Qualitative Assessment of Tax Procedures for SMEs in the Republic of North Macedonia: Insights from the COVID-19 Pandemic and Energy Crisis, Based on a Questionnaire Survey of SMEs in the Municipality of Strumica

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Apstract:

This research examines the qualitative aspects of tax procedures in North Macedonia, focusing on small and medium-sized enterprises (SMEs) during the COVID-19 pandemic and the energy crisis. Through a questionnaire survey of SMEs in Strumica, the study explores how these crises have affected perceptions of tax fairness, administrative efficiency, and compliance challenges. Key areas of investigation include the effectiveness of government support measures, the adaptability of tax procedures, and the administrative burdens on SMEs.

The findings reveal that SMEs faced significant disruptions and increased challenges in navigating tax procedures, with many respondents reporting difficulties in compliance and a greater need for support from tax authorities. The study highlights both successful government initiatives and areas for improvement, offering recommendations for enhancing the resilience of tax procedures to better support SMEs during future crises. These insights are crucial for policymakers and tax administrators in creating a more responsive tax environment for SMEs in North Macedonia.

Key words:

SMEs, Covid-19, energy crisis, taxes

JEL classification

H25, H32, O23

1. Introduction

This literature review explores the existing body of research related to the tax procedures of small and medium-sized enterprises (SMEs), focusing on the impacts of the COVID-19 pandemic and the energy crisis. The review examines three main areas: the role of tax procedures in SMEs, the challenges faced by SMEs during crises, and the effectiveness of government support measures. Tax compliance and administration are critical factors influencing the operations of SMEs. Studies indicate that efficient and fair tax procedures are essential for fostering a conducive business environment (OECD, 2015; Adams et al., 2022).

SMEs often encounter higher compliance costs relative to their size compared to larger enterprises, making streamlined tax procedures particularly beneficial (Coolidge, 2012).

Complex tax systems can impede the growth of SMEs and encourage informal economic activities (Djankov et al., 2010). The COVID-19 pandemic has significantly impacted global economies, with SMEs being particularly vulnerable due to limited resources and cash flow challenges (Juergensen et al., 2020). Research by Bartik et al. (2020) highlights that many SMEs experienced substantial revenue losses and faced difficulties in meeting their tax obligations during the pandemic. Similarly, the energy crisis has exacerbated financial strains on SMEs, increasing operational costs and impacting their overall sustainability (International Energy Agency, 2022).

Governments worldwide have implemented various support measures to alleviate the burden on SMEs during these crises, including tax deferrals, subsidies, and financial assistance programs (OECD, 2020). Evidence suggests that such interventions have been crucial in helping SMEs survive and recover (Chetty et al., 2020). However, the effectiveness of these measures varies significantly across countries and depends on the efficiency of implementation and responsiveness of tax administrations (Potrafke, 2021). Efficient tax administration is pivotal for ensuring compliance and reducing the administrative burden on SMEs. Studies emphasize the need for digital transformation in tax administration to enhance transparency and efficiency (Ainsworth & Shact, 2019). The adoption of digital tools and online platforms can streamline tax processes, making it easier for SMEs to comply with regulations, especially during crises when physical interactions are limited (Gupta et al., 2021). The Republic of North Macedonia, like many other countries, has been significantly affected by the COVID-19 pandemic and the energy crisis. Research specific to the region indicates that SMEs face unique challenges, including bureaucratic inefficiencies and a lack of tailored support measures (Balkan Barometer, 2021). Improving the responsiveness of tax administration and providing targeted support to SMEs can enhance their resilience and foster economic recovery (World Bank, 2021). The impact of tax policies on SMEs has been widely studied, particularly in transition economies where regulatory frameworks are evolving (Ahmad & Braithwaite, 2020; Martínez-Vázquez et al., 2019; Radovanović et al., 2023). Studies highlight the regulatory and administrative burdens SMEs face, with tax complexity being a significant barrier to compliance and growth (Jankulovska & Kotevska, 2021; Spasovska & Naumov, 2022). Research from the Balkan region underscores the need for simplified tax regimes to support SMEs' economic contribution and resilience (Karanović & Ljumović, 2022). The COVID-19 pandemic exacerbated tax-related challenges for SMEs globally, as governments introduced temporary relief measures to support struggling businesses. However, these measures often had limited long-term effectiveness due to the complex tax compliance environment that SMEs must navigate (Bakhtiari & Breunig, 2021; Floren et al., 2020; Ivanov et al., 2021). Chowdhury et al. (2022) emphasize that while tax deferrals and reductions offered short-term relief, SMEs in countries like North Macedonia continued to face ongoing compliance challenges. With rising energy costs, SMEs are encountering new economic challenges that affect both their operational viability and tax obligations (Petkovic et al., 2023; Marković & Todorović, 2023). The recent energy crisis has led many SMEs to reallocate resources, impacting their ability to meet tax liabilities and highlighting the need for adaptive tax policies (Stefanović, 2022). Karanović and Ljumović (2022) suggest that SMEs require additional support from policymakers to mitigate these economic shocks, particularly in developing regions. Qualitative approaches, such as surveys and interviews, have proven valuable in assessing tax compliance behavior among SMEs. Studies emphasize that capturing the perspectives of SME owners provides deeper insights into the practical challenges of tax compliance (Hassan & Cabral, 2021; Abdul-Rahim et al., 2020). Such methodologies allow for a detailed understanding of context-specific factors, which is essential when studying SMEs in a transition economy like North Macedonia (Radovanović et al., 2023; Nikolic & Djordjevic, 2022).

In conclusion, the literature underscores the pressing need for research and policy development focused on optimizing tax procedures for SMEs, especially in the context of the ongoing economic disruptions caused by the COVID-19 pandemic and the energy crisis.

Understanding these dynamics is crucial for designing effective support mechanisms that promote the resilience and sustainability of SMEs in North Macedonia and beyond.

2. Research Metodology

For the needs of the research that refers to the challenges faced by SMEs as a significant segment in every national economy, a methodology has been prepared for implementation, initially through a desk-research, which refers to the determination of SMEs in the municipality of Strumica, which according to the Central Register are defined as such, and at the same time they should be of a different activity according to the National Classification of Activities according to the State Statistics Office. Next is the preparation of a survey questionnaire, which was directly addressed to the managers of SMEs, so that they were more thoroughly discussed through unstructured interviews.

The questionnaire consists of 25 questions, divided into 3 parts:

- 1. General part with questions related to the information of SMEs (group to which they approach, number of employees, annual turnover, activity and duration)
 - 2. The impact of the Covid 19 crisis and the energy crisis, expectations and outcomes
- 3. Views on the tax system in the Republic of North Macedonia from the perspective of SMEs in the municipality of Strumica

The next step in the research procedure is the field visit, which was a direct visit in the period from 10.10.2023 to 13.01.2024. After the conducted survey questionnaires, the final processing of the obtained data was approached through grouping and processing of the collected questionnaires and answers from the interviews, their logical check, tabulation and graphic display, ending with the preparation of a report with conclusions and recommendations according to the received answers.

3. Results and discussion

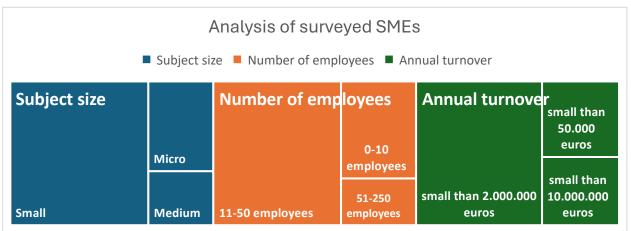
The municipality of Strumica is an urban municipality located in the southeastern part of the Republic of North Macedonia, with 49,995 inhabitants according to the last population census in 2021. The municipality is in the upper middle group according to the income per capita and according to the municipal fiscal capacity. The municipality of Strumica is distinguished by experienced practices for participatory budgeting, whose local budget has a realization of 83.5%, which makes it a municipality that reasonably implements financial management, through a prudent approach to planning budget revenues and expenditures. It is considered that tax morale in the Municipality of Strumica is at a high level considering that the collection of property taxes is over 90%, and this is the result of sending the calculations for property tax obligations in March, through rare and easy warnings with enabling collection in installments during the fiscal year. The municipality believes that greater coordination with the Central Government can have a positive effect on financial management. The results for success and efficiency in the operation are based on received answers, analyzes and reports by the Municipality itself, which are generated as a personal observation. The questionnaire attached below examines the above situation from the perspective of SMEs in the municipality of Strumica.

The majority of the subjects are small-sized (68%). A significant portion is micro-sized (20%), while medium-sized subjects make up 12%. Most subjects have 11-50 employees (63%). A quarter of the subjects have 0-10 employees (25%). A smaller portion has 51-250 employees (12%) and none of the subjects have more than 250 employees (0%).

The largest proportion of subjects has an annual turnover of less than 2,000,000 euros (62%). 20% of the subjects have a turnover of less than 50,000 euros. 18% have a turnover of less than 10,000,000 euros. To sum up, Small businesses (subject size) dominate the dataset, making up 68% of the total. Most businesses have a moderate employee count (11-50 employees) and are likely to be in the early growth stage. In terms of annual turnover, the

majority of businesses are earning below 2,000,000 euros, indicating a focus on small to medium-sized enterprises.

Graph 1: Analysis of surveyed SMEs



Source: independent processing of the author

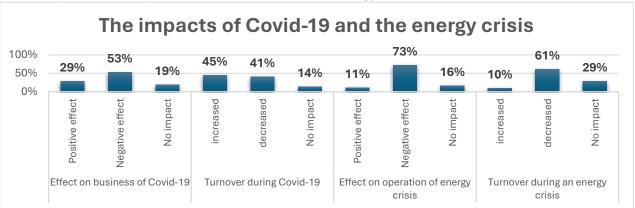
Table 1: % of surveyed companies by activity

% of surveyed companies by activity	
Wholesale and retail trade	32%
Construction	8%
Computers and IT equipment	7%
Repair of motor vehicles	6%
Transport	4%
Service activities	12%
Professional and scientific activity	8%
Architecture	3%
Production	6%
Processing industry	6%
Hospitality	4%
Health facilities	2%
Lawyer/Notary	2%

Source: independent processing of the author

This analysis indicates that while the Covid-19 pandemic had a mixed impact with significant negative effects but also notable positive outcomes for some, the energy crisis has been predominantly negative for businesses, affecting both operations and turnover adversely. A majority of businesses (53%) experienced a negative impact due to Covid-19, whereas 29% saw a positive effect, and 19% reported no impact. This indicates that the pandemic had a more detrimental than beneficial impact on businesses overall, but a notable portion did find opportunities or positive outcomes during the crisis.

Graph 2: The impacts of Covid -19 and the energy crisis



Source: independent processing of the author

Interestingly, 45% of businesses reported an increase in turnover during Covid-19, suggesting that some sectors or companies were able to capitalize on the pandemic situation. However, 41% saw a decrease in turnover, highlighting the mixed impact of the pandemic on business revenues. The energy crisis has had a predominantly negative effect on businesses, with 73% reporting adverse impacts. Only 11% experienced a positive effect, and 16% noted no impact. This indicates that the energy crisis is a significant challenge for the majority of businesses. During the energy crisis, 61% of businesses saw a decrease in turnover, demonstrating the financial strain caused by rising energy costs. Only 10% reported an increase, while 29% experienced no impact on their turnover, reflecting a broadly negative economic environment due to the energy crisis. This analysis indicates that while the Covid-19 pandemic had a mixed impact with significant negative effects but also notable positive outcomes for some, the energy crisis has been predominantly negative for businesses, affecting both operations and turnover adversely.

Table 2: Expectations for generated VAT during Covid and energy crisis

What were your expectations for generated VAT during the Covid pandemic and energy crisis?	
We did not expect significant changes	40%
We expected a reduced VAT liability of more than 50%	11%
We expected a reduced VAT liability of between 20%-50%	14%
We expected a reduced VAT liability of between 10%-20%	29%
We expected an increased VAT liability	6%

Table 3: Outcome for generated VAT during Covid and energy crisis

What was the outcome for generated VAT during the Covid pandemic and energy crisis?	
There were no significant changes	54%
Reduced VAT liability by more than 50%	4%
Reduced VAT liability between 20%-50%	9%
Reduced VAT liability between 10%-20%	14%
Increased VAT liability	19%

The majority of respondents (40%) did not expect significant changes in VAT liabilities during the COVID pandemic and energy crisis. A substantial portion (54%) anticipated some reduction in VAT liability. Only a small percentage (6%) expected an increase in VAT liability. The actual outcomes show that most businesses (54%) experienced no significant changes

in VAT liability. However, the distribution of outcomes is more varied: Only 4% saw a reduction of more than 50% in VAT liability. 9% experienced a reduction between 20%-50%. 14% had a reduction between 10%-20%. Notably, 19% of respondents reported an increase in VAT liability. The comparison shows that more respondents ended up with no significant changes in VAT liability than expected. Fewer businesses experienced the high levels of VAT reduction that were anticipated. Interestingly, a much higher percentage of businesses faced increased VAT liability than initially expected. This discrepancy indicates that the impact of the COVID pandemic and energy crisis on VAT liabilities was more varied and less predictable than businesses anticipated.

Table 4: The impact of Covid 19 pandemic on company's operations

The impact of the Covid 19 pandemic on your company's open pronounced	rations is
No changes in capacity and working hours	55%
Increased capacity and working hours	11%
Reduced capacity and working hours	28%
It is completely closed and does not perform any activity	4%
No change in capacity, change for other reasons	2%

Table 5: Reasons for reduces current operations as result of Covid and energy crisis

Reasons for reduced current operations as a result of Covid and energy crisis	
Direct ban on activity	4%
Achieving social distance	26%
Internal decision on protection and prevention	18%
Current operations have not been reduced	45%
There is a possibility of online work	7%

Table 6: Appropriate tax reliefs for reducing the negative effects of pandemic and energy crisis

Which tax reliefs would be an appropriate measure to reduce the negative effects of the pandemic and the energy crisis	
Interest-free late payment of taxes	54%
Deferred payment of all taxes and contributions with prior assessment of the	
company's liquidity	23%
Selective reduction of tax liabilities of companies facing difficulties	25%
No need for tax breaks	12%
Do not use instruments of forced collection	68%
Postponement of tax obligations for up to three months	25%
Deferred payment of installments	25%
Change in the amount of advance income tax	15%
Possibility of postponing tax audits during a crisis	72%

The majority of companies (55%) reported no changes in capacity and working hours due to the COVID-19 pandemic. However, a significant portion (28%) experienced reduced capacity and working hours, while 11% actually saw an increase. A small percentage (4%) completely shut down operations, and 2% saw changes for reasons other than the pandemic. Among the companies that reduced their operations, the primary reasons were: Achieving social distance: 26% Internal decision on protection and prevention: 18% and Direct ban on activity: 4% However, 45% of companies reported that their current operations were not reduced, and 7%

cited the possibility of online work as a factor. The most favored tax relief measures to mitigate the negative effects of the pandemic and energy crisis are: Possibility of postponing tax audits during a crisis: 72%. Do not use instruments of forced collection: 68% and Interest-free late payment of taxes: 54% Other notable measures include selective reduction of tax liabilities, deferred payment of taxes with liquidity assessment, and postponement of tax obligations. Overall, the data suggests that while many companies were able to maintain their operational capacity, those that did reduce operations did so primarily to achieve social distancing and due to internal decisions. The preferred tax relief measures highlight a strong desire for flexibility and leniency in tax obligations during crises.

Table 7: Opinions about determination and collection of taxes in the Republic of North Macedonia

What is your opinion regarding the determination and collection of taxes in the Republic of North Macedonia?	
Concise and clear procedure	60%
A confusing procedure	6%
It takes a lot of time to fulfill the obligation	2%
It takes some time to fulfill the obligation	15%
High costs of meeting the obligation	15%
Low costs of fulfilling the obligation	2%

The majority of respondents (60%) find the tax determination and collection process in North Macedonia to be concise and clear, indicating a generally positive perception of the system's clarity and efficiency. However, there are notable concerns: Confusing procedure: 6% find the process confusing. Time to fulfill the obligation: While 2% report that it takes a lot of time, 15% say it takes some time. Cost of fulfilling the obligation: 15% perceive the costs as high, whereas only 2% consider them low. Overall, while the tax process is largely viewed as clear and concise by a significant majority, there are some issues regarding the time and cost associated with fulfilling tax obligations. A minority finds the procedure confusing and time-consuming.

Table 8: Possibillities for electronic registration and payment

Are you aware of the possibilities for electronic registration and payment of taxes and do you use them?	
yes	92%
no	8%
Does the electronic submission of tax returns facilitate the tax procedure as a whole?	
yes	95%
no	5%

A vast majority of respondents (92%) are aware of and use the possibilities for electronic registration and payment of taxes.

This indicates high adoption and awareness of digital tax services. An overwhelming 95% of respondents believe that the electronic submission of tax returns facilitates the tax procedure as a whole. This suggests that electronic systems are highly effective in simplifying tax processes for users. The data from Table 8 indicates a strong positive reception towards electronic tax registration and payment systems in the Republic of North Macedonia. Most respondents are aware of and utilize these systems, and they overwhelmingly agree that electronic submission makes the tax procedure easier and more efficient.

The majority of respondents (48%) had a VAT liability in the range of 600,000 to 1,000,000 denars per year, indicating a significant tax burden for most businesses. 58% of respondents were able to pay their profit tax liabilities, indicating a majority were compliant with their tax

obligations. 12% experienced difficulties in making payments. The absence of reported losses indicates overall resilience among the businesses surveyed.

Table 9: VAT liability for last year

What was your VAT liability for last year?	
100,000 - 300,000 denars per year	11%
300,000-600,000 denars per year	33%
600,000-1,000,000 denars per year	48%
over MKD 1,000,000 per year	5%
we pay a flat rate	3%

Table 10: Profit tax liability for last year

Regarding the profit tax, your liability is?	
Yes, it is paid	58%
We are having payment difficulties	12%
We have a refund we are looking for	3%
We have a refund that we use as a down payment	22%
We have income below 3,000,000 denars	5%
We have a loss for the year	0%

Table 11: Tax Obligations, IRS Control, and Taxpayer Rights Awareness

Do you think that tax obligations make it difficult for you to compete in the market?	
Yes	79%
No	21%
Have you been subject to external control by the IRS?	
Yes	75%
No	25%
Are you familiar with what you can do in case of violation of any of your rights as a taxpayer?	
Yes	64%
No	36%

Tax Obligations: A large majority (79%) of businesses feel that tax obligations hinder their market competitiveness. IRS Control: A high percentage (75%) have experienced external audits or controls by the IRS, indicating frequent oversight. Taxpayer Rights Awareness: More than half (64%) are aware of their rights and the procedures to address violations, but there is a considerable portion (36%) that lacks this knowledge.

The data highlights significant concerns among businesses about the impact of tax obligations on competitiveness, frequent IRS scrutiny, and varying levels of awareness regarding taxpayer rights.

4. Conclusion

The analysis of Small and Medium-sized Enterprises (SMEs) regarding the impact of the Covid-19 pandemic and the subsequent energy crisis reveals significant insights into the operational and financial challenges faced by this sector. The study highlights several key findings: *Impact on VAT Generation and Operations:* SMEs experienced a pronounced decrease in VAT revenue due to reduced consumer spending and operational disruptions caused by the pandemic and energy crisis. The actual decline in VAT revenue often exceeded initial expectations, reflecting the severe impact of these crises on SME financial health. *Operational Challenges:* The primary reasons for reduced operations included decreased

demand for goods and services, supply chain interruptions, and increased costs stemming from the energy crisis. These factors collectively contributed to a contraction in business activities and revenue generation. Effectiveness of Tax Relief Measures: The study found that tax relief measures such as VAT deferrals and reduced tax rates were perceived as effective in mitigating some of the adverse effects of the crises. SMEs expressed a need for continued or expanded support to address ongoing financial strains. Perception of Tax System: There is a notable concern among SMEs regarding the current tax determination and collection system in the Republic of North Macedonia. Issues related to complexity and perceived fairness emerged, indicating a potential need for reform to better support SME compliance and financial stability. Digital Tax Processes: Awareness and use of electronic registration and payment systems are relatively high among SMEs. The majority of respondents reported that electronic submission of tax returns has streamlined the tax procedure, suggesting that digital tools have provided substantial facilitation in tax compliance. Tax Burden and Market Competitiveness: SMEs indicated that tax obligations represent a significant burden, impacting their ability to compete effectively in the market. This finding underscores the need for a balanced approach to taxation that considers the competitive pressures faced by SMEs. Compliance and Rights Awareness: The study revealed a moderate level of awareness among SMEs regarding their rights as taxpayers and the procedures for addressing violations. Enhancing education and support in this area could improve compliance and ensure fair treatment.

In summary, the research underscores the profound impact of the Covid-19 pandemic and energy crisis on SMEs, highlighting both the challenges faced and the effectiveness of various mitigation measures. The findings suggest that while some relief measures have been beneficial, further support and reforms may be necessary to enhance the resilience and competitiveness of SMEs in the post-crisis economic environment.

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