

Frnet national contribution to the Fundamental Rights Report – Challenges and achievements in 2025

**Housing crisis and people experiencing
homelessness**

Country: North Macedonia

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1. Legal framework

Please briefly elaborate on the legal framework to protect tenants or owners from homelessness and forced eviction. Please include respective provisions in the case of an execution order and in case an eviction takes place. Please consider specific provisions for vulnerable person, legal safeguards which prevent or limit evictions and intervention system in the case of eviction and early interventions before evictions.

The legal framework governing housing and eviction in North Macedonia is primarily based on the Law on Housing,¹ the Law on Obligations,² and the Law on Enforcement,³ with additional safeguards under the Law on Social Protection.⁴ Together, these laws outline tenancy and ownership rules, procedures for lawful eviction, and mechanisms aimed at preventing homelessness—particularly for vulnerable groups.

Eviction Procedures and Safeguards in Execution

Eviction proceedings in North Macedonia fall under the jurisdiction of the civil courts as stipulated on the Law on Courts (Art. 28 and Art. 32(4) for the territory of the city of Skopje).⁵ Evictions are only permitted on the basis of an enforceable title (final court judgment or notarised executive deed), as stipulated in the Law on Enforcement. The competent authority for authorising enforcement actions is the Basic Court with territorial jurisdiction over the location of the property or the place where enforcement is carried out, acting through its President (Arts. 83(2) and 84(1)).⁶ Enforcement agents must respect the principle of

¹ North Macedonia, [Law on Housing](#) (*Закон за домување*), Official Gazette of the Republic of Macedonia No. 99/2009 (Службен весник на Република Македонија бр.99/2009), 5 August 2009

² North Macedonia, [Law on Obligations](#) (*Закон за облигациони односи*), Official Gazette of the Republic of Macedonia No. 59/02 (Службен весник на Република Македонија бр.59/02), 4 October 2002.

³ North Macedonia, [Law on Enforcement. Editorially revised text](#) (*Закон за извршување. Редакциски пречистен текст*)(2024), Official Gazette of the Republic of North Macedonia.

⁴ North Macedonia, [Law on Social Protection](#) (*Закон за социјална заштита*), Official Gazette of the Republic of North Macedonia No. 104/2019 (Службен весник на Република Северна Македонија бр. 104/2019), 23 May 2019.

⁵ North Macedonia, [Law on Courts](#) (*Закон за судовите*) (2006), Official Gazette of the Republic of Macedonia no. 58/06, 62/06, 35/08, 150/10, 83/18, 198/18 and Official Gazette of the Republic of North Macedonia no.96/19 („Службен весник на Република Македонија“ бр. 58/06, 62/06, 35/08, 150/10, 83/18, 198/18 и „Службен весник на Република Северна Македонија“ бр. 96/19).

⁶ North Macedonia, [Law on Courts](#) (*Закон за судовите*) (2006), Official Gazette of the Republic of Macedonia no. 58/06, 62/06, 35/08, 150/10, 83/18, 198/18 and Official Gazette of the Republic of North Macedonia no.96/19 („Службен весник на Република

proportionality, preserving the dignity of debtors and safeguarding essential belongings necessary for basic living conditions. The Law on Enforcement⁷ protects vulnerable individuals by exempting essential items and social protection benefits from enforcement. In the context of eviction proceedings, although the Law on Enforcement does not provide for an automatic suspension of eviction on the grounds of vulnerability or health conditions, the possibility for the President of the Basic Court to postpone enforcement for up to 90 days (Article 91(3) of the Law on Enforcement) allows courts to take such factors into consideration. Additionally, the principles of protection of vulnerable groups and the need for proportionate measures in the Law on Social Protection and the Law on Prevention and Protection Against Discrimination,⁸ should guide the interpretation and application of the provisions of the Law on Enforcement. No accessible case law that specifically illustrates the application of the principles of proportionality and respect for dignity by enforcement agents in the context of evictions was identified. Self-help evictions are generally unlawful. However, if a property is occupied without legal basis, owners may initiate “permitted self-help” within 30 days of discovering the occupation, with police supervision if needed. Otherwise, an urgent court eviction proceeding must be initiated.

For homeowners, foreclosure due to mortgage arrears also follows enforcement procedures. While mortgage contracts notarised as executive titles enable enforcement, debtors can contest the claim in court if ownership is unclear or the terms are abusive. Nonetheless, there is no legal obligation to provide alternative housing, no mortgage-to-rent scheme, and no moratorium on evictions.

Tenancy Regulations and Informality Risks

Tenancy relations are governed by the Law on Housing (Arts. 80–90)⁹ and the Law on Obligations (Arts. 570–602).¹⁰ For indefinite leases, termination requires 90 days’ notice, while fixed-term contracts end on the agreed date unless the tenant breaches key obligations. Non-payment of rent must be preceded by a 15-day written warning, providing procedural protection.

However, most tenancies remain informal. Contracts are not registered in a public register; they are only reported to the Public Revenue Office for tax purposes. Although leasing without a

Македонија“ бр. 58/06, 62/06, 35/08, 150/10, 83/18, 198/18 и „Службен весник на Република Северна Македонија“ бр. 96/19).

⁷ North Macedonia, [Law on Enforcement](#). Editorially revised text (Закон за извршување. Редакциски пречистен текст) (2024), Official Gazette of the Republic of North Macedonia.

⁸ North Macedonia, [Law on Prevention and Protection Against Discrimination](#) (Закон за спречување и заштита од дискриминација), Official Gazette of the Republic of North Macedonia No. 258/2020 (Службен весник на Република Северна Македонија бр. 258/2020) , 30 October 2020.

⁹ North Macedonia, [Law on Housing](#) (Закон за домување), Official Gazette of the Republic of Macedonia No. 99/2009 (Службен весник на Република Македонија бр.99/2009), 5 August 2009.

¹⁰ North Macedonia, [Law on Obligations](#) (Закон за облигациони односи), Official Gazette of the Republic of Macedonia No. 59/02 (Службен весник на Република Македонија бр.59/02), 4 October 2002.

written contract is punishable by a EUR 300 fine, enforcement is weak. This informality exposes tenants to eviction without legal recourse.

Special Protections for Vulnerable Groups

North Macedonia does not have formal national guidelines or standardised operating procedures for managing evictions, including procedures for identifying or supporting vulnerable groups during enforcement. No mandated coordination protocol between enforcement agents, centres for social work, municipalities, or police during eviction procedures exist. The existing policy framework does not recognize legal moratorium on evictions during the winter period or on socioeconomic grounds.

However, The Law on Social Protection (2019)¹¹ and related by-laws offer some targeted safeguards:

- Guaranteed Minimum Assistance (GMA) beneficiaries and youth leaving care (up to age 26) may receive housing allowances. However, only one rulebook is in force—for care-leavers—covering rent and utilities. As of 2023, 270 individuals received housing support.¹²
- Social/non-profit rental housing, recognised under the Law on Housing, is available for groups including low-income families, youth, single parents, and older persons. Termination of such leases is restricted, and in cases of prolonged inability to pay, authorities must ensure adequate alternative housing.
- Housing rights for persons granted subsidiary protection and for asylum seekers are regulated by the Law on International and Temporary Protection:¹³ under Article 69, beneficiaries of subsidiary protection are entitled to housing or financial assistance provided by the Ministry of Social Policy, Demography and Youth, while under Article 61(1), asylum seekers, until a final decision is adopted in the asylum procedure, are entitled—if they express such a need—to appropriate accommodation and care in a Reception Centre or another accommodation facility designated by the same Ministry.

¹¹ North Macedonia, [Law on Social Protection](#) (*Закон за социјална заштита*), Official Gazette of the Republic of North Macedonia No. 104/2019 (Службен весник на Република Северна Македонија бр. 104/2019), 23 May 2019.

¹² North Macedonia, State Statistical Office (*Државен завод за статистика*) (2024), [Social welfare for children juveniles and adults 2023](#) (*Социјална заштита на деца, млади и возрасни лица, 2023-та година*), Скопје, 15 November 2024.

¹³ North Macedonia, [Law on International and Temporary Protection](#) (*Закон за интернационална и повремена заштита*), Official Gazette of the Republic of Macedonia No. 64/2018 (Службен весник на Република Македонија бр.64/2019), 11 April 2018

- The Roma Inclusion Strategy 2022–2030¹⁴ commits to preventing forced evictions of Roma and ensuring access to adequate, affordable, and desegregated housing. Nonetheless, many Roma households remain in informal settlements without legal protection from eviction.

Other support measures include:

- Shelters for domestic violence survivors: six licensed facilities with a total capacity of 46 persons, allowing stays of six to twelve months.¹⁵
- Crisis accommodation for LGBTI persons: a safe house (licensed 24/7) offers temporary housing and integrated support (legal, social, psychological).
- Deinstitutionalisation for persons with disabilities: around 200 people have moved into group homes under the National Deinstitutionalization Strategy of the Republic of Macedonia for 2018 – 2027 “Timjanik,” with five operators providing housing and care.¹⁶

Prevention and Early Intervention Measures

Despite existing frameworks, the prevention of homelessness and evictions remains underdeveloped:

- The Centre for Homeless Persons in Momin Potok (operated by the Red Cross of Skopje) is the only licensed provider serving homeless individuals. It offers medical, social, hygiene, and administrative support. In winter, it operates a 24-hour emergency shelter for 32 persons, co-financed by public and private partners.¹⁷
- The Municipality of Kumanovo piloted a rent subsidy scheme (up to MKD 6,000 per month) for GMA beneficiaries, the elderly, and victims of domestic violence.
- Public facilities such as Chichino Selo and the Ranka Milanović Centre provide shelter for vulnerable individuals, including Roma families evicted in 2016. However, capacity and conditions have been deteriorating.
- The Ministry of Energy, Mining and Mineral Resources introduced a 12-month energy subsidy (MKD 1,000 per month) for vulnerable groups (households living in energy poverty), serving as an upstream eviction-prevention tool and reducing the risk of arrears due to rising energy costs.

¹⁴ North Macedonia, Ministry of Social Policy, Demography and Youth (*Министерство за социјална политика, демографија и млади*) (2022), [Roma Inclusion Strategy 2022–2030](#) (*Стратегија за инклузија на Ромите 2022 -2030*).

¹⁵ North Macedonia, Interview with representative from the Association for health education and research - HERA, Skopje, 03 September 2025.

¹⁶ North Macedonia, Interview with representative from the Poraka Nova – Negotino organisation, Skopje, 12 September 2025

¹⁷ North Macedonia, Interview with representative from the Red Cross of the City of Skopje, Skopje, 18 September 2025.

Gaps and Challenges

Key legal and practical gaps include:

- No systemic prevention mechanisms (e.g. Housing First, early intervention, or mediation).
- No obligation to rehouse evicted households, even when eviction is court ordered.
- No tailored protections in eviction laws for families with children, Roma, people with disabilities, or older persons.
- Informal housing remains outside the legal protection framework; residents can be evicted under construction or legalisation laws without prior consultation or rehousing.
- Affordability pressures are increasing: from 2023 to 2024, energy and housing costs rose by 1.4%, while 47.2% of households reported severe housing cost burdens¹⁸. Tenants are particularly vulnerable, with 12.4% facing severe housing deprivation (vs. 1.6% of homeowners).

In conclusion, while North Macedonia's legal framework contains some procedural safeguards against eviction, it lacks systematic protections against homelessness, especially for vulnerable groups. Informality in rental markets, limited social housing stock, and the absence of early intervention tools leave many at risk. Strengthening the registration of tenancy agreements, expanding housing allowances, ensuring rehousing obligations post-eviction, and embedding preventive Housing First policies into law remain key areas for reform.

¹⁸ Eurostat (2023), '[Housing cost overburden rate](#)', Eurostat database.

2. Major developments in 2025

Table 1 – Major legislative/policy measures on eviction and homelessness in 2025

	Reference/name/weblink	Short description and reference to the paragraph / page in the referenced document	Authorities responsible to implement
a) Legislative act / Policy measure	https://www.rkd.gov.mk/sites/default/files/sluzben_vesnik_na_rsm_-_2025-08-06.pdf	Amendments to the Law on Housing, adopted on 29 July 2025 (published in the Official Gazette, 6 August 2025). These amendments are relevant for evictions and homelessness because they, inter alia, expand the definition of common areas, tighten inspection and penalty provisions, revise the composition of the Regulatory Housing Commission, and set a transitional deadline for the purchase of allocated apartments by the end of 2025.	Ministry of Transport and Communications (<i>implementation of the Law on Housing</i>) Municipalities (<i>social and non-profit housing at the local level</i>) Regulatory Housing Commission (<i>supervises building management and licensed managers</i>)
b) Developments of safeguards to limit or prevent evictions	No developments occurred in 2025		
c) Protection of vulnerable groups and intervention mechanism	Source: Individual interview ¹⁹	Rulebook for a day care service for homeless persons	Red Cross of the City of Skopje

¹⁹ North Macedonia, Interview with representative from the Red Cross of the City of Skopje, Skopje, 18 September 2025.

	Source: individual interview ²⁰	The Municipality of Kumanovo launched a rent subsidy scheme of up to MKD 6,000 per household, targeting Guaranteed Minimal Assistance (GMA) beneficiaries, elderly persons on social security, socially vulnerable households, and victims of domestic violence.	Municipality of Kumanovo
	https://energy.gov.mk/mk-MK/odnosi-so-javnost/soopstenija/nova-programa-za-zastitana-ranlivi-potrosuvacina-energija-obezbedeni-423-milioni-denari-finansiska-poddrska	In 2025, the Ministry of Energy, Mining and Mineral Resources provided a financial support scheme for vulnerable consumers (with focus on persons with disabilities and Guaranteed Minimal Assistance beneficiaries) offering a monthly reduction of MKD 1,000 on electricity bills for 12 months. While this is not a direct eviction safeguard, it functions as an upstream preventive measure, reducing the risk of arrears and loss of housing. Rent levels in the private sector are unregulated, exposing tenants to affordability risks.	Ministry of Energy, Mining and Mineral Resources

²⁰ North Macedonia, Interview with representative from the Center for Social Work Kumanovo 18 September 2025.

3. Number of execution orders and actual evictions for private households

Please provide data or estimates for 2025 or those published in 2025, and as available for different categories (tenants/owners and as outlined in 2b and 2c) and any trends. Please indicate data limitations and justification for the choice of source(s) or lack of data.

Available administrative data in North Macedonia indicate that enforcement actions related to eviction from immovable property, as regulated under Article 226 of the Law on Enforcement,²¹ remain limited in scope. In 2024, a total of 10 enforcement actions against immovable property were recorded, alongside one case of eviction and handover of immovable property. For the period from 1 January to 30 September 2025, five enforcement actions against immovable property and one eviction and handover were recorded. The available data do not allow for disaggregation by category of tenure (tenants versus owners) as such distinctions are not captured in the administrative records. Available evidence suggests a relatively stable and low number of eviction-related enforcement actions. The data are drawn from official administrative sources.²² However, the lack of publicly accessible, disaggregated statistics limits the possibility of identifying more detailed trends.

²¹ North Macedonia, [Law on Enforcement. Editorially revised text](#) (Закон за извршување. Редакциски пречистен текст)(2024), Official Gazette of the Republic of North Macedonia.

²² North Macedonia, Chamber of Executors of the Republic of North Macedonia, Response to the Request for free access to information of public character, 12 December 2025.

Annex – Promising practice

Promising practice	
Title (original language)	Пункт за бездомници – Момин поток
Title (EN)	Homeless Service Point—Momin Potok
Organisation (original language)	Црвен Крст на град Скопје
Organisation (EN)	Red Cross of the City of Skopje
Government / Civil society	Civil society
Funding body	Partial funding from the Ministry of Social Policy, Demography and Youth in 2025, the City of Skopje, the private sector, and the organisation’s own resources.
Reference (incl. URL, where available)	https://ckgs.org.mk/centar/punkt-za-bezdomnici-momin-potok/
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	January 2008
Type of initiative	Homeless service point and shelter.
Main target group	Homeless citizens without any access to housing.
Indicate level of implementation: Local/Regional/National	Local self-government: the City of Skopje (please note: during winter, homeless persons from other cities are also accommodated in Momin Potok).
Brief description (max. 1000 characters)	The Homeless Service Point in Momin Potok, established in 2008 with a shelter component added in 2010, is the only long-term facility in North Macedonia providing comprehensive support to homeless persons. For over 14 years, it has offered continuous access to medical, psychological and social services, along with personal hygiene, grooming and documentation support. During 2025, core services such as bathing, clean clothing, hot meals, medical consultations, and administrative support were provided twice weekly, reaching around 60 users on Wednesdays and up to 100 on Fridays, with about 20 persons reintegrated annually. During periods of extreme cold, the Red Cross of the City of Skopje operates an emergency shelter with 24-hour readiness and field teams, while a dedicated women’s ward with 16 beds opened in 2017, expanding total capacity to between 32 and 40 places. Same capacities were available during 2025. Since 2019, with support from the City of Skopje, a dining hall with capacity

	<p>for 40 beneficiaries has also served as a venue for social activities and integration, further strengthening the centre's role in providing both essential care and opportunities for reintegration. No data are available on the impact of the initiative since its establishment.</p>
<p>Highlight any element of the actions that is transferable (max. 500 characters)</p>	<p>The support for employment through a social mentoring programme.</p>
<p>Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')</p>	<p>The service is licensed and formally recognised by the Ministry of Social Policy, Demography and Youth, which ensures compliance with national standards for social services. Its operation is embedded in the broader system of social protection and is not dependent solely on temporary projects. It has been running continuously for more than 14 years, demonstrating sustainability. A diversified funding base reduces reliance on single-donor projects and ensures continuity even when one source is unavailable.</p>
<p>Give reasons why you consider the practice as having concrete measurable impact</p>	<p>The practice demonstrates measurable impact through clear service statistics (weekly and annual users), reintegration outcomes, expanded capacity over time, and policy-level recognition. These indicators show that it goes beyond temporary relief, producing concrete and measurable improvements in both individual lives and systemic frameworks.</p>
<p>Give reasons why you consider the practice as transferable to other settings and/or Member States?</p>	<p>The model is transferable because it is licensed, standardised, modular, financially diversified, aligned with EU policy priorities, and implemented through an international organisation (the Red Cross) with the capacity to scale and replicate the model in other Member States.</p>
<p>Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice</p>	<p>N/A</p>