p. 29). In many cases older people also have to look after grandchildren left behind, which is a demanding responsibility they often can't fully accomplish. Older people have to maintain the household on their own without sufficient support. According to the findings of a qualitative empirical research carried out in 2008, particularly vulnerable are older people who live either alone or only with their spouses, thus being mostly left alone to maintain the household and meet their basic needs, and older people living in most remote rural areas (LBI, 2008, p. 20). In time, housing conditions deteriorate along with the quality of life, evidence of which is the relative high poverty rate typical for older people households in the country, which gradually increased in the last years (from 22.8 in 2008, 31.1 in 2009, to 30.9 in 2010) (State Statistical Office, 2011).

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<sup>52</sup> Pre-school education is being provided through 52 public pre-school institutions with a total capacity of approximately 25,000 children, or only 11% of all children up to age seven. Out of this 11%, in urban areas 82% of eligible children are enrolled in kindergartens and 61% in infant schools, but in rural areas these figures drop to 18% and 39% respectively (European Commission, 2007, p. 97).

<sup>53</sup> 51.2% of the students enrolled at the Skopje University and 75.6% of the students enrolled at the Bitola University are students with permanent residence out of these urban university centres (State Statistical Office, 2003).

<sup>54</sup> There are only 4 public homes for older people in Macedonia (2 located in the northern and two in the southern part of the country) meaning that older people in need of constant residential care are either left without it to live on their own, or accommodated in these public homes far from the communities where they used to live.

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Elderly people left behind, especially those living in the most remote and mountainous rural areas are usually active in agriculture and cattle breeding while their physical condition and health allow it, but commonly fall into negligence and poverty later in old age. There is little or no income generated by these households due to the under-utilisation of capacity (arable land). In such circumstances, the level of maintenance of the household deteriorates, investment in agricultural production drops, and housing facilities fall into disrepair. In the hills and mountains, 40% of households do not cultivate their land (Jakimovski, 2002, p. 6).

A part of the older people receives remittances from their absent children.<sup>55</sup> However, as a result of the fact that financial inclusion of older people is very low (access to bank accounts and financial institutions/banks/post offices is limited or even non-existent close to their place of residence), remittances as irregular source of income are not a sufficient warranty of their well-being. For those older people who do not receive remittances, pensions are the only source of income. Given the extremely low levels of the average pension in the country<sup>56</sup>, as well as the low share of older people in receipt of pensions<sup>57</sup>, one may conclude that older people left behind are exposed to greatest risks of poverty and exclusion.

### **5.4. IDPs**

Since the beginning of the armed conflict between the Macedonian security forces and the Albanian separatists in March 2001, a large part of the population from the crisis regions (Skopje, Kumanovo and Tetovo) fled from their homes seeking protection throughout the country. As already mentioned in chapter 1, the largest number of IDPs was registered in September 2001, when a total of 76,000 persons were displaced from the Skopje, Tetovo and Kumanovo region (72,134 accommodated in families and 3,912 in collective centres; the majority of the IDPs that year were from the Tetovo region – 62%, 21% from Kumanovo region and 16.4% from the Skopje region). Only a month later, the total number of IDPs was reduced almost by half and was decreasing subsequently. In March 2011 the total number of IDPs was 644 (195 families). The ethnic structure of the IDPs shows that the majority belong to the Macedonian ethnic group (319 or 49.5%), Serbian ethnic group (132 or 20.5%), Roma ethnic group (112 or 17.4%), Albanian ethnic group (63 or 9.8%) and the Bosnians' (18 or 2.8%) (MLSP, 2011).

In terms of the current structure of IDPs, data evidence shows that those mostly affected by the internal displacement during the 2001 armed conflict are the ethnic Macedonian IDPs, as they represent the majority of the IDPs still having this status and living in the collective centres and who haven't yet managed to reintegrate back into the community. The IDPs belonging to the ethnic Macedonians originate from the village of Arachinovo from the Skopje region (majority of the population are Albanian), where intensive armed conflicts between the Macedonian military and police and the infiltrated Albanian separatists took place. Under pressures and the acts of violence by the Albanian separatists, in fear for their safety, a large part of the Macedonians left the village and their property behind. The same fear hinders the returning process until today.

As Macedonian citizens IDPs have full access to all necessary health, education, social benefits and services. Access to these services hasn't posed problems as the state concept from the very beginning was to protect IDPs in collective centres close to their places of permanent residence. However, despite this and the support and services provided in the collective centres, life in such conditions cannot be considered as natural. Given the substandard living conditions

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<sup>55</sup> 3.3% of 1339 older people are in receipt of remittances according to Bornarova and Gerovska research (2009, p. 18)

<sup>56</sup> The average old age pension in March 2010 was 11.398 mkd (186 euro) (Bornarova, 2010a).

<sup>57</sup> Bornarova and Gerovska study on exclusion of older people in Macedonia revealed that 31.9% of the older people aged over 64 are not pension beneficiaries. According to the ethnic affiliation, the largest group among the non-pension beneficiaries is Roma (29.7%), followed by the ethnic Turks (26.3%), ethnic Albanians (25.4%) and ethnic Macedonians (18.6%). 48.4% of the non-pension beneficiaries live in the villages (Bornarova, Gerovska, 2009, p. 15-19).

in these centres, one may assume that it may heavily affect the health and well-being of both adults and particularly children. These families are also exposed to the risks of stigmatisation, difficulties in providing healthy housing and employment, as well as challenges in meeting the social, cultural and psychological needs of children. Displacement is also accompanied with material deprivation, insecurity about the family future and fears about the physical safety after returning home.<sup>58</sup>

For those who returned to their homes, the process of integration was equally challenging. Media continuously reported on houses left unguarded and abandoned for a long period of time being commonly robbed, deteriorated, damaged by the armed activities or even completely burnt down. Quite often, life and relationships in the post-conflict communities have also changed as a result of the ethnic tensions. All of this required efforts for adaptation to the new situation and rebuilding the multiethnic tolerance and cohabitation. To achieve this, many projects for retrieving tolerance in post-conflict regions have been implemented, predominantly by non-governmental organizations (see chapter 6.3).

### **5.5. Roma**

According to official statistics, the share of Roma in the total population of the country is 2.7% (State Statistical Office, 2003). According to the Roma non-governmental organisations, this share is underestimated and should be around 6.7% of the total population. This is due to the unregistered birth and lack of citizenship among part of the Roma population (MLSP, 2005).<sup>59</sup> Most of the Roma (95%) live in urban areas, however mainly in the poorest parts of the cities or in the suburban areas with bad and substandard living conditions.<sup>60</sup> According to some estimates, 70% of Roma do not possess documents of ownership of their houses (MLSP, 2005). The unemployment rates for Roma are the highest in the country: in 2005, 79% of Roma population was unemployed in comparison to the national average of 37.2% (UNDP, 2006, p. 11). Roma also have poor health status, due to bad living conditions, improper housing and extremely bad hygiene in the Roma settlements (Decade Watch, 2006). Poverty rate among Roma in 2008 was almost three times higher than the national average: 88% against 30% in FYR Macedonia (LBI, 2008, p. 168). As a result, some research findings point out that a large number of Roma families are dependent on social financial assistance (44%) (ISPR, 2004). Probably the root cause of the poor social standard of the Roma people is their low educational level. According to the official statistical data, the net primary school completion rate by ethnicity is lowest among Roma – 45%, as compared to over 80% for Albanian children and over 90% for Macedonian children. Similar tendency is visible regarding the transition to secondary education, which is around 27% among Roma (over 80% for Albanian and 90% for Macedonian children) (State Statistical Office, MICS, 2006). According to the State Employment Agency, 33% of the unemployed Roma are with uncompleted primary education, 60% with primary education only, 7% with secondary education and only 0.1% with tertiary education (UNDP, 2006, p. 11).

As a result of this situation, Roma people are inclined either towards emigration abroad in search for better life opportunities or towards circular (mostly seasonal) internal migration.

Economic emigration (illegal migration in particular) among Roma has intensified after 1990, when the top destination country was Germany. In the last several years, especially after FYR

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<sup>58</sup> Taken from an interview with a social worker from the Intermunicipal Centre for Social Work in Skopje.

<sup>59</sup> According to the last Census data, the largest concentration of Roma is in Skopje (43.06%), followed by 45% in Bitola, Vinica, Gostivar, Debar, Kumanovo, Kichevo, Kochani, Prilep, Tetovo and Shtip and the remaining 12% in other municipalities in Macedonia (LBI, 2008, p. 176).

<sup>60</sup> Empirical research targeting 3,122 Roma households in the largest Roma settlement in Macedonia Shuto Orizari showed that: 5.29% live in improvised houses made of non-building material (nylon, cartons, tin and plastics), 22.20% live in houses with limited durability (dilapidated and montage houses), 53.11% of the families live under the same roof with two or more other families, 41.35% of the families live in a housing space of only 2-5m<sup>2</sup> per member, 19.09% of the families live in only one premise, 55.12% of the families live without possibility to wash and have no bath in the house, 14.58% use a toilet in the yard, 10.19% neither use septic tanks nor are connected to the public sewerage system and 42.38% use street or yard taps (Lakinska, 2000).

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Macedonia was granted visa liberalisation in 2010, illegal emigration among Roma shifted towards Belgium, Italy, Sweden and the Netherlands. The frequent illegal status of Roma migrants contributes to a much more difficult situation in the host countries as well as during returns. In most cases, their return to FYR Macedonia is a forced one, carried out through a deportation procedure. Upon return to FYR Macedonia, provision of housing, documentation and integration into the labour market with low education and qualification levels, are key problems. Integration of children into the school system is also problematic, especially when children were born abroad and do not speak the Macedonian language, which is official and compulsory within the Macedonian school system. In cases of family members being left behind, Roma women, children and older people are most vulnerable. As marital breakdowns are common after family separation caused by emigration (although often not officialised), remittances do not always play a pro-poor role in this ethnic group.<sup>61</sup>

In search for financial resources, Roma people commonly engage in internal seasonal migration and change their place of residence for a few months during particular seasons. In this process, Roma frequently rely on their children for work in the fields or begging in the tourist sites. Several studies have confirmed this tendency. The afore mentioned research, carried out in Shuto Orizari, showed that out of 3,122 families 7.18% have reported providing family earnings through seasonal work, while 2.9% of children do not attend school regularly because of their work engagement by parents (Lakinska, 2000, p. 32-36). In the latest report on the reasons for irregular school attendance in primary schools among Roma children, work engagement of children was listed among the top 10<sup>62</sup> (Donevska et. al., 2010, p. 34).

### **5.6. Albanians**

The share of Albanian population in the total population in the country was 25.2% in 2002, when the last population census was carried out. The majority of the Albanians live in Skopje, Polog and the South Western region of the country. 14% of Albanians live in Skopje (State Statistical Office, 2003, p. 48, 53). Albanians preserve a relatively high birth rate and traditional live in extended families.<sup>63</sup> According to the last census 2002 data, Albanians ranked third in terms of the illiteracy rate. This rate was lowest among Macedonians (2.33%), followed by the Serbs (3.79%), the Albanians (4.80%), the Turks (7.34%) and the Roma (20.63%).<sup>64</sup> As of July 2011, Albanians accounted for 24.5% of the total number of registered unemployed in the country (Employment Agency, 2011). In reality, a large part of Albanians are economically active on the grey labour market.

The Albanian population is traditionally emigration oriented, especially typical for Albanians from the Polog region, where they represent the majority of the population. According to the official statistics of 2002, the largest share in the emigrants is registered from the Polog region and the South Western part of the country (mostly men, aged 20-39, predominantly members of the Albanian ethnic group) (Government of the Republic of Macedonia, 2008a, p. 14). The emigration within this ethnic group particularly intensified in the years following the 1990s. Remittances are important sources of income for the Albanians. Within a recent survey targeting 800 households from 8 municipalities 6.1% of the respondents declared to have been in receipt of remittances from relatives abroad, the majority of which come from the municipalities with

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<sup>61</sup> From a focus group discussion with the staff of the NGO Centre for Social Initiatives "Nadez" located in the largest Roma municipality in Macedonia – Shuto Orizari.

<sup>62</sup> The qualitative research targeted 240 respondents (primary school teachers, education centres' leaders, municipal representatives, 30 Roma parents and 120 Roma children).

<sup>63</sup> A recent research targeting 1042 households with children (of which 261 are Albanians) showed that over 60% of the Albanian households live in a shared house with more than 3 families (UNICEF, 2009).

<sup>64</sup> Same tendency may be observed in terms of the illiteracy rate of Albanian women. In 2002, the illiteracy rate of Macedonian women was 3.62%, Serbian 6.86%, Albanian 7.54%, Turks 10.66% and Roma 28.55%. Women are obviously at a higher risk of not attending and completing primary education, as well as in terms of employment opportunities, in particular among ethnic Albanians, Turks and Roma (European Commission, 2007, p. 100).

predominant Albanian population. For example, out of 100 surveyed households in the municipality of Lipkovo where the majority of residents are Albanians, 33% are in receipt of remittances (LBI, 2011, p. 54, 223).

This emigration trend among Albanians mostly affects women, children and older people which are generally left behind. The UNICEF empirical research carried out in 2009 showed that out of 261 interviewed Albanian households with children, most of them are female headed (68.2%) with a husband working abroad (UNICEF, 2009, p. 34). Also, the share of households receiving child allowance is rather low (6.4%) and below the national average (7.2%). The relatively low share in this region, given the demographic structure of the young population in this region, may be explained by the high emigration which often implies having enough financial resources for care and upbringing of children up to the age of 18 (Government of the Republic of Macedonia, 2009a).

The emigration among Albanians has a positive impact on housing. In 2002, the Polog region had the highest increase in the number of houses/apartments (33.8%), followed by the South Western region with an increase of 25% (the national average increase being 20.2%). The housing quality in the Polog region regarding the share of apartments/houses with water supply, sewage system and electricity, is the highest compared to all other regions in the country – 90.9% (national average is 81.0%). This may be accounted to the high employment in the grey economy in this region as well to the high private transfers from abroad, which contribute to the better living standards of the population from this region (Government of the Republic of Macedonia, 2009a, p. 38).

## **6. POLICY RESPONSES**

Although contemporary Macedonian emigration abroad lasts for five decades, there was no official policy for these migratory movements. It is only in 2008 and 2009 that the Resolution on Migration Policy for the period 2009-2014 and the Action plan on the Resolution on Migration Policy for the period 2009-2014 were adopted for the first time (Government of the Republic of Macedonia, 2008 and 2009a). In these documents set of measures and activities concerning emigration abroad are foreseen: Measures for consistent application of the legal obligation for the reporting of departures/arrivals of the Macedonian citizens upon leaving/returning to the country; Diaspora mapping and creation of a database for distinct categories of migrants (businessmen, scientists, students, artists, etc.); Supporting temporary emigration and circulation of the labour force, including staff with higher education; Measures for facilitation of return of citizens from abroad; Creation of policy for reduction of intellectual emigration and return of highly educated persons from abroad; Measures concerning legal transfer of remittances and its productive use; Mobilization of the development potentials of the Diaspora for improvement of the local economic development. However, the implementation of these measures is in an initial phase and thus it is too early to evaluate their effects.

### **6.1. Encouragement of circular migration**

The temporary and circular migration flows, which started in the pre-transition period (1960s), were mostly regulated with bilateral agreements between Former Yugoslavia and the receiving countries. These migratory movements were organised through the Employment Agencies on the territory of Former Yugoslavia. This trend also continued during the 1970s, but considerably reduced during the 1980s.

In the period of transition, especially in the first decade, there were no institutionally arranged agreements for temporary and seasonal employment abroad. Currently, there is a bilateral agreement for migration between Macedonian and German government for seasonal workers, mostly in the construction sector defining a quota of 400 seasonal workers per year. There is also a bilateral agreement signed with Slovenia, which does not specify the occupation of

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seasonal workers and there are no established quotas. Negotiations for signing bilateral agreements with Qatar, Italy, Greece, Montenegro and other countries are ongoing.

As to the policies and measures aimed at involving the Diaspora into the economic and human capital development in the country, there is an ongoing activity of establishing networks and mobilising the intellectual emigrants in terms of their increased involvement in the implementation of development policies of the country. In the context of this activity, there is a project which is under implementation in cooperation between International Organisation of Migration, Ministry of Labour and Social Policy, Ministry of Foreign Affairs and Employment Agency on the development implications of migrations in the Western Balkans. The project aims to contribute to creating possibilities for temporary return of skilled human resources and their contribution to the development of these countries. Within the first phase of implementation of this project, institutions in need of consultations and knowledge transfer from the Macedonian skilled migrants were identified. The second phase is currently ongoing, within which the links between skilled migrants and institutions have been established and in several of them the Macedonian skilled migrants offer their assistance and services in different domains on the basis of short-term stays (2-3 months).

**6.2. Encouragement of return migration and support of integration of returnees**

FYR Macedonia and the European Community signed the Agreement for Readmission of Illegal Migrants, which was ratified in 2007, and entered into force on 1 January 2008. Bearing in mind the absence of systematic and organized state response to the reintegration problems of the returnees, in 2010 the Government of Macedonia adopted a Programme for Reintegration of the Returnees under the Readmission Agreements. The purpose of the Programme is to support the implementation of the Agreement with the EC on the readmission of illegal migrants, as well as the implementation of other readmission agreements with third countries (See List of signed readmission agreements in Annex 2). The Programme offers wide-ranging forms of assistance and support to returnees in several domains: 1) Legal aid and personal documentation; 2) Social protection/housing; 3) Economic support/employment; 4) Health care; 5) Education (MLSP, 2010). However, despite the comprehensiveness and potential benefits of the Programme, its actual implementation is still in an initial phase due to budget constraints. The current gap in the provision of public measures of support to the returnees is filled in by activities of the non-governmental organisations.

The first organisation providing support to the migrants who return to FYR Macedonia after its independence was the CARITAS office in Skopje (department for foreign projects of the CARITAS Essen from Germany). In 1990, the Government of Macedonia signed an agreement with the Government of North Rhine-Westphalia (NRW) on an organised return of illegal Roma immigrants from this part of Germany. After the preparatory period in 1991, during 1992 and the beginning of 1993, a total of 126 Roma families returned to FYR Macedonia and were accommodated in apartments (fully equipped montage houses) located in the largest Roma settlement Shuto Orizari, with a right of inhabiting them for 10 years free of charge and eventually purchasing them after that period. In the period until 1997, a comprehensive support programme was in place (assistance in employment, job skills acquisition, pre-school and school enrolment of children etc.). However, despite the efforts invested in facilitating the integration of these Roma families in the society, over time the houses were ruined, the technical appliances and furniture sold, while most of the Roma families re-emigrated. Following the completion of this project, CARITAS has continued to work on assisting returnees, but on a smaller scale and with a reduced intensity.<sup>65</sup>

Since 2006, Macedonian emigrants wishing to return on voluntary basis have received assistance by the IOM office in Skopje established in 2004. IOM implements Assisted Voluntary Return Programmes (increasingly promoted by the host countries as a response to tackling

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<sup>65</sup> Information taken from an interview with the chief of the CARITAS office in Skopje.

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illegal immigration) through which voluntary returnees receive return and reintegration support, namely in housing, health care, education, vocational training and establishment of small businesses. Further, upon request by the host country, IOM provides information on the reintegration opportunities to those Macedonian migrants who wish to voluntarily return to FYR Macedonia. Migrants are provided with assistance for their safe return into the country of origin through variety of services – counselling, medical assistance, transportation, transit and receipt services.<sup>66</sup>

In the last couple of years an increased number of Macedonian forced returnees is obvious (the majority are uninformed Roma and Albanians), who immigrated mostly to European countries following the visa liberalisation. To respond to this situation, a Coordinative Body comprised of relevant institutions has been established in 2010 in order to monitor the situation and undertake concrete measures of reducing this trend of emigration and asylum seeking. Measures predominantly refer to the delivery of information to citizens in cooperation with the local NGOs, through media campaigns, direct contacts, distribution of brochures and alike.

### **6.3. Reintegration of IDPs**

**IDPs:** FYR Macedonia has been regarded as a “success story” for having achieved the fastest return of people displaced during the brief but intense conflict in 2001. Over 95% of the uprooted people have been able to return to their homes (IDP, 2004, p. 1). The cease-fire, progress on implementation of the Framework Agreement and deployment of NATO troops have greatly contributed to this “success story” (UNDP, 2001). However, the state played a key role in the integration process for IDPs by providing financial assistance since 2005, in form of a single financial assistance for household procurements in the amount of 60,000 MKD (1,000 Euro).<sup>67</sup> This assistance was provided only to those with a status of an internally displaced person, who have not sold the property in the former crisis regions, have not abandoned their place of residence before the crisis and own no other alternative housing outside the crisis regions (MLSP, 2007, p. 2). Since 2006, IDPs who were not satisfied with the living conditions in the collective centres were offered the possibility to leave these centres and move into private accommodation with MLSP covering the monthly rental (from 6,000-12,000 MKD, or 98-197 Euro) and providing a monthly financial assistance amounting 3,000-7,500 MKD (49-123 Euro) depending on the number of family members. The financial assistance is considerably higher than the social assistance benefit<sup>68</sup> and has been claimed by one hundred families or around 360 IDPs.

Further to the above measures, assistance to the return of IDPs in terms of reconstruction of the damaged houses was provided<sup>69</sup>, which considerably contributed to the fast and successful integration. A number of donors, including the EU through ECHO and CARDS and a number of bilateral donors, provided emergency assistance for the reconstruction of damaged houses and buildings. National reconciliation was also strengthened with donor support in the area of

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<sup>66</sup> In the period from 2006 to August 2009 through the Voluntary Return Programme IOM had assisted 84 returnees, most of them coming back from Switzerland: 39, followed by returnees from the UK: 19, Belgium: 11, Italy: 9, the Czech Republic: 4 and Norway: 2. (MLSP, 2010, p. 3).

<sup>67</sup> Since 2001, for IDPs who are still accommodated in the Collective centres the MLSP pays 400 MKD (7 Euro) per person daily for the services IDPs receive in the Collective centres. This amount is used to cover accommodation, food, electricity, water, communal hygiene, disinfection, deratisation and maintenance expenses (MLSP, 2007, p. 2). Since 2003, families accommodating IDPs are paid a monthly financial assistance of 4,600 MKD (75 Euro).

<sup>68</sup> As comparison, the amount of the SFA for a single household (one member) is around 35 euro (the social assistance basis) and is increased for a coefficient of 0.37 for every additional household member, but not more than 5. (Law on Social Welfare. Official Gazette of the Republic of Macedonia No. 50/97, 16/2000, 17/2003, 65/2004, 62/2005, 111/2005, 40/2007, 98/2008, 161/08, 79/09).

<sup>69</sup> During the conflict in 2001, 6648 houses in 76 cities and villages from 20 municipalities have been damaged. A total of 33 million Euros were spent for reparations of 6589 of the damaged houses (MLSP, 2007, p. 3).

democracy (e.g. support for the Census, the SEE University in Tetovo and funds to deliver rapid rebuilding of areas affected by the internal conflict in 2001) which has contributed to the stability of the country (European Commission, 2007, p. 102, 106). It is considered that for those IDPs who had returned to their places of residence, the process of reintegration is successfully completed and their rights fully respected and enjoyed as prior to the conflict, while those who decided to change their place of living mostly because of fear for their safety and in search for better life opportunities, are also successfully integrated in the new communities.

#### ***6.4. Development of net migration loss/gain regions***

Considering the emphasised regional demographic, economic and social differences in the country, in 2009 the Government adopted the Strategy for Regional Development in the Republic of Macedonia 2009-2019 (Government of the Republic of Macedonia, 2009b). One of the two main goals in this strategy is the achievement of higher demographic, economic, social and spatial cohesion between and within the regions in the country. For realisation of this strategic goal seven main priorities are identified: demographic revitalisation and a more even distribution of the population between and within the regions; building of functional spatial structure for better integration of urban and rural areas within the regions; increasing and a more even dispersion of the investments and employment between and within the regions; increasing the degree of social development of the regions; supporting the areas with specific development needs; developing cross-border mutual cooperation of the regions; increasing the capacities for planning and realization of the development in the regions.

For each of these priorities, a large number of measures and activities have been foreseen. However, since the implementation of the Strategy is in its early stage, the impact of the measures cannot be assessed yet. It is expected that they should mitigate the consequences of the long-term policy of monocentric development, which contributed to the large concentration of the total population (more than one fourth) and allocation of the majority of the total investments in the region of Skopje. In this context, the measures will also influence the changes in the demographic and socio-economic development of Pelagonia and Skopje as net migration loss/gain regions.

The Government has also introduced measures to bring to a standstill the rural-urban and urban-urban migration flows of the students' population. From 2006-2011 the Government established 46 dispersed tertiary education institutions (faculties) throughout the country expecting that it will attract the students and keep them in their places of living. So far the experiences state a lower than expected enrolment rates in these faculties, while students from all around the country continue to migrate mostly to the traditional university centres of Skopje or Bitola. The higher quality of education in these universities, the higher employment prospects as well as endeavours for permanent settlement in the capital, are the dominant factors behind the persistent students' migration flows.

#### ***6.5. Support to vulnerable groups related to migration***

Despite the policies and programmes specifically designed to assist returnees and IDPs described previously, measures aimed at mitigation of the negative impacts of migration on vulnerable groups are insufficient. In such a situation, these vulnerable groups benefit from the general social inclusion policies (financial compensation in the case of unemployment, social welfare measures).

One of the domains which is most inclusive and offers considerable support in mitigating the negative consequences of migration is the education of children. Overall, education system in the country is not excluding any category of the population, nor children without citizenship and children born abroad. The Law on Primary Education envisages free access to primary education stating that "primary schools are obliged to provide support to children of Macedonian citizens who have returned from a foreign country where they have started their education, in

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learning the native language for the purpose of better integration in the educational process, through complementary individual or group classes designed for language skills building and making up with the school programme. This type of teaching is conducted in the course of one year, according to a specially designed programme by the Bureau for Development of Education” (Official Gazette No. 103, 2008). However, despite the legislative basis, intensified activities are required to facilitate children’s educational integration in practice, such as mentorship programmes, peer assistance programmes, intensified extra-curricular learning etc.

Through the Programme for Conditional Cash Transfers for secondary education which has started with the its implementation in the school year 2010/2011, poor families receiving social assistance benefits with children who attend secondary school regularly, are entitled to this benefit (85% attendance is the condition for receipt of this benefit) (Official Gazette 79/09). This was introduced in order to improve the attendance among vulnerable children from poor families, especially among Roma who are often out of the education system for several months due to seasonal work engagement.

As the return of disabled, unaccompanied juveniles and frail older people sometimes requires assistance, these groups are also recognised as particularly vulnerable. In cooperation with the local Centres for Social Work, they are mostly placed under residential treatment in specialised institutions, such as homes for children without parents, homes for older people or gerontological centres.

For all other categories of the population affected by migration, living in social risk, general social protection measures are in place. Particularly vulnerable are the returning migrants with no social security coverage in old age, predominantly recruited from the stock of illegal migrants who had not participated in the official labour market abroad and the unemployed family members left behind. For them, the access to the system of social protection (social welfare: social financial assistance, health and unemployment insurance) is available if eligibility criteria are met.

Recognising Roma as particularly vulnerable population group, the Country joined the Roma Inclusion Decade 2005-2015. Within the framework of the Decade a line of activities were carried out for social inclusion of Roma. A Strategy for Roma Inclusion was prepared and subsequent National Action Plans and Operational Plans have been developed for facilitated access of Roma in the domains of education, health, employment and housing<sup>70</sup>.

### **6.6. Best practice examples of policy responses**

The Macedonian experience in terms of policy responses and measures to the migration processes and regional development are modest. Most of the strategic planning took place in the last several years, and although part of the foreseen activities is under implementation, it is too early to evaluate the impact of these policies and share best practice examples.

## **7. KEY CHALLENGES AND POLICY SUGGESTIONS**

### **7.1. Key challenges of the social impact of emigration and internal migration**

The analysis shows that large and continuous **emigration** from FYR Macedonia since the 1990s has not contributed to the socio-economic development. Given the current unfavourable socio-economic conditions in the country, it is unquestionable that the emigration of Macedonian citizens will continue in the future. The key challenges related to emigration are:

- Progress in terms of policy-making related to emigration, but weaknesses in terms of implementation of policies.

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<sup>70</sup> See MLSP website: <http://www.mtsp.gov.mk/?ItemID=F929FD8F442B3840ABB1BF339897B832>.

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- Lack of reliable data on the scope of migration flows and structure of migrants and empirical research on the social problems and needs of vulnerable population groups affected by migration.
- High levels of permanent emigration (especially of the young and educated) and loss of significant part of the labour force.
- Insufficiently regulated temporary and circular emigration.
- Inadequately developed linkages with the Macedonian Diaspora in terms of their increased desirable involvement and contribution to the socio-economic development of the country.
- Lack of precise insight into the remittances inflow into the country due to the usage of the unofficial channels and their low level of investment in favour of the country's' development.
- Poorly developed social support network for members of the families left behind, who are in higher social risk, especially among the female headed households, children and older people.
- Lack of measures and programmes for reintegration of (forced) returnees into the labour market and into society.

FYR Macedonia is also currently facing the long-term implications from the intensive **internal, particularly rural-urban migration**, which took place before the 1990s. The main challenges are:

- Abandoned villages, decrease in the total rural population and intensive process of demographic ageing.
- Emphasized regional differences in terms of demographic and economic trends, with the Skopje region remaining as the only in-migration region in the country having the highest concentration of the total population.
- Limited access to social assistance and insurance benefits in the rural areas, which contributes to the higher exposure of the remaining rural population to the risks of poverty and social exclusion.

As a result of the armed conflicts and wars on the Balkans in the last couple of decades, a particular challenge for the country was the large flows of refugees and IDPs. Although the majority of them are reintegrated into their home countries/communities, there are still IDPs awaiting in/reintegration.

### ***7.2. Policies to be taken by different actors***

**Central government:** Policy-making related to migration intensified in the last several years. A considerable number of policy documents, strategies, action plans and programmes related to migration have been officially adopted. Nonetheless, their implementation is either held back as a result of the lack of financial resources or is lagging behind. In this respect, the Government at the central level should:

- Improve budget planning to ensure timely and purposeful allocation of the anticipated budget resources for the implementation of the strategic documents.
- Strengthen the fund-raising capacities at national level, given the fact that the usage of EU and other foreign funds available to FYR Macedonia is negligible.
- Strengthen the coordination at the central level as a prerequisite for effectiveness in policy-making, implementation and evaluation of the programme outcomes.
- Create a statistical data base on migration flows, particularly in terms of the demographic and socio-economic characteristics of the migrants which would considerably improve policy-

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making and targeting of population groups affected by migration. In these respect following measures could contribute to the improvements of the statistical data base:

- *Establishment of official administrative population register.*
- *Introducing electronic records on the vital population statistics (personal records).*
- *Implementation of the legal obligation for citizens to report leaving/ entering the country.*
- Support empirical research on the social problems and needs of the vulnerable population groups affected by migration which would facilitate and inform policy-making and protection.
- Making use of the human resources development potential of the Macedonian Diaspora by:
  - *Diaspora mapping and development of data base on Macedonian citizens residing abroad (businessmen, scientists, artists, students and others).*
  - *Introducing measures to facilitate return of citizens regularly residing abroad.*
  - *Policy-making on intellectual emigration (brain drain), mitigating its negative consequences.*
- Encourage and more broadly regulate circular and temporary migration as a prerequisite for permanent emigration decrease:
  - *Promotion of the international cooperation and bilateral arrangements for temporary migration and labour force circulation (incl. seasonal employment).*
  - *Establishment of informative migration offices within the local employment centres.*
  - *Development of programmes for labour force VET according to the internationally adopted standards.*
- Create conditions for increased usage of official channels for transfer of remittances and their investment in favour of the country's development. In this context the following measures and activities should be undertaken:
  - *Analysis of the expenses for transfer of remittances through official channels and development of new financial products related to remittances.*
  - *Organising training and promotion campaigns as well as establishing IT financial tools (domestic banking, web-sites on remittances) to inform migrants and their families on the official channels for remittances transfer.*
  - *Encouraging partnerships between the micro-financial institutions and major financial institutions on the productive usage of remittances.*
- Develop programmes for social welfare services for vulnerable groups affected by migration.

**Local government:** A considerable financial contribution to the implementation of national policies and programmes by the local government cannot be expected, as the process of fiscal decentralization is not yet finalized in all of the municipalities and the municipal budgets are rather small. However, the local government, especially in the migration loss areas, can contribute to the mitigation of the negative consequences of emigration in several ways:

- Invest in improvements of the economic and infrastructural development, especially in the rural areas and improve intra- and interregional co-operation.
- Facilitate and support re-integration of returning migrants and the process of integration of the remaining IDP's at the local level by implementing the developed national Reintegration programme for returning migrants and grass-roots based initiatives carried out by municipalities in partnership with the non-governmental organisations, public social and educational institutions and the private sector.

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- Improve the access to social, health, education benefits and services for vulnerable population groups, especially in the rural areas, through measures aimed at assessing the needs for benefits and services, better coverage and targeting.
- Mobilisation of the development potentials of the Diaspora to support the local economic development through:
  - *Establishment of networks for cooperation between the Diaspora and the relevant institutions in the domain of local development.*
  - *Promotion of the strategic documents for local regional development and existing possibilities for investments in the regions.*

**Host countries:** The contribution of the host countries is important for tackling the impact of migration and promoting the beneficial aspects of migration. Host countries should attempt to:

- Regularly issue statistical reviews on immigrants from other countries, disaggregated by type of stay and demographic and socio-economic characteristics.
- Increase the reliance on regular forms of exchange of labour force in their labour markets (temporary, seasonal, circular migration agreements).
- Establishment of technical and functional links with the country of destination improving the exchange of information relating to the implementation of the bilateral social security agreements, readmission agreements, forced and voluntary return procedures etc.

**EU Programmes:** The EU Funds should be used to support the implementation of policies, measures and activities envisaged within the adopted strategic documents in the domain of migration and socio-economic development (regional, rural, agricultural development, poverty reduction etc.).

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**ANNEXES**

**ANNEX 1. Tables and Graphs**

Table 1.1																	
Basic Macro Economic Indicators in the FYR Macedonia																	
1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Real sector</b>																	
Real growth rates (in %)																	
-7.5	-1.8	-1.1	1.2	1.4	3.4	4.3	4.5	-4.5	0.9	2.8	4.6	4.4	5.0	6.1	5.0	-0.9	1.8
GDP in million EUR (at current rate)																	
/	/	/	3523	3310	3193	3448	3893	3839	4001	4217	4442	4814	5231	5965	6720	6703	6944
GDP per capita in EUR (at current rate)																	
/	/	/	1777	1658	1590	1709	1921	1886	1978	2081	2185	2363	2564	2919	3283	3253	3376
Gross investments as % of GDP																	
/	/	/	/	/	/	/	21.4	19.1	20.6	19.1	22	21.3	21.5	24.6	26.8	25.9	25.4
Industry, real growth rates (in %)																	
/	/	/	/	/	/	/	9.4	-4.6	-0.8	-5.1	2.8	4.6	2.6	12.6	2.4	-10.7	-2.2
Inflation (end of the period, on annual base, in%)																	
230	55.4	9.2	0.2	4.5	-1.0	2.3	6.1	3.7	1.1	2.6	-1.9	1.2	2.9	6.1	4.1	-1.6	3.0
<b>External sector</b>																	
Trade balance (in million) f.o.b.																	
/	/	/	/	/	/	/	/	/	/	-753	-914	-858	-1,001	-1,181	-1,763	-1,551	-1,468
Balance on current account of the balance of payments (% in GDP)																	
-3.3	-7.8	-6.7	-7.7	-7.7	-7.8	-1.8	-2.9	-6.8	-10.1	-4.0	-8.4	-2.7	-0.4	-7.4	-12.6	-6.5	-2.8
<b>Social sector</b>																	
Employment rate (in %)																	
/	/	/	37.4	34.4	35.9	35.9	35.8	40.4	35.8	34.5	32.8	33.9	35.2	36.2	37.3	38.4	38.7
Unemployment rate (in %)																	
/	/	/	31.9	36.0	34.5	32.4	32.2	30.5	31.9	36.7	37.2	37.3	36	34.9	33.8	32.2	32.0
Relative poverty rates (Had Count Index)																	
	19,0*	20,7*	21,0*	19,0	20,7	21,0	22,3	22,7	30,2	30,2	29,6	30,0	29,8	29,4	28,7	31,1	30,9
Inequality of income distribution (Gini Index)																	
/	/	/	/	/	28.21	/	34.44	/	38.75	38.95	/	/	42.8	/	/	/	/
Social expenditure (% of GDP)**																	
/	/	/	/	/	/	/	/	16.30	16.57	18.09	17.67	16.49	15.81	14.13	14.58	/	/

\*1994-1996 on base of determinate levels of poverty line, is calculated the percentage of persons whose expenditures are below the level of 60% of the median equivalent expenditure; 1997 onwards - below the level of 70% of the median equivalent expenditure. Source: State Statistical Office, Household Budget Survey

\*\* Note: the data on social expenditures are derived from the part of the General Government Budget of Ministry of Finance's Annual Economic Reports for 2006, 2007 and 2008 as well as from Bulletins of the Ministry of Finance, whereas there is no comparability with this data and the data for the period 1991-2000 due to completely different classification of the data.

Source: National Bank of Republic of Macedonia (www.nrbm.mk); Ministry of Finance of Republic of Macedonia (www.mfa.gov.mk); State Statistical Office (www.stat.gov.mk).

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**Table 2.1.**

**Macedonian Citizens in Particular European and Overseas Countries**

Country	World Bank database (2010)	Eurostat data base		OECD database and other data sources	
		Number	2010 (or year with latest available data)	Number	Population Census or official statistics
<b>Overseas countries</b>					
Australia	59013			83983	Statistical Bureau, 2006
USA	7892			51955	Population Census, 2002
Canada	9901			31265	Population Census, 2001
Canada				37050	Statistical Office, 2006
New Zealand	870			807	Population Census, 2006
<b>European Union countries</b>					
Austria	20420	16969	2009	13696	Statistical Office, 2002
Belgium	61	3290	2010	2535	Population Census, 2007
Bulgaria	0	1385	2009	5071	Population Census, 2001
Czech Republic	538	1989	2010	533	Population Census, 2001
Cyprus	18				
Denmark	2689	2337	2010	1607	Population Census, 2002
Estonia					
Finland	280	170	2010	23	2000
France	10498	2839	2005	2560	Population Census, 1999
Germany	99646	66651	2010	62295	Statistical Office, 2006
Greece	1366	747	2001	936	2001
Hungary	25	128	2010	73	2001
Ireland	79	36	2010	35	2002
Italy	101539	92847	2010	78090	Statistical Institute, 2007
Latvia		2	2010		
Lithuania	1				
Luxembourg	304	356	2001	254	2001
Malta		23	2008		
Netherlands	25	764	2010	23	1995-2000
Poland	248	97	2010	204	Population Census, 2001
Portugal	17	20	2010	12	2001
Romania		120	2009		
Slovakia	2883	421	2010	156	2001
Slovenia	15650	9087	2010	3972	Population Census, 2002
Spain	551	509	2010	205	2001
Sweden	3601	1517	2010	3669	Statistical Office, 2006
United Kingdom	1702	41621	2005	1285	Population Census, 2001
<b>Other European countries</b>					
Iceland					
Liechtenstein					
Norway	1040			715	Population Census, 2002
Switzerland	46581			61304	Statistical Office, 2006
Ukraine					
<b>Neighboring countries</b>					
Albania	6457			4697	1989
Bosnia and Herzegovina	20			2278	Population Census, 2005
Serbia				25847	Population Census, 2002
Croatia	12047			4270	Population Census, 2001
<b>Other countries</b>					
Argentina	246				
Brazil	337				
Japan	30			15	2000
Mexico	3			2	2000
Turkey	35308			31515	2000

Source: World Bank (2011): Bilateral Migration Matrix (November 2010). in: <http://go.worldbank.org/JITC7NYTT0> (last access 31.05.2011) and World Bank Fact book on Migration and Remittances 2011; Eurostat; Council of Europe, Recent Demographic Developments in Europe; OECD.

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**Table 2.2.**

**Number of Citizens of FYR Macedonia in Particular Countries of Europe  
(migration stock data according citizenship), period 1996-2010**

Country	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>European Union</b>	<b>33984</b>	<b>54395</b>	<b>61511</b>	<b>71482</b>	<b>79271</b>	<b>107149</b>	<b>109493</b>	<b>119638</b>	<b>137369</b>	<b>189894</b>	<b>152905</b>	<b>169474</b>	<b>179879</b>	<b>191983</b>	<b>179887</b>
Austria						13696	13202	14427	15288	15998	16275	16271	16529	16969	
Belgium				826		1119	2462	1747					2703	2931	3290
Bulgaria						1391							1373	1385	
Czech Republic					1170	921	761	845	843	821	1116	1277	1481	1817	1989
Cyprus															
Denmark			834	1103	1415	1545	1694	1803	1898	1949	2024	2109	2185	2259	2337
Estonia															
Finland		53	80	116	131	144	150	147	155	167	163	162	155	170	192
France				2073				2073		2839					
Germany	33984	38774	42550	46167	49420	51841	55986	58250	61019	61105	62093	66219	66433	66196	66651
Greece			44			747									
Hungary			26	34	43	41	39	32	50	52	56	62	77	81	128
Ireland														28	36
Italy		11596	13456	16647	21110	26051	28073	34019	51208	58460	63245	74162	78090	89066	92847
Latvia			1	1	1	1	1	1	1	19	9	3	3	3	2
Lithuania						1				3	3	9	12		
Luxembourg						356									
Malta						25							23		
Netherlands		449	480	505	500	590	646	677	711	762	762	710	711	717	764
Poland							88					63	65	91	97
Portugal		1	1	1	4	22	24	27				44	51	19	20
Romania					1	1	120		120	121	121	121	121	120	
Slovakia									388	185	204	580	651	349	421
Slovenia		2200	2412	2277	3565	4125	4323	3897	4057	4134	5122	5936	7448	7818	9087
Spain		19	33	56	92	148	209	273	305	354	424	408	471	530	509
Sweden		1303	1594	1676	1819	1925	1715	1420	1326	1304	1288	1338	1297	1434	1517
United Kingdom						2459				41621					
<b>Other European countries</b>	<b>39611</b>	<b>45330</b>	<b>48723</b>	<b>51403</b>	<b>54597</b>	<b>56191</b>	<b>59136</b>	<b>60421</b>	<b>61141</b>	<b>61381</b>			<b>59664</b>	<b>58810</b>	<b>60165</b>
Iceland			3	6	10	16	17	20	18						
Liechtenstein	71	71	77	77	80	83	98	107	113						
Norway		113	140	178	207		289	341	334	373					
Switzerland*	39540	45146	48503	51142	54300	56092	58585	59953	60676	61008			59664	58810	60165
Ukraine							147								
<b>TOTAL</b>	<b>73595</b>	<b>99725</b>	<b>110234</b>	<b>122885</b>	<b>133868</b>	<b>163340</b>	<b>168629</b>	<b>180059</b>	<b>198510</b>	<b>251275</b>	<b>152905</b>	<b>169474</b>	<b>239543</b>	<b>250793</b>	<b>240052</b>

\* Switzerland Migration Office data for 2008, 2009 and 2010

Source: Eurostat (2011): Population by sex, age and citizenship (migr\_pop1ctz). in: <http://epp.eurostat.ec.europa.eu>; Council of Europe, Recent Demographic Developments in Europe; Switzerland Migration Office: <http://www.bfm.admin.ch/content/bfm/en/tools/kontakte.html>

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**Table 2.3.**

**Emigrated and Immigrated Macedonian Citizens and Foreigners, 1994-2010**

	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Total - emigrants</b>	<b>478</b>	<b>392</b>	<b>247</b>	<b>282</b>	<b>248</b>	<b>141</b>	<b>172</b>	<b>503</b>	<b>141</b>	<b>144</b>	<b>669</b>	<b>1300</b>	<b>1108</b>	<b>240</b>	<b>751</b>	<b>792</b>	<b>1007</b>
Citizens of Macedonia	424	359	220	254	241	127	165	312	81	112	656	1282	1073	224	740	769	923
<b>Total - immigrants</b>	<b>3433</b>	<b>2088</b>	<b>1489</b>	<b>1295</b>	<b>1057</b>	<b>1118</b>	<b>1199</b>	<b>1185</b>	<b>1257</b>	<b>1145</b>	<b>1381</b>	<b>1491</b>	<b>3273</b>	<b>2181</b>	<b>1609</b>	<b>1857</b>	<b>2715</b>
Citizens of Macedonia	1651	1128	850	739	595	658	639	458	723	567	543	524	545	366	219	259	303

Source: State Statistical Office of the Republic of Macedonia, *Migrations*, Statistical Review: 261 (1995); 273 (1996); 286 (1997); 307 (1998); 333 (1999); 2.4.04. (2000); 2.4.1.04.(2001); 2.4.3.04. (2003); 2.4.4.03 (2004); 2.4.6.13 540 (2005); 2.4.8.08 (2007); 2.4.10.07 660 (2010)

**Table 2.4.**

**Number of Citizens of FYR Macedonia in Particular Countries of European Union  
(migration flows data according citizenship), period 1998-2009**

Country	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
<b>European Union</b>												
Austria		938	926	1368	1801	1586	1558	1397	940	949	1030	
Belgium										251		
Bulgaria											10	19
Czech Republic		33	19		195	159	159	323	446	554	450	334
Cyprus						37						
Denmark	174	167	118	95	96	73	72	85	73	81	70	83
Estonia								1				
Finland	18	10	7	12	7	10	15	12	9	14	37	20
France	93	27										
Germany	3108	3225		5299	3953	3683	3283	3292	2628	2492	2334	2308
Greece	28								379	199		
Hungary	14	16	9	10	9	15	16	13	19	18	47	37
Ireland											4	2
Italy	2144	2863	3712		3239	5837	5254	4500	5105	4088	5794	4942
Latvia							2		2		2	
Lithuania					1		9	1	2	1	2	2
Luxembourg	25	24	9	51	34	23	19	28	8	20	26	15
Malta										2		
Netherlands	103	86	134	131	115	93	108	82	66	72	85	101
Poland									4	1	13	
Portugal												
Romania												
Slovakia				9	3	92	95	75	185	172	96	93
Slovenia	537	826	876	1049	1217	1559	1251	1678	2097	3163	3196	2987
Spain	16	10	18	30	29	42	70	48	83	101	92	64
Sweden	111	145	152	153	138	173	188	193	305	184	304	255
United Kingdom						573		96				
<b>TOTAL</b>	<b>6371</b>	<b>8370</b>	<b>5980</b>	<b>8207</b>	<b>10837</b>	<b>13955</b>	<b>12099</b>	<b>11824</b>	<b>12351</b>	<b>12362</b>	<b>13592</b>	<b>11262</b>

Source: Eurostat (2011): Population by sex, age and citizenship (migr\_pop1ctz). in: <http://epp.eurostat.ec.europa.eu>.

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**Table 2.5.**

**Net migration of the population in the FYR Macedonia  
(total, urban, rural)**

	<b>Total population</b>	<b>Natural population increase</b>	<b>Net migration</b>	<b>Net migration as % of total population</b>
<b>1948-1953</b>				
<b>Total</b>	<b>151528</b>	<b>148916</b>	<b>2612</b>	<b>0.2</b>
Urban	70657	42618	28039	6.1
Rural	80871	106298	-25427	-2.8
<b>1953-1961</b>				
<b>Total</b>	<b>101489</b>	<b>246721</b>	<b>-145232</b>	<b>-10.3</b>
Urban	123290	73606	49684	9.2
Rural	-21801	173115	-194916	-22.6
<b>1961-1971</b>				
<b>Total</b>	<b>241305</b>	<b>277637</b>	<b>-36332</b>	<b>-2.2</b>
Urban	260146	115243	144903	18.0
Rural	-18841	162394	-181235	-21.5
<b>1971-1981</b>				
<b>Total</b>	<b>261828</b>	<b>21674</b>	<b>154</b>	<b>0.0</b>
Urban	250023	136713	113310	10.8
Rural	11805	124961	-113156	-13.2
<b>1981-1994</b>				
<b>Total</b>	<b>166060</b>	<b>294199</b>	<b>-128139</b>	<b>-6.2</b>
Urban	165038	162398	2640	0.2
Rural	1022	131801	-130779	-15.3

Source: • Dimitrieva E., Janeska V., Hinic B. (2000): Les mouvements migratoires (internes et internationaux) et la répartition spatiale de la population dans l'ancienne République Yougoslave de Macédoine, in Mouvements migratoires et la répartition spatiale de la population, La démographie des Balkans (Edité par: Byron Kotzamanis), Université de Thessalie - Université de Macédoine Réseau DémoBalk, p. 46-77

**Table 2.6.**

**Internal Migrations of Macedonian Citizens, on regional level, 1994 and 2002**

Region	Total population	Immigrated population in the place of usual residence			Structure (%) of the immigrated population			Participation (%) of the immigrated population in the total population		
		Total	From other place in the same municipality	Immigrated from other municipality	Total	From other place in the same municipality	Immigrated from other municipality	Total	From other place in the same municipality	Immigrated from other municipality
<b>FYR Macedonia</b>										
1994	1935034	611147	213547	397600	100.0	34.9	65.1	31.6	11.0	20.5
2002	2022547	607601	221389	386212	100.0	36.4	63.6	30.0	10.9	19.1
<b>Vardar Region</b>										
1994	152479	56238	21354	34884	100.0	38.0	62.0	36.9	14.0	22.9
2002	154535	54022	20495	33527	100.0	37.9	62.1	35.0	13.3	21.7
<b>East Region</b>										
1994	180081	66517	30590	35927	100.0	46.0	54.0	36.9	17.0	20.0
2002	181858	65842	30233	35609	100.0	45.9	54.1	36.2	16.6	19.6
<b>South West Region</b>										
1994	201958	60942	26962	33980	100.0	44.2	55.8	30.2	13.4	16.8
2002	221546	63025	28499	34526	100.0	45.2	54.8	28.4	12.9	15.6
<b>South East Region</b>										
1994	168481	48358	18322	30036	100.0	37.9	62.1	28.7	10.9	17.8
2002	171416	48452	17624	30828	100.0	36.4	63.6	28.3	10.3	18.0
<b>Pelagonia Region</b>										
1994	242614	85748	32974	52774	100.0	38.5	61.5	35.3	13.6	21.8
2002	238136	78580	30352	48228	100.0	38.6	61.4	33.0	12.7	20.3
<b>Polog Region</b>										
1994	280352	69089	33950	35139	100.0	49.1	50.9	24.6	12.1	12.5
2002	304125	74778	38561	36217	100.0	51.6	48.4	24.6	12.7	11.9
<b>North East Region</b>										
1994	163841	53840	26278	27562	100.0	48.8	51.2	32.9	16.0	16.8
2002	172787	54665	26940	27725	100.0	49.3	50.7	31.6	15.6	16.0
<b>Skopje Region</b>										
1994	545228	170415	23117	147298	100.0	13.6	86.4	31.3	4.2	27.0
2002	578144	168237	28685	139552	100.0	17.1	82.9	29.1	5.0	24.1

Source: State Statistical Office of the Republic of Macedonia, Population Censuses 1994 and 2002.

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**Table 2.7.**

**Internal Migrations of the Macedonian Citizens, 1994-2010**

Persons that has changed place of permanent residence	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
	Number																
Total	8157	9324	11433	11554	11812	10719	12419	10400	11138	11058	11495	11411	10740	9438	8964	7785	7276
Between municipalities	5881	6805	7814	9306	9534	8594	10100	8417	9117	9027	9326	9282	8723	7637	7216	6278	5961
Within the same municipality	2276	2519	3619	2248	2278	2125	2319	1983	2021	2031	2169	2129	2017	1801	1748	1507	1315
	Structure in % (total=100.0%)																
Between municipalities	72.1	73.0	68.3	80.5	80.7	80.2	81.3	80.9	81.9	81.6	81.1	81.3	81.2	80.9	80.5	80.6	81.9
Within the same municipality	27.9	27.0	31.7	19.5	19.3	19.8	18.7	19.1	18.1	18.4	18.9	18.7	18.8	19.1	19.5	19.4	18.1

Source: State Statistical Office of the Republic of Macedonia, Migrations, Statistical Review: 261 (1995); 273 (1996); 286 (1997); 307 (1998); 333 (1999); 2.4.04. (2000); 2.4.1.04.(2001); 2.4.3.04. (2003); 2.4.4.03 (2004); 2.4.6.13 540 (2005); 2.4.8.08 (2007); 2.4.10.07 660 (2010)

**Table 2.8.**

**Internal Migrations of Macedonian Citizens,  
inter-regional level, 2006-2010**

Region	2006	2007	2008	2009	2010	total
<b>Immigrated citizens</b>						
<b>TOTAL</b>	<b>2837</b>	<b>2909</b>	<b>3344</b>	<b>3181</b>	<b>2976</b>	<b>15247</b>
Vardar Region	224	278	325	303	314	1444
East Region	240	232	260	257	295	1284
Southwest Region	323	337	393	379	362	1794
Southeast Region	232	250	264	210	250	1206
Pelagonia Region	300	330	328	324	318	1600
Polog Region	240	234	305	277	286	1342
Northeast Region	186	146	269	224	187	1012
Skopje Region	1092	1102	1200	1207	964	5565
<b>Emmigrated citizens</b>						
<b>TOTAL</b>	<b>2837</b>	<b>2909</b>	<b>3344</b>	<b>3181</b>	<b>2976</b>	<b>15247</b>
Vardar Region	359	418	440	420	395	2032
East Region	346	361	387	415	339	1848
Southwest Region	327	352	375	376	324	1754
Southeast Region	235	295	292	261	240	1323
Pelagonia Region	333	361	376	398	397	1865
Polog Region	354	357	343	365	236	1655
Northeast Region	358	313	320	335	332	1658
Skopje Region	525	452	811	611	713	3112
<b>Migration balance</b>						
<b>TOTAL</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Vardar Region	-135	-140	-115	-117	-81	-588
East Region	-106	-129	-127	-158	-44	-564
Southwest Region	-4	-15	18	3	38	40
Southeast Region	-3	-45	-28	-51	10	-117
Pelagonia Region	-33	-31	-48	-74	-79	-265
Polog Region	-114	-123	-38	-88	50	-313
Northeast Region	-172	-167	-51	-111	-145	-646
Skopje Region	567	650	389	596	251	2453

Source: State Statistical Office of the Republic of Macedonia, Migrations, Statistical Review: 2.4.8.08 (2007); 2.4.10.07 660 (2010)

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**Table 2.9.**

**The structure of the total population of the FYR Macedonia abroad  
according he declaration by ethnic affiliation**

	<b>Total</b>	<b>Macedonians</b>	<b>Albanians</b>	<b>Turks</b>	<b>Rhomas</b>	<b>Serbs</b>	<b>Vlachs</b>	<b>Muslims</b>	<b>Bosniacs</b>	<b>Other</b>
1981	<b>100922</b>	64.2	22.1	4.2	2.5	1.1	0.3	1.9		3.7
1994	<b>174794</b>	62.6	29.6	3.2	2.2	0.5	0.1			1.8
2002*	<b>22995</b>	28.7	61.6	6.8	0.7	0.5	0.1		0.6	1.0

\* Census data that refers only to Macedonian citizens abroad up to one year.  
Source: State Statistical Office of the Republic of Macedonia, Population Censuses 1981, 1994 and 2002.

**Table 3.1.**

**Stages of demographic age and criteria for their determination**

	<b>Indicators of demographic oldness</b>				
	<b>Average age (in years)</b>	<b>Share of population up to 20 years (%)</b>	<b>Share of population up to 40 years (%)</b>	<b>Share of population 60 and over years (%)</b>	<b>Ageing index</b>
<b>Early demographic youth</b>	up to 20	58 +	85 +	up to 4	up to 0.07
<b>Demographic youth</b>	20-25	50-58	75-85	4-7	0.07-0.14
<b>Demographic maturity</b>	25-30	40-50	65-75	7-11	0.14-0.28
<b>Threshold of demographic oldness</b>	30-35	30-40	58-65	11-15	0.28-0.50
<b>Demographic oldness</b>	35-40	24-30	52-58	15-20	0.50-0.83
<b>Deep demographic oldness</b>	40-43	20-24	45-52	20-25	0.83-1.25
<b>Deepest demographic oldness</b>	43 +	up to 20	up to 45	25 +	1.25 +

Source: "Population and Households of SR Jugoslavija according the Census from 1991", SZS and Center for demographic researches in the Institute of social sciences, Population 47, p. 131

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Table 3.2.

### Employment and unemployment in the FYR Macedonia, 1996-2010

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Employed</b>															
Number	537591	512301	539762	545222	549846	599308	561341	545100	522995	545253	570404	590234	609015	629901	637855
Employment rate	37.4	34.4	35.9	35.9	35.8	40.4	35.8	34.5	32.8	33.9	35.2	36.2	37.3	38.4	38.7
<b>Unemployed</b>															
Number	251489	288213	284064	261452	261711	263196	263483	315900	309286	323934	321274	316905	310409	298873	300439
Unemployment rate	31.9	36	34.5	32.4	32.2	30.5	31.9	36.7	37.2	37.3	36	34.9	33.8	32.2	32.0

Source: State Statistical Office of the Republic of Macedonia, Labour Force Survey (www.stat.gov.mk)

Table 3.3.

### Private Transfers in the FYR Macedonia, 1993-2010

*in million USD/€*

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007 *	2,007 €	2,008 €	2,009 €	2,010 €
<b>Total net</b>	57.80	79.70	136.94	130.76	285.17	312.79	391.06	482.49	293.64	397.95	636.69	720.81	1000.47	1165.66	1418.30	985.80	936.10	1098.60	1335.10
<b>1. Remittances net</b>	-8.20	-24.30	14.30	13.06	34.03	42.58	64.23	66.28	47.49	69.84	130.29	146.31	155.35	182.01	227.46	158.10	161.60	170.10	181.80
Inflow	16.00	14.00	41.01	45.29	56.31	63.24	76.23	80.49	68.01	92.37	145.74	161.06	169.35	197.63	250.77	174.30	180.90	186.20	196.30
Outflow	24.20	38.30	26.71	32.24	22.28	20.66	12.00	14.21	20.52	22.53	15.45	14.75	14.00	15.62	23.31	16.20	-19.20	-16.00	-14.50
<b>2. Effective net</b>	66.00	104.00	121.91	92.13	225.29	236.96	275.68	370.81	197.15	269.81	397.98	440.35	683.33	819.17	1000.50	695.40	774.40	927.90	1153.40
<b>3. Other net</b>	0.00	0.00	0.73	25.58	25.85	33.25	51.15	45.40	49.00	58.29	108.42	134.15	161.79	164.48	190.34	132.30			
Inflow	0.00	0.00	9.16	30.53	29.71	38.46	55.12	50.30	56.46	70.46	127.10	159.49	183.04	182.87	215.81	150.00			
of which: rents, pensions	0.00	0.00	5.26	22.48	21.72	28.01	30.59	26.98	31.69	34.59									
Outflow	0.00	0.00	8.43	4.95	3.86	5.21	3.97	4.90	7.45	12.17	18.67	25.34	21.26	18.39	25.47	17.70			
of which: rents, pensions	0.00	0.00	5.38	0.80	0.30	0.46	0.66	0.58	0.66	2.95									

\* Our assessment

Source: Documentation of the National Bank of the Republic of Macedonia (www.nbrm.gov.mk)

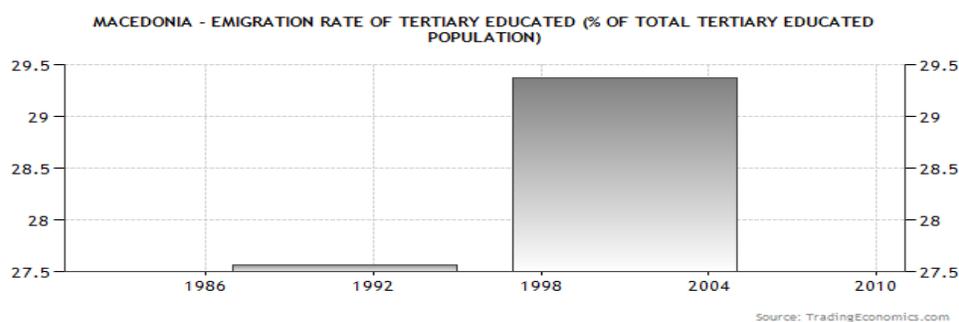
Table 3.4.

### Unemployment and relative poverty rates in the FYR Macedonia, total, rural and urban areas

	2003	2004	2005	2006	2007	2008	2009
<b>Unemployment rates</b>							
<b>Total</b>	36.7	37.2	37.3	36.0	34.9	33.8	32.2
Rural	37.0	35.8	34.8	33.1	31.9	30.3	31.7
Urban	36.5	37.9	38.7	37.9	36.8	35.0	32.5
<b>Relative poverty rates</b>							
<b>Total</b>	30.2	29.6	30.0	29.8	29.4	28.7	31.1
Skopje	35.5	30.5	25.5	26.2	23.5	12.3	12.8
Rural	28.0	32.2	35.8	35.7	36.9	43.3	48.0
Urban	36.5	37.3	38.7	38.1	39.6	44.3	39.2

Relative Poverty rate calculated as share of population whose expenditure is below 70% of median equivalent expenditure (State Statistical Office of the Republic of Macedonia), see also [http://www.stat.gov.mk/MetodoloskiObjasSoop\\_en.aspx?id=37&rbrObi=13](http://www.stat.gov.mk/MetodoloskiObjasSoop_en.aspx?id=37&rbrObi=13) (retrieved on 21 November 2011)  
Source: State Statistical Office of the Republic of Macedonia, Labour Force Survey and Statistical Reviews on Poverty (2002-2009)

Graph 1.1.



***ANNEX 2. List of signed Readmission Agreements***

- Agreement between the Government of the Republic of Macedonia (RM) and the Government of the **Republic of Slovenia** for Readmission of Persons whose Entry and/or Stay is in Conflict with Effective Regulations (made in Ljubljana on January 27, 1998, ratified on April 28, 1998, published in the Official Gazette of the Republic of Macedonia I.A. No. 21/98, enforced since February 1, 1999);
- Agreement between the Macedonian Government and the Government of the **Italian Republic** for Readmission of Persons whose Entry and/or Residence is in Conflict with Effective Regulations (made on February 26, 1997 in Skopje, ratified on July 9, 1997, published in the Official Gazette of RM I.A. No. 34/1997, enforced since October 23, 1997);
- Agreement between the Macedonian Government and the **Swiss Federal Council** for Readmission of Persons with Unauthorized Residence (made on April 16, 1998, ratified on June 9, 1998, published in the Official Gazette of RM I.A. No. 27/98, enforced since July 22, 1998);
- Agreement between the Macedonian Government and the Government of the **French Republic** for Readmission of Persons with Unregulated Stay (made in Skopje on October 8, 1998, ratified on February 25, 1999, published in the Official Gazette of RM I.A. No. 13/1999, enforced since June 17, 1999);
- Agreement between the Government of RM and the Government of the **Republic of Bulgaria** for Readmission of Persons with Unregulated Stay (signed on June 4, 2001 in Sofia, ratified on January 30, 2002, published in the Official. Gazette of RM I.A. No. 12/2002, enforced since June 19, 2002);
- Agreement between the Macedonian Government and the **Hungarian Government** for Readmission of Persons Illegally Residing on their Territories with a Protocol (made on September 26, 2001 in Budapest, ratified on June 16, 2004, published in an Addition of the Official Gazette of RM No. 42/2004, enforced since August 13, 2004);
- Agreement between the Government of RM and the Government of the **Republic of Croatia** for readmission and Takeover of Persons with Illegal Residence (signed in Zagreb, September 17, 2001, published in Off. Gazette of RM I.A. No. 47/2002, enforced since February 1, 2003);
- Agreement between the Government of RM and the **Slovak Republic** for Readmission of their own Citizens whose Entry or Stay on the Territory of the other country is Illegal (signed in Skopje, May 5, 2000, ratified on January 23, 2002, published in the Official Gazette of RM I.A. No. 13/2002, enforced since November 1, 2002);
- Agreement between the Government of the Republic of Macedonia and the Government of **Romania** for Readmission of their own Citizens and Aliens (signed in Bucharest on November 12, 2003, ratified on June 16, 2004, enforced since November 10, 2006);
- Agreement between the Government of RM and **Germany** for Readmission and Transit Transport of Persons (signed in Berlin, June 24, 2002, ratified on January 23, 2004, published in the Official Gazette of RM I.A. No. 9/2004, enforced since May 1, 2004);
- Agreement between the Government of the Republic of Macedonia and the Government of the **Republic of Albania** for Readmission of Persons and the Protocol for Implementation of the Agreement (made in Skopje on June 17, 2004, ratified on May 19, 2005, published in the Official Gazette of RM No. 40 from June 1, 2005, enforced since July 15, 2005);

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- Agreement between the Macedonian Government and the **Spanish Government** for Readmission of Persons with Unauthorized Stay on their Territories (made in Skopje on February 6, 2006, ratified on May 23, 2006, published in the Official Gazette of RM No. 68 from May 31, 2006, enforced since November 20, 2006);
- Agreement between the Government of RM and the Government of the Republic of **Poland** for Readmission and Takeover of Persons that are Residing Without Authorization (made in Warsaw Page 63 on April 6, 2006, ratified by the Polish party on December 7, 2006, enforced since February 4, 2007);
- Agreement between the Government of RM and the Government of **Austria** for Readmission of Persons with Unauthorized Residence (signed in Vienna, May 5, 2006, ratified on December 7, 2006, enforced since February 1, 2007);
- Agreement between the Government of RM and the Governments of **Benelux** for Readmission of Persons with Unauthorized Residence (made on May 30, 2006 in Hague, ratified on March 19, 2007, published in the Official Gazette of RM No. 37/07, Macedonian Memorandum from May 14, 2007, Luxemburg Memorandum from May 14, 2007, Dutch Memorandum from July 31, 2007, Belgium Memorandum (ratification) from July 30, 2008);
- Agreement between the Macedonian Government and the Government of the **Kingdom of Denmark** for Readmission of Nationals and Aliens that are Residing Illegally on the Territories of the Contractual Parties (made in Copenhagen on June 23, 2006, ratified on February 26, 2007, published in the Official Gazette of RM No. 27/2007, enforced since October 8, 2007);
- Agreement between the Government of RM and the Government of the Kingdom of **Norway** for Readmission of Persons Residing Illegally on their Territories (made in Skopje on September 25, 2006, ratified on February 26, 2007, published in the Official Gazette of RM No. 27/2007, enforced since June 21, 2007);
- Agreement between the Government of RM and the Government of the Kingdom of **Sweden** for Readmission of Persons (Readmission Agreement) (made in Skopje on October 23, 2006, internal procedure completed on behalf of Sweden, ratified on March 28, 2007, published in the Official Gazette of RM No. 43/2007, enforced since July 1, 2007);
- Agreement between RM and the **European Community** for Readmission of Persons with Unauthorized Residence (signed through exchange of letters in Brussels on September 18, 2007, ratified by the EC on November 20, 2007, published in the Official Gazette of RM No. 141/2007, enforced since January 1, 2008).

***ANNEX 3. Abbreviations***

CSW – Centres for Social Work

EA – Employment Agency

EC – European Community

EU – European Union

IOM – International Organisation of Migration

MFA – Ministry of Foreign Affairs

MLSP – Ministry of Labour and Social Policy

MOI – Ministry of Interior

MES – Ministry of Education and Science

PDIF – Pension and Disability Insurance Fund

SFA – Social financial assistance

UNHCR – United Nations High Commissioner of Refugees