



IOM International Organization for Migration

Towards Developing a Policy on Labour Migration in the Republic of Serbia

A White Paper

December 2010

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Abbreviations

B&H	Bosnia and Herzegovina
EU	European Union
HBS	Household Budget Survey
ILO	International Labour Organization
IMF	International Monetary Fund
IOM	International Organization for Migration
IPA	Instrument of Pre-accession Assistance
LFS	Labour Force Survey
MERD	Ministry of Economy and Regional Development of the Republic of Serbia
NES	National Employment Service of the Republic of Serbia
OECD	Organisation for Economic Cooperation and Development
RS	The Republic of Serbia
RSO	Statistical Office of the Republic of Serbia
SAA	Stabilization and Association Agreement
SAP	Stabilization and Association Process
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
YEM	Youth Employment and Migration

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Introduction

In today's globalized world, financial, goods and labour markets are undergoing active transformation and integration, with no country remaining on the sidelines. The global economic downturn of 2008-2009 affected all regions and economies to this or that degree, and clearly demonstrated the importance of developing effective and fair systems of government control over economic processes and resource distribution.

In relation to *labour markets*, the lack of well-functioning regulative and operational mechanisms, aimed at matching the labour demand and supply at macro, sector and regional levels, may result in consequences far overstressing the economic sphere. Managing human capital, a key asset of a sustainable economic growth, is intertwined with such complex issues as demographic development, poverty reduction, population welfare and social security.

The evolution of modern economies creates the demand for specialists of particular profiles. Discrepancies with the skills available in the domestic market, or the local population's unwillingness to take on "unattractive" or low-paid jobs, generate structural imbalances, when available vacancies remain unfilled despite high unemployment levels. This "qualitative incompatibility" of the existing labour demand and supply calls for more sophisticated governmental interventions. Employment policies aimed at reaching quantitative results no longer suffice and require the consideration of labour market qualitative characteristics, such as education and qualification structures, skills and experience, expected wage levels and work flexibility.

In this particular situation of *labour market structural imbalances*, the mobility of population across market boundaries acquires a particular importance: in the short run, it offers jobs to persons who would otherwise remain unemployed, while, in the long run, it contributes to the economic growth, serving as an alternative to such options as production relocation or wage increase.

Across the world, **economic migration** – or migration for the purpose of settling down outside the country of origin in order to improve the quality of life (IOM, 2004) - is becoming a dominant feature among other forms of human mobility. Better standards of living and higher wages are serving as magnets to millions of migrants, of different skills and qualifications, social and demographic background. Rapid development of modern communication and information technologies, decreasing transportation costs and economic "virtualization" make it easy, cheap and fast to move across national boundaries and seek employment in other countries. At the same time, for lack of the knowledge on destination countries' work and residence procedures or in the absence of sufficient legal channels for migration, foreign workers may breach the law, which affects their legal status and places them into the category of irregular migrants, such as visa over-stayers, unsuccessful asylum seekers, or illegally employed workers.

To discourage economic migrants from "non-compliance", sending and receiving countries are intensify their unilateral and multilateral efforts in designing effective mechanisms and legislative frameworks for legal migration, with the common argument that, if properly managed, **labour migration** – or "movement of persons from their home State to another State for the purpose of employment" (IOM, 2004) - *possesses a significant developmental potential and can complement other state actions in the economic and social spheres, correcting labour market imbalances and opening up new employment prospects to individuals*. At the same time, if left unregulated, *labour migration processes may result in sub-optimal outcomes, work counterproductive to other initiatives and even lead to exploitation, human rights abuses or personal tragedies*.

For already many decades, *traditionally immigration* countries, such as USA, Canada, Australia and New Zealand, have been granting additional immigration points to specialists with the skills in domestic market demand, thus assisting their economies in bridging labour markets imbalances. To counteract worsening demographic tendencies, such as population ageing and shrinking, as well as to bridge growing labour shortages, EU countries too are revisiting their policies of migration regulation, with the growing recognition that "... employment and geographical mobility of third-country workers can help reduce skills mismatches, and ensure that their skills can be used at the optimal level" (EU, 2008e). Denmark, Sweden, the Netherlands and the UK – have recently adjusted entry and stay regulative mechanisms for labour migrants, making them more flexible to better adapt to changing situations in the domestic labour markets.

Countries with surplus labour, or *origin countries*, such as the Philippines, Indonesia, have long turned labour emigration into a top economic development factor, adjusting their educational systems to make them effective in preparing specialists in demand in other countries. The benefits enjoyed by origin countries from labour migration have included remittances, knowledge transfer, increased flows of FDIs and economic and political support from large diaspora communities. In addition to national efforts, the inter-state cooperation between sending and receiving states in regulating labour migration has been similarly intensifying. As an example, the Mobility Partnerships launched by the EU with pilot third countries (e.g. Moldova, Cape Verde, Georgia negotiating), within the Global Approach to Migration, offer, inter alia, practical schemes and legal mechanisms for non-EU citizens to gain employment experience in the Union.

With this complex international context in mind, the present document – a so-called ‘white paper’ – has been put together with the main purpose to support the Serbian Government’s current efforts in formulating an economically viable, efficient, but at the same time socially fair **policy on labour migration regulation**, which would work in synergy with the country’s current economic and political reality, unfavourable demographic forecasts and shifting migration priorities. This document takes into consideration effective international approaches evolved in other countries in recent years. At the same time, it recognizes the need to synergize with the Republic of Serbia’s broader strategic objectives articulated during recent years, which will govern its development in the short and mid-term perspective.

Labour migration policy, as a standalone subject, is being formulated in the Republic of Serbia for the first time and is necessitated by the country’s stabilizing economic and political situation, the accelerating process towards EU integration and the growing importance of labour mobility among other types of population movements. Given the novelty of the subject, the priority policy objectives in the short run are bound to focus on *establishing effective institutional and analytical frameworks* which will enable policy formulation, implementation and monitoring on a continuous basis, so that subsequent policy revisions and amendments could become more practically oriented and targeted in nature.

The current document is developed in close partnership between the International Organization for Migration (IOM) and the Ministry of Economy and Regional Development (MERD) of the Republic of Serbia. In addition, maximum effort has been made to gather a comprehensive feedback from other line and non-line ministries and stakeholders; international and non-governmental organizations. The team working on the document expresses gratitude to all the institutional partners who shared their opinion on priorities and challenges of the evolving labour migration policy during bi-lateral and multilateral consultations from July to December 2010. This includes the Commissariat for Refugees; the Ministry of Labour and Social Protection; the Ministry of Finance; the Ministry of Diaspora; the Ministry of Interior; the Ministry of Human and Minorities Rights; the National Agency for Regional Development; the Serbian Chamber of Commerce; the European Integration Office; the Republic Statistical Office. Special thanks go to representatives of the international agencies, including the International Labour Organization, UNDP and UNICEF, jointly implementing the Youth Employment and Migration (YEM) Programme, within which this paper is being developed, as well as the European Union Delegation in Belgrade. Particular appreciation is given to the Spanish Government and the MDG Fund whose financial support to the YEM programme enabled the current work.

The document has been put through an inter-agency consultation and endorsement process, first presented at the Working Group established by the MERD to coordinate the work on the National Employment Strategy for 2011-2020, and then shared with all other involved stakeholders.

The evolving labour migration policy will have to be a cross-cutting issue between two other strategic frameworks: the wider Migration Management Strategy adopted in July 2009 and the new National Employment Strategy being developed for the period 2011-2020. Similarly to the National Employment Strategy, the evolving labour migration policy is formulated in synergy with key EU policy and strategic documents, in particular the Europe 2020 agenda. In addition to broader overall priorities for the period until 2020, a list of more concretely formulated policy options with corresponding measures and achievable targets is proposed for the short to mid-term perspective of 2010-2015.

1.0. Why a Policy on Labour Migration? – National, Regional and International Contexts in the Republic of Serbia

After a period of political instability, the Republic of Serbia has taken a course on *stabilization and transformation of its economy into a modernized, integrated with other markets and knowledge-based* one. The 2010s decade will go under such priorities as speeding up the restructuring and reforms in the economic, financial, labour and social areas. In the sphere of politics and governance, the agenda will be dominated by strengthening democratic foundations, modernizing the state institutions and accelerating the EU accession process (RS, 2008).

As at 2010, the Serbian Government has formulated, and started actively working on, a number of key prime objectives, such as stable economic growth (RS, 2006a), balanced regional development (RS, 2007b), reform of public administration (RS, 2004). Of relevance to the restructuring and optimization of the domestic labour market and the human capital development, important strategic goals include employment creation (RS, 2005a), small and medium enterprise development (RS, 2003a), educational reform including vocational and adult education (RS, 2007a and 2007d). In the social sphere, the priorities consist of social protection development (2005b), poverty reduction (RS, 2003b) and social inclusion of most vulnerable and marginalized groups of the population, including refugees and internally displaced persons (IDPs) (RS, 2002), the Roma (RS, 2003c, the Roma Decade 2005-2015), youth (RS, 2006c), returnees within readmission agreements (RS, 2009e), persons with disabilities (RS, 2007e). These clearly stipulated objectives work together to reach a longer-term overall goal - ensuring *the sustainability of the development process in Serbia with the focus on the knowledge-based economy, socio-economic development and environment protection*, as formulated in the National Sustainable Development Strategy (RS, 2007c).

In the migration management sphere, the Republic of Serbia is still in the process of laying down the foundations for a *comprehensive national policy* and developing an efficient and *operational framework* for its implementation. The Migration Management Strategy (RS, 2009c), with a corresponding action plan¹, highlights key migratory trends and challenges and sets up the overall priorities of action in the years to come. Serving as a comprehensive and objective-setting framework, the Strategy calls for *streamlining migration into other spheres of the Government's work* and developing *more specific sector policies*, including a *policy on labour migration*. Strategic Objective 2, "Integrating the strategic, legal and institutional framework for the joint management of migration", suggests several priorities of relevance to labour migration:

- 1) instituting "[...] a policy of employment in the Republic of Serbia according to the needs of the labour market and the principle of freedom of movement for the labour force" (measure 11, specific objective 2),

¹ Still under development at the time of the report finalization.

- 2) clearly defining “[...] the jurisdictions and procedures in the employment and protection of citizens of the Republic of Serbia abroad in a manner that will ensure the effective employment and protection of citizens temporary working abroad and in the process of redirecting employees to work abroad” (measure 2, specific objective 3),
- 3) continuing “[...] negotiations and conclud[ing] agreements on social security with the countries of interest for the Republic of Serbia” (measure 3, specific objective 3).

In other words, the priorities of a labour migration policy in the Republic of Serbia, according to the Migration Management Strategy, should include *both the employment of foreigners on the territory of Serbia and the employment of citizens abroad*. Activities in the area of *inter-state cooperation* are seen as an important tool of ensuring the State’s effective regulation of labour migration processes.

The justification for developing a labour migration policy in the Republic of Serbia can be distilled down to *three most important arguments*: EU integration, a growing importance of economic migration among other migratory flows, and the impact of labour migration on Serbia’s overall development and labour market regulation. The remaining of section 1 looks at each of the three arguments in more detail.

1.1. Good Governance and Approximation with EU Standards as a Path towards EU Accession

The cooperation between the Republic of Serbia and the European Union, in the political, social and economic areas, has been governed by the Stabilization and Association Process (SAP), eventually leading to signing the Stabilization and Association Agreement (SAA). In the migration management sphere, which, since July 2010, falls within the mandate of the EU Directorate-General for Home Affairs, the cooperation has been developing in accordance with additional frameworks, in particular the Stockholm Programme (2009c), the application of the Global Approach to Migration to the Eastern and South-Eastern Regions Neighbouring the European Union (EU, 2007b, 2008c and 2008d), and the European Pact on Migration (2008b).

At the centre of the above is the goal of the EU to establish *a common balanced migration policy* which would entail 1) facilitating legal migration, 2) effectively counteracting illegal migration and 3) promoting the dialogue with third countries to maximize the developmental impact of migration for both countries of origin and destination:

“The EU supports efforts to strengthen third countries’ capacities to manage legal migration, including by facilitating the work of the national services or of autonomous centres in charge of counselling potential migrants and/or their nationals abroad. [...] third countries should also be seen as partners when it comes to addressing labour needs in the EU, whilst keeping in line with the Community preference for EU citizens. So, the EU needs to invest in informing potential migrants about the legal opportunities for access to the EU and the risks of using irregular immigration options, and about their rights and obligations in the destination countries. To this end, a migration portal to help potential migrants to understand the rules and procedures for legal access to the EU and its Member States will be presented in due course. Such information will also be communicated through targeted information campaign”. (EU 2008c, 3)

The European Union supports practical efforts in promoting legal migration opportunities with third countries according to the Member States’ labour market needs. These include simplifying conditions of entry and employment for certain types of travelers (students, researchers, academics, businessmen, highly qualified); supporting co-development measures, such as facilitating circular migration, transfer of remittances, support to diaspora and to employment policies and job creation in origin countries (EU 2008d, 6-8). Further practical steps envisaged are as follows:

“A more highly developed common European immigration policy will need to give more thought to ways of matching jobseekers to vacancies and to allowing for more flexible access for labour migrants. This means that work in areas such as recognition of foreign qualifications, exploring the portability of pension rights and other welfare entitlements, and promoting labour market integration at both ends of

the migration pathway and social inclusion of migrants and development of inter cultural skills, needs to be stepped up and given much higher priority. Moreover, ensuring the full implementation of the researchers' visa package fostering the admission and mobility for research purposes of third-country nationalities will be crucial". (EU 2008c, 4)

The move towards a more pro-active approach in attracting foreign specialists of various skill levels at the EU level is formulated in the Policy Plan on Legal Migration (EU, 2005) and realized through such regional directives as the "blue card" directive entering into full force in 2011 (EU, 2009d), planned directives on seasonal workers, remunerated trainees and intra-corporate transfers, single stay and work permit. The Stockholm Programme states that

"...in the context of the important demographic challenges that will face the Union in the future with an increased demand for labour, flexible immigration policies will make an important contribution to the Union's economic development and performance in the longer term" (EU, 2009c, 59).

The policy on labour migration currently evolving within the EU acknowledges the benefits of temporary or *circular* types of labour mobility (EU 2007a), as they serve both origin and destination countries to the best degree. At the same time, considerable attention is paid to designing mechanisms which would motivate foreign specialists and workers to remain in the EU on a longer-term basis, thus serving as a balancing mechanism to the already mentioned worsening demographic tendencies. *Integration policies* targeting long-term resident foreign population are among current EU priorities too (EU 2007c). A direct objective of the Europe 2020 agenda is working towards "*inclusive growth*" and fostering the *social cohesion*, which also covers the migrant population.

Since the EU-Western Balkans Thessaloniki Summit of June 2003, the Republic of Serbia has been actively pursuing the course towards EU accession, which received an additional impetus in December 2009 with the submission of an official application for EU membership. According to the Copenhagen criteria, an accession country's *legal and administrative institutions and frameworks* have to be aligned with key principles and standards governing the life in the Union, such as the *establishment of the rule of law* in accordance with fundamental rights and freedoms. At the same time, during the pre-accession period, the country's *economic system* should significantly advance to prepare for the competition pressure within the Single European Market.

The two sides of the accession process – regulative and economic - are similarly relevant for a labour migration policy formulation in the Republic of Serbia. The recently reiterated policy towards the development of the Single Market (EU, 2010b, 24) and the Europe 2020 Agenda stipulate that *free movement of workers, the freedom of establishment and the freedom to provide services* will remain key vehicles for developing a highly competitive social market economy within the European Union.

The Republic of Serbia has announced freedom of labour as a short and medium-term priority within its National Programme for Integration with the European Union (RS, 2008, 229). Among key actions in this area are harmonization of relevant regulations in the areas of education, youth, sports and professional training, educational reform and legislative framework development, in particular what concerns the introduction of a law on foreigners' employment. In practical terms, the movement towards the Single Market with the EU would result in removing the remaining barriers in the labour markets, such as protective mechanisms for citizens' employment, i.e. labour market tests and quotas; enabling mutual recognition of qualifications and skills; harmonizing and uniting recruitment and control mechanisms. Though a relatively lengthy process requiring several years of transitional arrangements, the perspective of Serbia becoming a part of the European Single Market is becoming a less distant future, given the entrance into force of the Interim Agreement in February 2010 and the nearing SAA ratification by the Member States.

The EU closely monitors Serbia's efforts towards integration with the Union and recognizes the good progress made to date, also in the area of migration management (EU, 2010d). While acknowledging the achievements, the EU calls for additional *efforts in implementing newly adopted strategies* and improving the *overall monitoring of migration flows* (EU, 2009a). A key recent recommendation

points to the need *to better integrate the formulated strategies among themselves* and design *more effective implementation mechanisms*:

“There has been good progress on migration management with the adoption of the migration management strategy in July 2009 [...]. However, further efforts are needed to effectively implement the newly adopted strategies. Resources for the integration of returnees remain very limited. A more proactive approach is required in order to ensure effective integration of migrants and returnees based on reliable statistical information on their number and socio-economic profile. Certain problems of obtaining documents, particularly for children born in foreign countries and those from mixed marriages, persist. [...] Overall, Serbia continues to be moderately advanced in the area of migration policy.” (EU, 2009b)

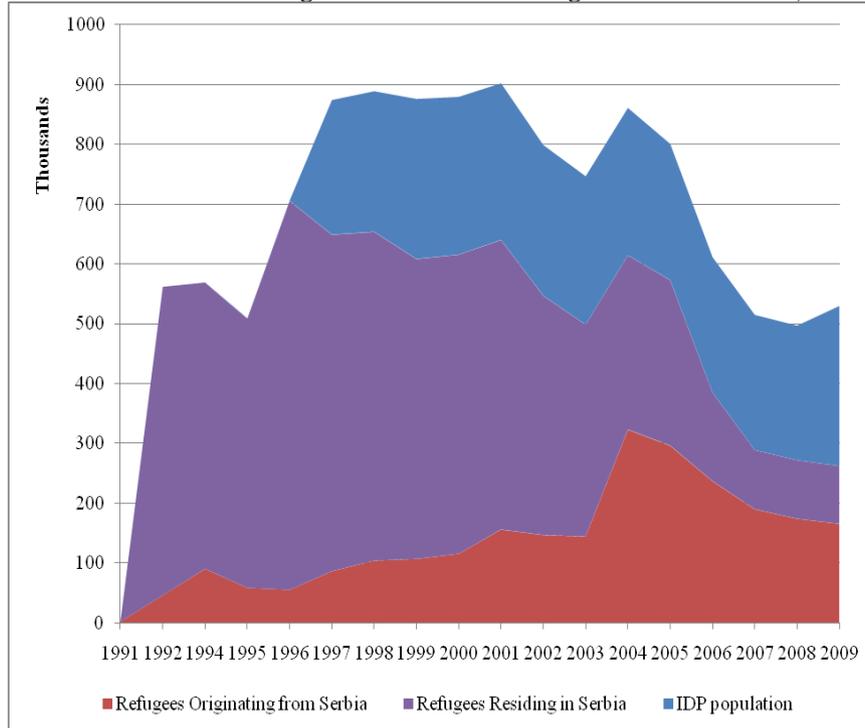
In this regard, a clearly formulated, result-oriented and targeted policy on labour migration will be an important next step contributing to the overall efforts towards the EU integration.

1.2. Rising Significance of Economic Migration among Other Population Movements

The dissolution of the Socialist Federal Republic of Yugoslavia and the emergence of new states on its territory set off dramatic population relocations in the Western Balkan region. As a result, during the last two decades, the migration agenda of the Republic of Serbia and its political predecessors was largely dominated by the need to provide *humanitarian* support to hundred thousands of *forced migrants* uprooted by ethnic violence and military activities. Within the framework of the 1951 Refugee Convention and its 1967 Protocol, and in close cooperation with the UNHCR, the Serbian Government hosted large numbers of *refugees* whose stocks amounted to around half a million during 1992-2000, which decreased below one hundred thousand only in 2005. *Internal displacement* also acquired significance from 1998 onwards, with the stock of internally displaced persons (IDPs) rising to around 250 thousand persons and showing signs of slight decline from 2002. Overall, decreased in size but still relatively numerous in comparison to other countries, the two categories of forced migrants – foreign refugees and IDPs – jointly accounted for around 311 thousand persons in 2009 (86.351 and 224.881 respectively – see more in Table 8). Outflows of Serbian citizens seeking asylum in other countries continued, though the stocks of Serbian refugees abroad was of much smaller scale than the stock of former refugees who started to return back to Serbia from 1999.

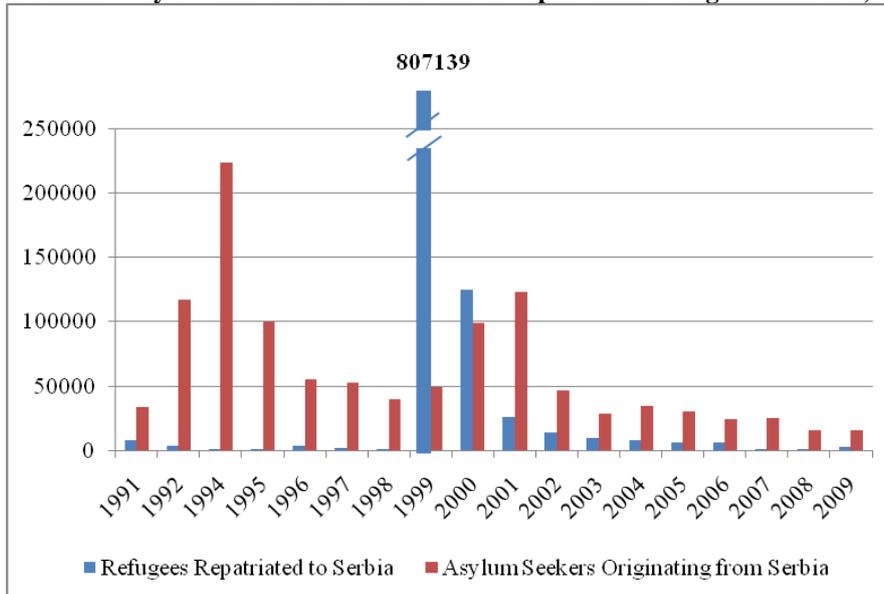
Figure 1 depicts how the stocks of three categories of forced migrants were changing during 1990-2009: 1) refugees originating from Serbia and still residing abroad, 2) foreign refugees still residing in Serbia and 3) IDPs. As is seen from Figure 2, in 1999 and 2000, the country accepted the largest group of forced migrants – former refugees who had departed Serbia during 1990-1997, as a result of which the issue of creating adequate conditions for returning citizens’ reintegration in the society and the labour market moved up the Government’s agenda.

Figure 1: Stocks of Forced Migrants Hosted in or Originated from Serbia, 1991-2009



Source: UNHCR population database

Figure 2: Flows of Asylum Seekers from Serbia and Repatriated Refugees to Serbia, 1991-2009



Source: UNHCR population database

As a result of the stabilizing situation from 2000 onwards, political factors - the prime cause of population movements in the 1990s - started to give way to other, economic reasons inducing human mobility in the Republic of Serbia. The stocks of forced migrants –internally displaced persons, asylum seekers, refugees, both residing in and originating from Serbia - considerably went down in numbers (see Table 8 and Table 9). At the same time, destination countries in neighbouring and farther regions report growing numbers of Serbian migrants arriving with non-political purposes, such as education, work, family unification (see Figure 3, Figure 4, Table 10 and Table 11 presenting various migrant categories recorded in 2008-2009 in EU and other developed European countries, and in the US). As the country further progresses with its overall course on political stabilization, economic

modernization, and the EU integration, the significance of economically-induced migratory processes is expected to further grow in significance.

Figure 3: Migrant Categories from Serbia Recorded in Europe in 2008-2009

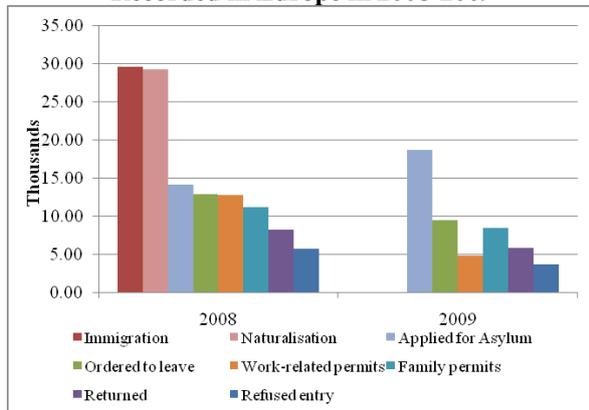
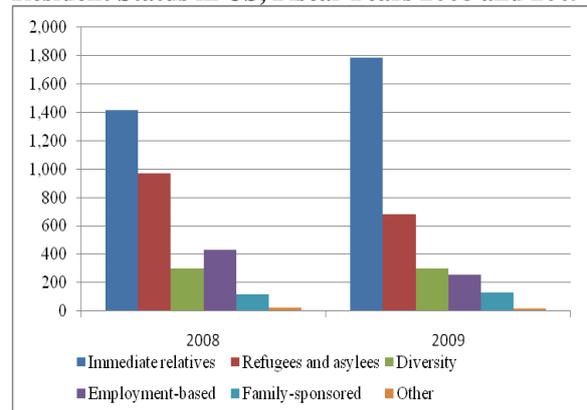


Figure 4: Persons Obtaining Legal Permanent Resident Status in US, Fiscal Years 2008 and 2009



Source: Eurostat database, US Department of Homeland Security².

In the labour migration area, the Republic of Serbia has been primarily acting as **a country of origin**. Comparing the scope of flows of migrants from Serbia arriving with work-related purposes, it is possible to single out *four key destination regions*, listed in the order of priority³:

- 1) Mobility within the Western Balkan region (prime destination countries being Montenegro, Croatia)
- 2) Employment in the Eastern European countries with special agreements
- 3) Labour migration towards the EU
- 4) Employment of Serbian nationals in the overseas countries (Canada, US, Australia)

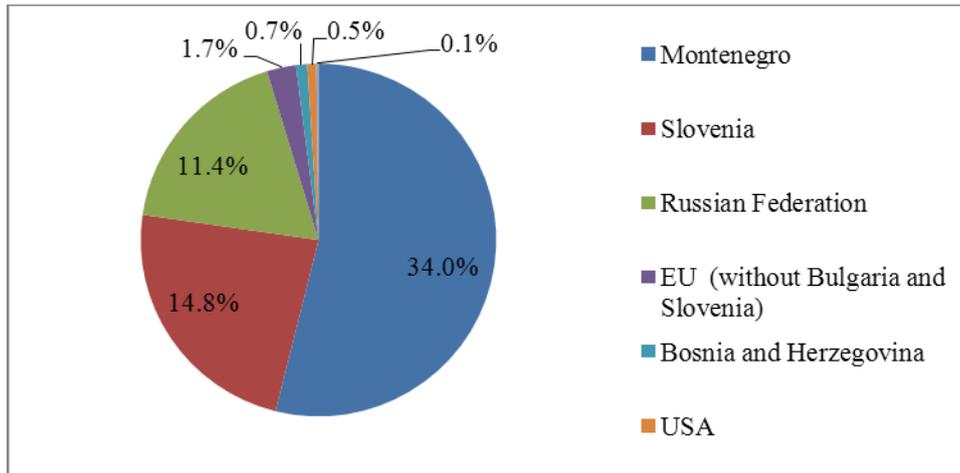
As is seen in a pie-chart in Figure 5 and Table 13, the Western Balkan countries remain by far the top destination of Serbian labour migrants, followed up by the Russian Federation and only then the EU and the US. Various factors affect sizes of labour migrant flows with the particular regions⁴. Monitoring the number of work permits issued to Serbian citizens by various countries may assist in identifying priorities in the work on designing inter-state regulative frameworks for citizens' foreign employment, which should address such known challenges as protecting rights and interests of citizens engaged in labour activities abroad; counteracting "brain drain"; utilizing the developmental potential of remittances; establishing practical links with the diaspora and encouraging its participation in the political and economic life of the country. However, caution should be expressed about the interpretation of work permit related statistics as an indicator of labour migration flows, as administrative procedures for documenting foreign workers vary in different countries and, thus, may capture different parts of the labour migrant population. Therefore, work permit statistics should be treated as an indirect indicator.

² Eurostat data on Immigration and Naturalisation available only for 2008 at the time of the report finalisation.

³ See more on the limitations of data on migration in Serbia, and labour migration in particular, further in the document and in Kupiszewski et al., 2009.

⁴ For instance, the Russian Federation and the Republic of Belarus concluded free trade agreements with the Republic of Serbia.

Figure 5: Employment-related Permits Issues by Selected Destination Countries to Citizens of Serbia (and Montenegro) in 2008



Sources: 1 – CPESSEC (for Montenegro, Slovenia, B&H and Bulgaria), data for issued work permits to citizens of Serbia, 2 – Eurostat, data for issued first time permits for remunerated activities to citizens of Serbia, 3 – FMS of Russia, data on issued work permits through natural and legal persons to citizens of Serbia and Montenegro, 4 - US Homeland Security Department, data on number of persons obtaining legal permanent residence status on employment-related basis, for citizens of Serbia and Montenegro

Similar to other countries with considerable emigrant stocks, the Republic of Serbia has been enjoying relatively high levels of remittance inflows, which have been steadily on the rise and have increased more than three-fold since 2001 (see Figure 6 and Table 6). According to the National Bank of Serbia, the volumes have been ranging between 7 and 10 per cent of the country’s GDP per year (Pinkulj, 2009), while the World Bank estimates the remittance inflows to surpass 12 per cent of the GDP in 2009, thus reaching the fifth place among the countries in Eastern Europe and Central Asia (see Figure 7) and the sixteenth place in the world (World Bank, 2010).

Figure 6: Remittances Inflows (US \$ million)

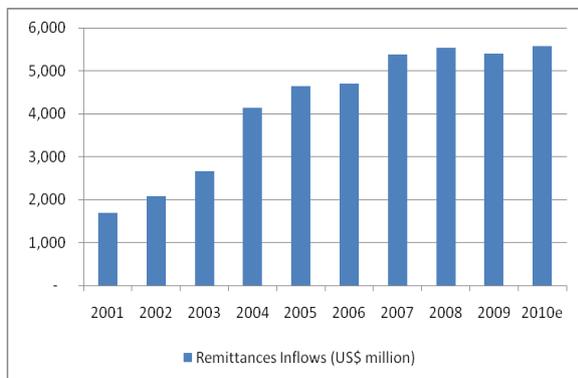
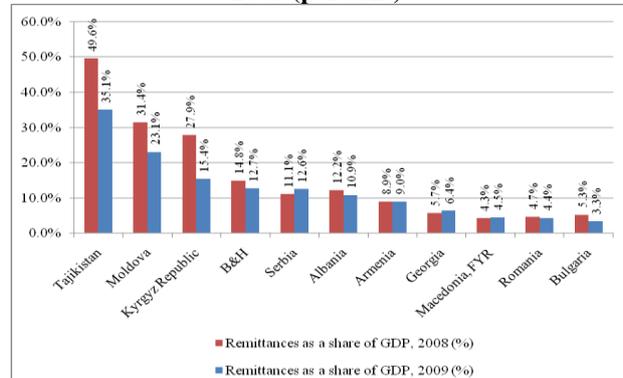


Figure 7: Remittances as a Share of GDP, 2008 and 2009 (per cent)



Source: World Bank, 2010

The challenge of channelling remittances to investment and economic development, common to all developing countries, is also relevant for the Republic of Serbia. This means that the programmes and implementation measures, undertaken within the labour migration policy framework, should complement and work in synergy with other efforts of the State at the macroeconomic and a single household’s levels, such as the potential usage of remittances for new job creation and employment increase. The already available programmes supporting new business start-ups and entrepreneurship development can be key in this process.

The potential of the large Serbian diaspora in contributing to the country’s economic development is considerable. As revealed in an IOM-supported pilot survey, providing improving economic and reintegration conditions in the country, considerable numbers of Serbian emigrants would be willing to

come back, bringing with them rather large financial resources (more than 25 thousand Euro (43 per cent) and over 100 thousand Euro (18 per cent) of all respondents) (RS, 2010c).

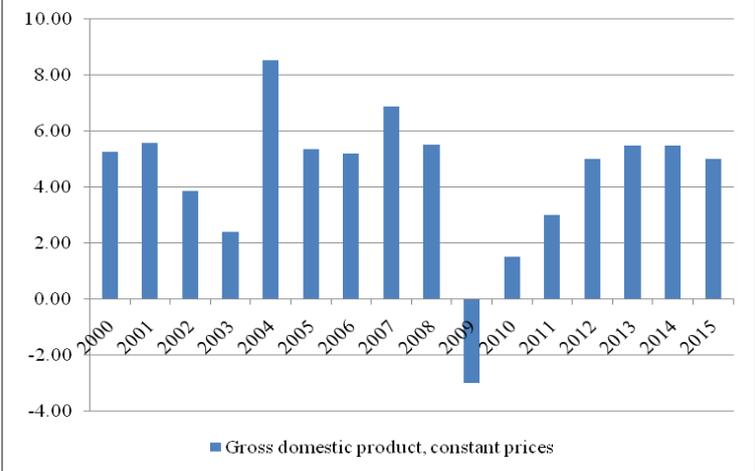
Similar to other Central and Eastern European countries which have started an EU accession process, the Republic of Serbia has been witnessing a gradual increase of inward migration, as it moves closer the EU membership. The current course towards EU integration and the on-going market reforms have already started attracting labour migrants to Serbia, though at a relatively moderate rate, turning it also into **a country of destination**. The National Employment Service (NES) (RS, 2010a) recorded an increasing number of work permits issued to foreign citizens (1721, 2226 and 2459 in 2007, 2008 and 2009 respectively, with male labour migrants accounting for around 70 per cent of the total numbers). Based on work permit statistics, the regional dynamics of labour migration towards Serbia appears to be similar to the one of labour out-migration: the majority of foreign workers arrive to the country from the Western Balkan region (Macedonia, Bosnia and Herzegovina, Montenegro), Eastern Europe (Russian Federation, Ukraine), but also from the new EU member states of Rumania and Bulgaria, and China. It can be assumed that the trend of increasing number of migrants arriving to Serbia with the purpose of work will continue in the future, which makes the development of an effective regulative framework for foreigners’ employment in the country a priority which will be increasing with time.

1.3. Labour Migration as a Factor of Stable Economic Growth and Labour Market Regulation

It has been generally agreed that the character and scope of labour migration processes lie in direct relationship with the country’s overall economic development. At the times of economic growth and increasing prosperity, it serves as a “pull factor” for migrants from other countries and as a “retention factor” for potential migrants among the local population, by offering employment opportunities matching the population’s skills and expectations. On the contrary, at the times of a downturn, the economic situation acts as a “push factor”, being unable to offer the working age population viable employment and, hence, forcing them to start considering jobs in other labour markets.

The economic development in the Republic of Serbia in the last decade has taken a course on stabilization, having reached growth levels of above 5 per cent in 2000-2008 (see Table 7). Interrupted briefly by the global economic downturn of 2008-2009, the economy is resuming the expansion trend, with the IMF predicting the growth to stay at a moderate 4.25 per cent level during next five years (see Figure 8). National economists are more optimistic and construct the “new model of the economic growth” and forecasts on the basis of a 5.8 per cent growth rate until 2020 (Arandarenko, M. and V. Vujic, 2010, 73).

Figure 8: Gross Domestic Product: Constant Prices, Percentage Change



Source: IMF, 2010

Despite this rather positive development of the past decade and the optimistic prognosis for the next one, it would be too early to conclude that the economic situation in Serbia has been, and will be, acting as a sufficient retention factor for the population in the country, or attracting large flows of foreign labour migrants. In fact, the on-going economic reforms have not yet created sufficient employment opportunities to absorb excess labour resources of the internal market. The public sector downsizing, a key objective of the public administration reform launched in 2004, and a slower than necessary pace of new job creation, continue making a downward pressure on employment levels, keeping them well below anticipated targets. In other words, despite the moderately optimistic prognosis for the Serbian economy in the forthcoming decade, the key challenge for the 2000-2010 period will persist: how to *transfer that growth into the creation of new jobs and increase employment levels among the population*.

The reforms of the Serbian labour market have been aggravated by a number of persisting structural challenges at various levels: national, regional, local, sector. The National Employment Policy for 2005-2010 (RS, 2005) and corresponding action plans have formulated a number of state activities aimed at raising employment levels among the population and bridging the labour market imbalances. Among the priority challenges identified are:

- “Mismatch between labour force supply and demand;
- High share of long-term unemployed;
- High inflow of redundant workers from enterprises undergoing restructuring and privatization;
- Unfavourable structure of the unemployed by age;
- Unfavourable structure of the unemployed by qualifications;
- High youth unemployment rate;
- High share of women in total unemployment;
- High regional labour market discrepancies;
- High numbers of people working in the grey economy;
- Low labour force mobility;
- High numbers of the unemployed belonging to disadvantaged groups (persons with disabilities, the Roma, refugees and internally displaced persons etc.)” (RS, 2009d).

Active labour market measures implemented within the Policy framework have included active job seeking; employment fairs; additional education and training; subsidies for employment; self-employment and new jobs creation; public works. According to the OECD, labour market policies in Serbia should be primarily aimed at bringing in a number of qualitative changes, such as increasing the flexibility of the market, streamlining labour force and employment protection legislation, broadening social dialogue and strengthening tax enforcement and labour inspectorate, ensuring that offered employment services are client-oriented and implemented in a modernized manner, enhancing the capacity of the NES for client profiling and offering individual counselling (OECD, 2008, 9-13).

In regard the latter two points, an important result of the Employment Policy has become the realization that certain parts of the Serbian population are in a disadvantaged situation in terms of labour market access, due to the education level, employment history and possessed skills. Therefore, additional support measures are needed to ensure that these vulnerable, or “hard to employ” groups - such as young persons, long-term unemployed, women, the Roma, but also those with migration history: IDPs and refugees – can receive higher attention of the institutions implementing the active employment policy.

Though an important step forward in terms of singling out the disadvantaged parts of the population, including forced migrants, the Employment Policy for the outgoing five year period has paid only limited attention to the aspect of labour migration and its interrelation with employment. Work of foreigners in Serbia and of nationals abroad has not been given sufficient attention in the Policy and its Action Plan. In addition, the practical measures for implementing the “inclusion” objective have not been described in sufficient detail, especially what concerns building *effective outreaching strategies*, to ensure that these “difficult to reach” categories of the population are well aware of the existing measures and are able of benefiting from them.

In short, despite the positive economic projections for 2010-2020, unless significant structural changes take place in the Serbian labour market, the above problems and the structural mismatch between labour supply and demand will continue pushing the national population – especially its most mobile and educated part - to look for employment opportunities in other regions of Serbia or abroad. In this regard, more pro-active actions of the Government in the area of labour migration may become an important additional leverage contributing to the interventions designed within other strategies, in particular the ones on employment, on return and reintegration of the readmitted nationals, on diaspora, on youth.

2.0. Prerequisites for a Successful Labour Migration Policy and Key Challenges in Serbia

2.1. Prerequisites

As was stated earlier, a state policy on labour migration should be developed in close synergies with other policies formulated in a country, in particular on sustainable and economic development, demographic development, employment, social protection, education, migration management. In fact, the recent policy discourse has moved towards the discussion of “mainstreaming migration issues, including labour migration regulation, into other sector policies”.

As with any other policy, the successful formulation and implementation of a labour migration policy will require the establishment of **three key pillars**, which would make it comprehensive, on the one hand, but also allow sufficient flexibility to reflect the rapidly changing reality, both within migration and labour market spheres:

- 1) **an analytical (or monitoring) framework** which would support policy decision-making through an evidence-based approach including the analysis of past and current trends, as well as enabling future trend forecast;
- 2) **a well-functioning and clearly formulated institutional and normative framework**, which would govern labour migration regulation and active policy implementation. Bearing the cross-sector character of labour migration and its interrelation with the other policies, the institutional framework will have to rely on effective cooperation among various state agencies, those involved in regulating labour market but also with the overall migration management portfolio; and
- 3) a thorough analysis and an effective and transparent normative and institutional framework will enable the elaboration of **targeted and result-oriented practical measures and mechanisms** aimed at supporting labour migration processes happening within the established legal framework and in accordance with formulated national priorities, and discouraging population movements occurring outside the established frameworks.

Labour migration policy has been traditionally viewed in close synergy with a broader employment policy as a “*concerted policy in keeping with national labour markets requirements*” (EU, 2009c, 63). Therefore, **the analytical framework** for labour migration will, to a large degree, overlap with the already existing tools of labour market analysis, including the assessment of the stock and quality of the national labour supply, the evaluation of existing vacancies and forecast of future labour demand (i.e. statistics of administrative registers of employed and unemployed; issued work permits; vacancies or employers’ records; statistical surveys, in particular labour force surveys, but also other household surveys and the census). In addition, *the system for monitoring migration stocks and flows* should be able to identify those migratory events which are economically-driven and linked to employment.

Information obtained from the existing labour market information system can be directly applied in designing labour matching schemes at macro and micro levels, as well as supporting decisions within migration area. As an example, by comparing the stock of the unemployed with the existing vacancies in a particular market, one would identify the presence, and the scope, of a potential mismatch, as well as assess whether this mismatch can be bridged with internal resources (i.e. by creating incentives for

the employers to hire from the local population, activating the inactive part of the population, adjusting the educational and adult training systems to prepare professionals on demand, raising the pension age, or promoting internal labour mobility). Following such an analysis, and having exhausted locally possible measures, the option of *an active labour migration policy* might be considered (such as, for instance, designing specialized programmes for the unemployed to prepare them for work in other countries, or attracting foreign specialists of the needed profile to work in the local businesses).

At the same time, the analysis of migration processes - in particular the categorization of migrants based on the length of stay abroad, reason for migration, occupation and skills level - allows singling out such groups of migrants as circular migrants, seasonal workers, highly-skilled vs. skilled vs. low-skilled. The information on the main countries of destination would identify the priority partners for bilateral and multilateral negotiations, aimed at developing practical mechanisms and frameworks for regulated labour migration and systems of labour migrant social support.

The analytical framework for labour migration monitoring should make use of the already available tools and instruments to the most possible degree, ensuring that the cross-cutting issues between migration and labour markets are identified systematically and effectively, to allow monitoring and forecasting in the short and long run and, thus, enabling evidence-based policy making. Introduction of additional special analytical tools can be considered too, as was done in a number of countries which carried out specialized labour migration surveys of the population. However, conducting ad hoc surveys on a regular basis requires considerable resources, so the preference should be given to the systems and tools already created and budgeted by the State.

A second pillar of an effective labour migration policy in a country is *an efficient and fair regulative framework*, aimed at ensuring that the involved stakeholders – migrants, employers, mediators – abide by the established rules and norms and their rights are protected both on the territory of the country but also while abroad. The regulative part of labour migration management includes two key elements: first, *an effective legislative and normative framework*, aligned with the international law instruments the country is party to, and regional approaches and standards related to freedom of movement; and, second, an efficient *institutional framework*, with a clear differentiation of functions among the institutions performing various aspects of labour migration management (i.e. issuance of work permits to foreigners, control over private recruitment agencies, labour inspections, the system of legal and social support to nationals employed abroad). Bearing in mind that these functions are often spread among the mandates of various institutions, the administrative framework for labour migration management should involve *the cooperation among all those institutions*, to ensure a “whole of government” approach and the attainment of formulated priorities.

On the basis of well-functioning and effective analytical and regulative frameworks, the key decision to be made is *how actively the State should intervene in regulating the economically-driven mobility of the population*, either by encouraging the employment of nationals abroad, by attracting foreign workers to the country, or by trying to create incentives for nationals to remain or return. Very few states can afford taking a passive, or “laissez-fair”, approach towards labour migration regulation, as this would leave vulnerable or poorly informed migrants in the hands of criminal groups of traffickers and smugglers, as well as encourage economic actors (employers and migrants) to engage in informal schemes, following the “economic logic of migration” (Hanson, 2007).

The establishment of the two initial pre-requisites of an effective labour migration policy will enable *the design and elaboration of practical mechanisms and programmes*, which would be vehicles in reaching established objectives and delivering anticipated results. For each country, the set of identified directions and policies of labour migration management would be closely linked with the overall national priorities in other areas, the situation in the labour market and the demography, the “pull factors” from the neighbouring countries and regions, such as liberalization of access to their labour markets as well as the already established migrant networks and contacts. The key challenge would be to ensure that the identified policy directions remain realistic and flexible, capable of adapting to the constantly changing situation and emerging threats and opportunities.

The following section looks at the “baseline” situation in the Republic of Serbia regarding the recent trends and tendencies related to labour migration, as well as the existing policy, legislative and institutional mechanisms. A number of challenges to developing a comprehensive labour migration policy in the Republic of Serbia are identified, including gaps in the existing legal and administrative infrastructure.

2.2. *Baseline Situation and Key Challenges*

Lack of Reliable Data to Build an Evidence-Based Policy

The political instability and the dissolution of the former Socialist Federal Republic of Yugoslavia resulted in the disruption of established systems of statistics collection and analysis. What concerns *migration data*, even destination countries statistics - a possible alternative source of assessing emigration stocks and flows - can only partially reveal migration processes out of Serbia, due to various country codes used by different receiving states’ statistical systems. In fact, even 2009 destination country statistics would continue reporting on either citizens of “Former Yugoslav Republic”, or of “Serbia and Montenegro”, or of “Serbia only” (see more on this issue in Kupiszewski, 2009).

The migration data deficiency is recognized by the Government as a top concern in such strategic documents as the Migration Management Strategy (RS, 2009c), the Statistics Strategy (RS, 2009b)⁵. Enhancing the quality of migration data in the Republic of Serbia is among key objectives of the IPA funded Programme on Capacity Building in Migration Management (EU, 2010), which will be implemented by the Commissariat for Refugees in close cooperation with the International Organization for Migration during 2010-2012. The Programme envisages carrying out a comprehensive data assessment, on the basis of which an inter-agency data sharing mechanism will be developed as a tool of migration processes monitoring and analysis.

What concerns *labour migration data*, it can be obtained from several *administrative sources*, such as 1) work permits issued to foreigners, as per the Employment Law (RS, 2009), and 2) employment-related registers keeping information on jobseekers, employers, unemployment insurance contribution payers and available vacancies (Article 82, RS, 2009). Data collected in these registers are qualified according to the citizenship criterion and, therefore, can shed light on migratory processes, in particular what concerns employed and unemployed foreigners, foreign companies registered as employers in Serbia and paying insurance contribution. The Law also envisages the development of a special registry on foreign citizens and stateless, and prescribes the NES to collect information on the numbers, structural characteristics and other information related to individuals planning employment abroad. However, these administrative sources are still in the process of formation and have not yet been fully utilized to generate migration-related statistics.

In addition to the administrative sources, the Republican Statistics Office (RSO) carries out several *nationally representative surveys of the population*, in particular the Labour Force Survey (LFS) and the Household Budget Survey (HBS), where data on citizenship, place of previous residence, work away from the current place of residence, duration of stay in Serbia and country of birth are collected. Disaggregation of LFS and HBS data into these sub-categories will shed additional light on migration processes in Serbia, including their link to economic and employment-related reasons. The work on utilizing national-wide surveys with the purpose of generating migration statistics is only starting, but will certainly become a priority in the next years. Establishing a comprehensive system for monitoring

⁵ National sources of migration statistics include *a population census* (latest conducted in 2002 and next planned for 2011); *administrative registers*, including registration at the place of residence serving a basis for internal migration estimation, residence permits issued by the police and work permits issued by the National Employment Service. The quality of these and other administrative sources (such as border statistics, visa statistics etc.) and their potential for generating migration data are only now being assessed by the relevant state authorities.

migratory processes and disaggregating them into various categories (including labour migration) is also necessary as there is a requirement for the RSO to adhere to the Eurostat standards and practices in generating reliable and comprehensive statistics, including in the area of migration⁶.

In addition to regularly collected data on employment-related migratory flows, the elaboration of a labour migration policy requires accurate information on the situation *with the existing supply and demand in the labour market*. Only based on a thorough analysis of such data will it be possible to design active labour migration policy measures in the area of foreign employment which would be curative in nature.

Currently, a lot of efforts are given to designing an effective and comprehensive system of assessing and qualifying *labour supply* in Serbia, through the Labour Force Survey and on the basis of the registers of the unemployed maintained by the NES. The latest rounds of the LFS (2009-2010) are getting closer to the standards existing in the European Union and allow obtaining reliable information on the stocks of unemployed, employed, inactive, broken down by demographic characteristics, educational level, occupations, but also by regions and municipalities. However, what concerns *labour demand estimation and characterization*, the existing assessment system appears to be lagging behind. Among the key challenges are outdated lists of qualifications and occupations, absence of a regularly conducted survey among employers, keeping listed vacancies which do not exist in reality.

Given the structural imbalances in modern labour markets, including the one in Serbia, it appears extremely important to ensure that the existing mechanisms for labour market monitoring are not only capable of describing the current situation with both supply and demand, but can also *predict how the situation in the overall market, but also in particular sectors and regions, will be evolving in the future*. Improvement of labour market monitoring and forecasting – in particular what concerns skill mismatches - is seen as an important priority in the current work of the European Union, aimed at facilitating “the matching with existing vacancies and orientating skill development in order to improve long-term job prospects” (EU, 2008). This should become a priority for the Republic of Serbia too, so that policy makers could take knowledge-based decisions, guaranteeing that the undertaken measures are not counter-productive to the overall efforts:

“New skills for new jobs have to be identified and a qualification analysis research function should be established with a view to monitoring trends in the emerging labour market and an early identification of patterns of job growth segments.” (ETF, 2009: 14)

Cross-cutting Nature of Labour Migration and a Need for a Whole of Government Approach

The prime focus on forced aspects of migration in the past two decades left its trace on the institutional and operational framework of migration management in the Republic of Serbia. The Commissariat for Refugees has been the prime institution with a mandate to provide a whole range of services to forced migrants, starting from processing their applications for international protection status, consequent registration and documentation, assisting with accommodation and basic social service provision to those granted asylum or other forms of protection. Other aspects of migration management, including visa policy, regulation of foreigners’ entry and stay, employment of nationals abroad and foreigners in the country, have been spread among various state institutions, including the Ministry of Interior, the Ministry of Diaspora, the Ministry of Minorities and Human Rights, the Ministry of Foreign Affairs, the Ministry of Economy and Regional Development, the Ministry of Labour and Social Policy. It is only with the adoption of the Migration Management Strategy in July 2009 that the overall course on *optimizing the administrative and institutional structure of migration management in the Republic of Serbia* was clearly formulated by the Government.

⁶ From 2009, the Serbian Statistical Office has been carrying out ad hoc modules attached to LFS, following the practice of Eurostat. In 2008, the ad hoc module was related to the labour market situation of migrants and their descendents (see more at http://circa.europa.eu/irc/dsis/employment/info/data/eu_lfs/lfs_main/adhoc_modules/adhoc_modules_main_page.htm). The module is expected to be repeated in the future again.

What concerns labour migration regulation, the Republic of Serbia acts as a receiving, sending and transit country, as a result of which a corresponding **administrative framework** should be made coherent with the institutional mechanisms established for implementing other relevant policy areas and cover a number of aspects, to name just a few:

1. Regular monitoring of the situation in the national labour market and identifying economically induced migratory trends, to feed into the elaboration of policy options and operational decisions;
2. Identifying labour migration policy priorities, as well as corresponding practical mechanisms, and ensuring that they correspond to the other broader policies of the country as well as reflect the situation in the domestic labour market;
3. Integrating needs of special population groups affected by migration into other policies of the country, primarily the employment policy of the Republic of Serbia; these groups would comprise of 1) persons with migration history (returnees within readmission agreements, voluntary returnees or regular immigrants), 2) actual migrants (residing abroad on a short or long term basis, seasonal migrants and circular migrants, diaspora), or 3) Serbian citizens who reside in the country but, due to their disadvantaged situation or particular level of vulnerability – social, economic, ethnic or gender (young persons graduating from schools and universities, socially vulnerable with no employment prospect in the local markets and willing to take up employment abroad - see on this more below) – should be considered as “potential migrants”⁷ within the labour migration policy framework;
4. Providing support to nationals interested in employment abroad along the “migration continuum or circle” - before their departure, during employment abroad, during and upon return;
5. Registering and supporting foreign nationals willing to get employment in the Republic of Serbia, or already employed, in line with the identified labour shortages in the domestic market and ensuring the protection of citizens’ employment rights;
6. Regulating the activities of intermediaries involved in facilitating labour mobility, including private recruitment agencies;
7. Ensuring that the employers of foreign nationals abide by the existing norms and standards.

Currently, the mandates of at least two institutions – the Ministry of Economy and Regional Development and the Ministry of Labour and Social Policy – cover some of the above functions. Further *streamlining activities of the two ministries* would be beneficial for the development of a “whole of government approach” towards labour migration regulation.

The **legislative and normative framework** of relevance to labour migration in the Republic of Serbia is still in the process of development and includes a set of national and international legal instruments, regulating such aspects as rights, freedoms and social protection of persons employed abroad, equality of labour conditions with the local population, procedures for monitoring and controlling recruitment frameworks, registration of labour migration processes and their analysis, competencies and mandates of governmental institutions regulating and safeguarding employment of foreigners in the country and nationals abroad.

In the area of *regulating labour movement and market access in the Republic of Serbia*, the country has undergone a number of transformations alongside the reshaping of its geographic boundaries. The single market of the former Yugoslavia dissolved into smaller national markets of newly independent states evolved on its territory. The course towards the EU accession, gradually taken up by all the Western Balkan countries during 1990s-2000s, resulted in the relatively restrictive approaches towards

⁷ Potential to migrate or “migration propensity”, including in Serbia, has been increasingly a subject of analytical investigation in recent years (see IOM, 1999, Pavlov, 2009 or Kupiszewski et al, 2009). Recognizing the difficulty of conceptualizing this notion, the researchers nevertheless suggest methodologies how to estimate the percentage of population – and its demographic and other characteristics – who are most prone to taking migration decisions in the forthcoming future.

labour movement within the Western Balkan region and what concerns citizens of third countries. Similar to the other Western Balkan states, access to labour market in the Republic of Serbia is regulated through the *system of work permits* specified in two laws – the Law on Foreigners (RS, 2008b) and the Law on Employment and Unemployment Insurance (RS, 2009a). The NES issues work permits, protecting nationals’ employment rights through a *labour market test procedure*, which verifies whether the available vacancy, for which a work permit is requested, cannot be filled by a Serbian resident. So far, no procedure for setting up quotas on issuing work permits to foreign citizens has been introduced. The forthcoming law on foreigners’ employment, currently under development by the Government, will provide further specifications to the regulative framework which will govern the process of foreigners’ employment in Serbia.

What concerns the normative framework governing the *employment of nationals abroad*, a number of laws and procedures developed during the former Yugoslavia period remain valid. At the national level, the Law on Employment and Unemployment Insurance specifies that the NES should be responsible for registering and matching available vacancies and job-seekers, and disseminating information on the legislative framework on employment and insurance, but also on available legal channels of employment abroad. The Law envisages a possibility for issuing licenses to specialized employment agencies to perform information dissemination on employment opportunities and conditions, job-matching within the country and internationally, provide vocational guidance and career counselling, and implement particular active employment policy measures on the basis of a contract with the NES (RS 2009, Article 20).

Articles 95-100 mention measures which can be undertaken to facilitate the employment of a national abroad, such as counselling on 1) opportunities and requirements for employment abroad, 2) living and working conditions, 3) labour rights and obligation, 4) forms and methods of protection according to the contract on employment abroad, as well as 5) rights upon return. Job-matching for the purpose of employment abroad is also envisaged by law, though no indication is given as to how actively the NES and other competent authorities can pursue this employment option in comparison to other active employment measures.

In addition to the national legislation, to strengthen the inter-state coordination in the area of labour migration regulation, the Republic of Serbia has signed a number of bilateral agreements with destination countries, including the most recent ones with Belarus and Libya. A number of agreements signed by the former Socialist Federal Republic of Yugoslavia are still considered valid by the parties and govern the mutual cooperation in the area (see more details in Table 1). Further on, the Republic of Serbia has adopted a number of international conventions, of relevance to labour migration regulation, which are also important for framing the international cooperation in this area.

Table 1: Selected International and Bilateral Legal Instruments Regulating Labour Migration in the Republic of Serbia

Legal Instrument
International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
Convention concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers (C. 143)
C97 Migration for Employment Convention (Revised), 1949
Agreement with Belarus “O Potvrđivanju Sporazuma Između Vlade Republike Srbije I Vlade Republike Belorusije O Privremenom Zapošljavanju Državljana Republike Srbije U Republici Belorusiji I Državljana Republike Belorusije U Republici Srbiji”
Agreement with Libya
Agreement between Governments of Serbia and France on the youth mobility („СПОРАЗУМ ИЗМЕЂУ ВЛАДЕ РЕПУБЛИКЕ СРБИЈЕ И ВЛАДЕ РЕПУБЛИКЕ ФРАНЦУСКЕ О МОБИЛНОСТИ МЛАДИХ“)
Protocol on cooperation between the Serbian Ministry of Labour and Social Policy (MLSP) and Veneto Region, Italy - 20 October 2006 (“Repubblica di Serbia, Ministero del Lavoro, Occupazione e

Politiche Sociali, Regione Veneto - Veneto Lavoro, Protocollo del 20 Settembre 2006")
Int'l cooperation initiative between Italian Association of Workers Immigrants and the Serbian MLSP ("Иницијатива о међународној сарадњи Италијанског удружења радника имиграната и Министарства рада, запошљавања и социјалне политике Републике Србије")
Agreement between Ministerial Council of Serbia and Montenegro and Federal Republic of Germany on the employment of workers for the purpose of their professional development and language training ("С П О Р А З У М између Савета министара Србије и Црне Горе и Владе Савезне Републике Немачке о запошљавању радника ради њиховог професионалног усавршавања и усавршавања језика")

Deciding on How Active a Labour Migration Policy in Serbia Should Be

As mentioned earlier in this paper, the Republic of Serbia acts simultaneously as a sending, transit, but also increasingly receiving country for labour migrants. Similar to other countries with large emigrant stocks and high unemployment levels, the country could make employment of nationals abroad a possible development strategy and benefit from larger remittance flows, knowledge transfer and closer ties with diaspora. However, due to **unfavourable demographic prospects for next decades**, the State's active promotion of nationals' employment abroad may have a counterproductive effect on the economic development in the country in the long-run, even if offering short-term solutions for the large stocks of the unemployed, as it is associated with the *risk of nationals' labour migration turning into a permanent emigration*. Serbia has to address the challenges of other countries experiencing population ageing and shrinking, where future labour supply will not be able to cope with additional pressures on the social security system arising from the growing number of pensioners and decreasing number of the working age population. In fact, encouraging emigration, similar to countries with positive population growth forecast, such as the Philippines, Sri Lanka or Kyrgyzstan (see Table 5), is not considered as a viable option by the Government of the Republic of Serbia. On the contrary, the priority directions include *encouraging return, reducing emigration and maintaining existing immigration levels* (see Table 2 with the recently stated migration priorities of the Republic of Serbia as recorded in the UN Population Policies 2009 database).

Table 2: Population Policy in the Republic of Serbia

SERBIA	<i>World Population Policies 2009</i>			
	Government views and policies			
<i>Population policy variable</i>	<i>1976</i>	<i>1986</i>	<i>1996</i>	<i>2009</i>
Population size and growth				
View on growth	Too low
Policy on growth	Raise
Population age structure				
Level of concern about				
Size of the working-age population	Major concern
Ageing of the population	Major concern
Fertility and family planning				
View on fertility level	Too low
Policy	Raise
Access to contraceptive methods	Direct support
Adolescent fertility				
Level of concern	Minor concern
Policies and programmes	Yes
Health and mortality				
View				
Life expectancy at birth	Acceptable
Under-five mortality	Acceptable
Maternal mortality	Acceptable
Level of concern about HIV/AIDS	Major concern
Measures to respond to HIV/AIDS*	1,2,3,5
Grounds on which abortion is permitted**	1,2,3,4,5,6,7
Spatial distribution and internal migration				
View on spatial distribution	Major change desired

Policies on internal migration				
From rural to urban areas	..	..	..	Lower
From rural to rural areas	..	..	..	No intervention
From urban to rural areas	..	..	..	Raise
From urban to urban areas	..	..	..	No intervention
Into urban agglomerations	..	..	..	Maintain
International migration				
Immigration				
View	..	..	..	Satisfactory
Policy	..	..	..	Maintain
Permanent settlement	..	..	..	Maintain
Temporary workers	..	..	..	Maintain
Highly skilled workers	..	..	..	Lower
Family reunification	..	..	..	Raise
Integration of non-citizens	..	..	..	Yes
Emigration				
View	..	..	..	Too high
Policy	..	..	..	Lower
Encouraging the return of citizens	..	..	..	Yes

* Measures implemented to respond to HIV/AIDS: (1) blood screening; (2) information/education campaigns; (3) antiretroviral treatment; (4) non-discriminatory policies; (5) distribution of condoms.

** Grounds on which abortion is permitted: (1) to save the woman's life; (2) to preserve physical health; (3) to preserve mental health; (4) rape or incest; (5) foetal impairment; (6) economic or social reasons; (7) on request.

Source: World Population Policies 2009. UN, available at

<http://www.un.org/esa/population/publications/wpp2009/WPP2009%20web/Countries/WPP2009%20Frame.htm>

In addition to the demographic prospects, **migration policies in key destination countries** are also a very important pull factor for the Serbian population. As was already mentioned earlier, within EU there is an increasingly positive attitude towards active recruitment policies from third countries. Within the Stockholm Programme, the Council of the European Union directly calls on the Commission

“...to evaluate existing policies that should, inter alia, improve skills recognition and labour matching between the European Union and third countries and the capacity to analyze labour market needs, the transparency of European online employment and recruitment information, training, information dissemination, and skills matching in the country of origin” (EU, 2009c, 63).

Further, the clearly stipulated policy for the better integration of “legal migrants” will result in the *emergence of new opportunities for otherwise temporary labour migrants to stay in destination countries* for a longer period of time, raising the probability of their permanent emigration from Serbia. Reconsideration of traditionally conservative migration policies of the EU member states and the introduction of active policies of attracting skilled migrants from third countries, including Serbia, have to be carefully assessed by the Serbian Government in terms of their potential impact on the country’s development, both what concerns the positive consequences of emigration – such as the engagement of diaspora, knowledge and skills transfer, as well as remittances, but as well as the *increasing risk of brain drain and permanent emigration*. It appears extremely important, already at the pre-accession stage, to start designing and testing out practical mechanisms which would lead to the eventual introduction of freedom of labour movement with the European Union, such as unification of the employment vacancies databases (EURES), provision of counseling and information dissemination services to potential job candidates. At the same time, much attention should be paid to promoting possibilities for the Serbian citizens residing abroad to engage in the Serbian economy and society and eventually return back to their country of origin. Temporary migration schemes, such as supporting circularity of migration, trainee transfers, should be given priority to avoid brain drain and exert maximum benefit for the economic development from nationals’ employment abroad.

Regarding the issue of *tackling brain drain*, a number of innovative measures have been implemented in Serbia in the recent years (see Table 3 for the list of measure aimed at confronting this challenge, among other initiatives of the Government). For instance, within the Fund for Young Talents, up to 100 most talented Serbian students younger than 26 received a state scholarship of 15.000 Euro to

enable their studying in a foreign university, with the condition to return upon the completion of studies to Serbia for at least 5 years (Wikinews, 2005). Further, the Ministry of Diaspora has programmes supporting summer internships of Serbian students in Serbia during their studies, while the Ministry for Science and Technology is in the process of designing a Scientific and Technological Development Strategy for 2009 – 2014, which envisages the policy on supporting the return of scientific diaspora from abroad.

Operational Challenges and Practical Issues Which May Interfere with Labour Migration Policy Implementation

A number of challenges and practical issues which affect other related policies in the Republic of Serbia will have to be kept in mind while designing and implementing a policy on labour migration. Below is a brief summary of the key practical issues:

- 1) In terms of *labour mobility between Serbia and various destination countries*:
 - a. Incompatibility of qualifications and vocational education classifications with EU and other destination regions, leading to problems with skill recognition;
- 2) In terms of *matching labour supply and demand within Serbia* and, thus, contributing to the policy of emigration reduction:
 - a. Quality of the education system and its low capacity to respond to changing labour market demands;
 - b. Imbalanced regional development serving as a push-pull factor for internal migration and human capital redistribution;
- 3) In terms of ensuring successful *inclusion into labour market measures* of the disadvantaged groups of the population, including those affected by migration:
 - a. Legal status regularization and documentation⁸;
 - b. Skills either lacking or inappropriate for the existing labour demand.

Achieving a more balanced regional development has been announced as a priority objective in the Republic of Serbia (RS, 2007b). The apparent downsides have been considerable disparities among economic and social development levels of the Serbian regions, materializing in high levels of unemployment in the depressed regions causing population dislocation and eventual dying out of a considerable number of populated areas (RS, 2007b, 5). However, the wide-spread assumption on large exodus of the population from underdeveloped regions requires further investigation as there is a significant lack of credible data on the process of internal migration in the Republic of Serbia. In fact, there is an opinion that the internal labour market suffers from the lack of flexibility, whereby the low level of population mobility acts like a negative factor of development (OECD, 2008 and Aradarenko M. and M. Jovicic, 2007, 300).

Measures towards increasing the level of internal mobility among the population might contribute to a better matching of labour demand and supply across the country. However, the decision on the type of labour migration measures, and how actively they should be implemented, should be based on a careful consideration of the economic and population dynamics of the particular region, to make sure that no unnecessary harm is done to the situation on the local labour market.

In fact, this regionally differentiated policy framework towards applying labour migration measures (such as temporary mobility programmes) should be implemented in synergy with other active labour

⁸ In particular, this issue affects the large number of the Roma population or other undocumented persons who are unable to register as unemployed and, thus, cannot participate in the state programmes of social support. In this regard, in addition to designing active labour market policies, there is a need to ensure that there are measures aimed at outreaching to potential participants of these measures, that they are (1) aware of them, (2) eligible and possess all necessary documentation. There have been plans to introduce a special law regulating this (EU, 2009b, 19), though the progress was not made at the time of 2009.

market measures. In other words, the employment in another region may be offered to those types of specialists whose skills are on demand in another location in Serbia, while the employment prospects in their native region are bleak (see more on the approach in Aradarenko M. and M. Jovicic, 2007). Regional labour mobility in the Republic of Serbia needs further study and can be traced in such administrative resources as the police records of residence registration and the data from the LFS.

3.0. Goals and Objectives of the Labour Migration Policy in the Republic of Serbia in 2010-2020

3.1. Key Principles of Formulating a Labour Migration Policy in the Republic of Serbia.

The key principles guiding the development of a labour migration policy in the Republic of Serbia may be as follows:

1. Supporting the overall course towards the integration into the global economy, and the EU integration in particular, through adhering to adopted international norms and the principle of freedom of movement of labour;
2. Ensuring synergy with the broader national priorities articulated in the strategic documents for the years 2010-2020 and beyond, ensuring that the resources already allocated work together in a complementary manner to reach the common goals. The priority frameworks will include sustainable demographic, social and economic development, establishment of a comprehensive migration management framework, enhancing links with diaspora and transparent frameworks for remittances transfer, employment increase;
3. Moving towards a greater compliance with all the international legal instruments and frameworks which the Republic of Serbia is a party to, paying a particular attention to the standards and approaches accepted and emerging in the European Union;
4. Due to the multifaceted nature of labour migration, establishing an effective inter-agency framework overseeing the implementation of the strategy in practice, with the aim to develop practical and result-oriented cooperation across a broad range of governmental and non-state stakeholders.

3.2. Key Assumptions

The design of labour migration policy options, including the decision on how active the State should be in pursuing this or that option, will have to factor in the behavior of a number of external variables, which would result in various scenarios for policy implementation. The most important factors affecting the labour migration policy design in the Republic of Serbia include:

- Economic growth in Serbia
- Investment climate
- EU integration
- Demographic development
- Migration climate in destination countries
- Process of return (within readmission)
- Labour market restructuring
- Educational reform

Based on the situation with each of the above, three scenarios could be envisaged for the period of 2010-2020:

Scenario/Parameter	Conservative	Moderate	Optimistic
Economic development	0-3 per cent GDP growth, few new jobs created	3-5 per cent GDP growth, gradual creation of new jobs	5-10 per cent GDP growth, enough jobs created to retain population in the country
Investment climate	FDI inflows at levels during 2000-2010 decade	Gradual increase of FDI inflows bringing in Greenfield investment and creation of new businesses recruiting among the local population	Considerable increase of FDI inflows offering employment possibilities for qualified local population, particularly the young and returnees
EU integration	No major progress, potential set-backs in negotiations and changes of the political attitude within the EU towards enlargement	Gradual movement towards accession, signature of the SAA, EU membership by 2020	Implementation of all requirements for EU accession, invitation to become a member state by 2015 and eventual accession in 2016-2017
Demographic development	Continued trend on population ageing and shrinking	Zero natural population growth	Increasing stock of the national population
Migration climate in destination countries	Destination countries offer attractive schemes for highly qualified and the young to migrate and work, with no balancing mechanisms emerging in Serbia to counteract the pull trend	Gradual move towards more favourable conditions for foreign labour migrants, development of several temporary and circular migration schemes between Serbia and destination countries	Effective mechanisms created to turn labour migration out of Serbia into a temporary one ensuring migrants' return and reintegration into the national economy
Process of return (within readmission)	Flows of returning readmitted nationals persist in large numbers, with the labour market being unable to offer adequate employment, numerous cases of re-emigration	Flows of returning readmitted nationals gradually decrease, effective reintegration into national labour markets of the large majority	Irregular migration from Serbia drops to very small numbers, resulting in insignificant cases of readmission. Those returned are effectively reintegration in labour markets
Labour market restructuring	Slow progress of labour demand creation, persisting imbalances at structural level	Labour market gradually improves in terms of flexibility and matching between demand and supply	Labour market mechanisms considerably developed and allow for effective matching between supply and demand
Education reform	Education sector restructuring slow to adjust to a changed economic reality, continuing to train specialists on low demand within the economy	Gradual adjustment of the education sector which now trains several categories of specialists on demand and offers options of adult life time learning	The education sector fully restructured to produce specialists and skills on demand in the labour market, and is easily adjustable to the changing demand

3.3. Key Target Groups

During the last two decades, migratory trends in Serbia could be characterized by the behaviour and situation with several migrant categories - or the so-called "target groups" - whose needs and developmental potential should be addressed in the evolving labour migration policy. These categories can be grouped into two large clusters: A) *migrant population on the territory of Serbia*, and B) *migrant population abroad*.

Group A includes the following sub-categories: 1) **returnees**, which would include persons returning within readmission agreements and voluntarily, repatriated refugees and IDPs, 2) **forced migrants**, such as refugees, IDPs and other categories of concern recognized by UNHCR, including stateless persons, 3) **internal migrants**, comprising of those who have changed their place of residence within the country, or remained resident in one location while working in another, 4) **foreign migrants**, both employed and unemployed.

Regarding Group B, migrant population abroad incorporates the following categories: 1) Serbian **diaspora**, a broad term incorporating both citizens and former citizens of Serbia, residing in the Western Balkan region and the rest of the world, who have well integrated into the receiving society and have a long-term perspective towards residence abroad, 2) **labour migrants** from Serbia who go abroad with the pure purpose of employment, 3) **refugees** of Serbian citizenship residing abroad, 4) **Serbian students** studying in tertiary educational institutions abroad.

The above disaggregation of migrant stocks into various categories is rather conditional and is made for the purpose of understanding the character of each of the categories in order to design measures which would address their needs best. The same person may belong to different sub-categories. Table 15 provides a detailed description of each of these migrant categories, their estimated numbers, general profile and possible policy options.

While prioritizing among target groups to be included into the labour migration policy, one should also keep in mind the issue of *vulnerability* which would require additional support of the State. In the Republic of Serbia, a key challenge to the implementation of any development-related policy, such as employment, education, sustainable growth, as well as the further policy on labour migration, relate to the presence of a large part of the population who are inactive and have been excluded from the participation in the life of the society. Depending on the policy context, these parts of the population has been referred to differently, for instance “hard-to-employ”, “insufficiently integrated”, “marginalized and disadvantaged”, “vulnerable”.

The Government has long recognized the presence of such vulnerable groups and has taken measures to ensure that their interests and needs are included into all major initiatives and strategies. Among the most significant “disadvantaged” groups of the Serbian population are 1) the Roma, 2) refugees and internally displaced persons (IDPs), 3) youth, 4) Serbian citizens considering employment abroad (potential migrants). The key challenge towards developing effective measures in support to these groups is that very often the same people may belong to several vulnerable groups at the same time, i.e. they may be young persons of Roma ethnicity returned back to Serbia within a readmission agreement⁹.

A number of strategic documents have been elaborated in the Republic of Serbia formulating the State’s activity in addressing the needs of these disadvantaged groups. However, a considerable barrier towards achieving noticeable results has been the discrepancy among these documents, the lack of complementarities. The only way to deliver the assistance which will improve the situation of a concrete individual is through *undertaking a complex approach*, where the situation of this person is assessed as a whole, rather than just when he/she is seen as belonging to one type of a vulnerable group¹⁰.

What concerns the first vulnerable group, *the Roma*, the Government has formulated a number of strategies which aim at tackling such challenges as a low level of education, a lack of legal status, inadequate accommodation - all resulting in labour market exclusion and employment disadvantages

⁹ In fact, IOM statistics of assisted voluntary return (AVR) indicates that at least 60 per cent of AVR cases are of Roma origin.

¹⁰ Several efforts of the Government and the international community have been addressing this challenge. Thus, within the Youth, Employment and Migration Programme, there is work carried out at the local level which aims at creating and building the capacity of the local councils which would implement this complex approach to a socially vulnerable individual.

or missed opportunities (lower earnings, less attractive occupations). De Laat, 2010, estimates that only 12 per cent of the working-age Roman population in Serbia has obtained at least some secondary education or more, and only 21 per cent of this population group are employed (in comparison to 38.1 per cent employment rate among the total population in April 2010 (RS, 2010b, 5)). With the demographic prospects remaining unfavourable in Serbia, the exclusion of the Roman population acquires not only humanitarian and social dimensions, but also results in considerable economic costs to the country in terms of losses in productivity (231 million euro) and fiscal contributions (58 million euro) (De Laat, 2010).

Returning migrants, especially those coming back within the framework of a readmission agreement, are vulnerable as they return back to Serbia not on their free will, but because they lost (or never had) legal grounds to remain on the territory of the destination state. This particular aspect of “involuntary migration” makes this category particularly difficult to be targeted by the State. As numerous cases demonstrate, very often returning migrants see no prospects to reintegrate in Serbia and openly announce that they plan to take actions to return back to the countries from where they have been readmitted. This notion of “migrant’s intention” is extremely important to take into consideration, while designing various policy options, as the success would be achieved only if migrants see a clear alternative to re-migration.

The key answer to the challenge would be by offering an alternative to re-emigration not only in the short-term perspective (i.e. a short programme of vocational training, or a language course). The perspective should be of mid- to long-term, ensuring that returning migrants receive support during a longer period, i.e. first a language course, then some vocational (re) training, then some support with finding the employment. In other words, active policies on labour market and society inclusion should be applied to such migrants *in complex, rather than in a standalone manner*.

For policy option design, it is possible to differentiate a number of returning migrant vulnerability types:

- *Physical and social vulnerability related to the age and the health status* (i.e. either a minor, or an elderly, physically handicapped or chronically ill) – the prime focus would be social protection of such migrants, including kindergarten and school places, medical insurance and care, places in the houses for elderly persons;
- *Physical and social vulnerability related to gender* – women may be particularly vulnerable due to their traditional role of children caretakers, which limits their ability to engage actively in the labour market. Work-life balance policies with the provision of affordable care and innovation in work organization (e.g. home based work) could assist in making women more employable.
- *Social and psychological vulnerability* – due to the long absence from home, the migrants may have lost cultural and social ties with their country. Young persons may have poor or no knowledge of the Serbian language, families may have no accommodation and housing. During the years of residence abroad, the persons may have been inactive for a long period of time and, thus, do not possess adequate skills to find suitable employment in the local markets. The set of policies aimed at removing barriers to labour market entry for newcomers, support self-employment and job creation acquire particular importance for this category of migrants.

Despite the overall social vulnerability, some returning migrants may have benefited from migration by having acquired some additional skills which, if properly recognized, may support the process of their reintegration into the Serbian society. The skills acquired while abroad may include the knowledge of a foreign language, employment experience and new skills and knowledge acquisition. Ensuring that policy options are design to benefit from this acquired human capital of returning migrants is equally important.

3.4. *Laying Down Foundation of the Labour Migration Management in the Republic of Serbia: Strategic Goals and Specific Objectives in 2010-2020*

With these principles in mind, the strategic framework of the labour migration policy in the Republic of Serbia, within the 2010-2020, is proposed as follows:

Goal One - "Framework", timeframe 2010-2015: Creating an effective and result oriented administrative framework for labour migration policy development and monitoring

Objective 1.1. Establishing analytical framework for labour migration policy elaboration and monitoring

- Methodology of existing and new statistical sources on labour migration processes enhanced to generate reliable and comprehensive data
- Analysis of labour migration processes and their implications for labour market carried out on a systematic basis
- An efficient system of the Serbian labour market analysis (at the level of the overall economy, industry and regional markets) established, capable of identifying situations where active labour migration policy may be introduced
- Capacity of federal and local structures to analyze labour migration processes in synergy with the developments in the labour market enhanced

Objective 1.2. Establishing and revisiting the sufficiency of an effective administrative structure, at the central and local levels, for the labour migration policy implementation and monitoring

- A central-level inter-agency structure, supported by a technical level expert group, with clear terms of reference and specific objectives to monitor and revise the labour migration policy, established (or identified)
- A local level mechanism for supporting target groups identified and well-functional

Objective 1.3. Developing a transparent and effective legislative and regulative framework for labour migration management, in line with all relevant international and regional law standards, including the EU acquis

- The legislative framework for foreigners employment in Serbia, in compliance with EU acquis and within the context of regional integration, developed (both laws and by-laws)
- The legislative framework for supporting the employment of nationals abroad analyzed and further enhanced

Goal Two - "Inclusion", timeframe 2010-2020: Streamlining existing mechanisms to support the inclusion of migration affected - or potential migrant - population into the Serbian labour market (readmitted and returning nationals, population from the areas with high propensity to migrate, unemployed youth)

Objective 2.1. Streamlining the existing system of reintegration for returning Serbian nationals after their residence abroad.

- The process of return back to Serbia is monitored on an on-going basis and any (un)anticipated changes identified well in time to undertake active measures for their counteraction or support
- The majority of returning migrants, in particular most vulnerable, are offered targeted State support in the area of social protection and employment

Objective 2.2. Developing and actively applying measures of targeting potential migrants (both internal and external) to ensure that they are fully aware about the existing job opportunities in the local labour market as well as of the current state measures which can make them more employable locally in the near future

- Establishing mechanisms for potential migrants identification and outreaching, in particular among the unemployed population

Goal Three - "Active Measures", timeframe 2010-2020 (for Objective One) and 2015-2020 (for remaining objectives)

Objective 3.1. Encouraging the return of highly-qualified Serbian nationals, in synergy with the State's strategy towards the economic modernization and the development of the national science and technology, as well as a more active engagement of the Serbian diaspora.

- Locations (countries, institutions) of highly-qualified potential migrants are identified, and the profile of the target population, including the identification of their needs and aspirations, are mapped out
- Highly-qualified potential migrants are aware about existing job opportunities and the programmes of return support
- Highly-qualified returning migrants are offered additional employment benefits and initial support schemes
- Serbian nationals studying abroad return home to apply their learnt skills and acquired knowledge for the benefit of Serbia's development

Objective 3.2. Developing an effective system of monitoring the process of Serbian nationals' employment abroad as well as changes in the population's attitude towards a potential employment in the labour markets of other countries

Objective 3.3. Further developing the national and international legislative and operational framework guiding the process of the state support provision to the Serbian nationals who go abroad for the purpose of employment.

Objective 3.3. Fostering the dialogue and cooperation with the governments of the destination countries for Serbian labour migrants to ensure their fair treatment and protection of rights

3.5. Indicators for Monitoring Labour Migration and Policy Implementation

The below indicators are proposed for monitoring on a regular basis and serve two purposes: first, analyzing labour migration processes, and, second, assessing the impact and results of the labour migration policy implementation. The key to success would be *ensuring a local approach*, which points to the importance of disaggregating indicators by the regions and municipalities criterion.

The proposed indicators can be sub-divided into the following groups:

- 1) *Identifying mismatches between labour supply and demand in the domestic market:*
 1. Unemployed population by age, qualifications and regions/municipalities. *Source:* LFS. *Goal:* identifying the cohorts of population (age and qualifications) to assess the plausibility of active labour market policies (in particular, retraining) and the timeframe for preparing these cohorts for employment in the local market.
 2. Available vacancies (current and foreseen) by economic sector, qualifications and age requirements, and regions/municipalities.
- 2) *Addressing brain-circulation:*
 1. Tertiary students studying abroad by country of destination. *Source:* Ministry of Education and the OECD database.
 2. Highly qualified returning population by age and regions/municipalities. *Source:* household surveys, including LFS, and specialized surveys.
 3. Number of persons (researchers and academics of Serbian origin residing abroad) registered in the database of the Ministry of Science and Technological Development.
- 3) *Monitoring return:*
 1. Returning nationals by education and professional qualifications, employment structure. *Source:* household surveys, including LFS.
- 4) *Labour migrants abroad:*

1. Valid work permits in the EU, Switzerland and Norway by sphere and other destination countries. *Source*: destination country statistics (Eurostat, administrative data in Western Balkans, Russia and Belarus).
 2. Serbian citizens employed abroad within the international agreements. *Source*: MLSP.
- 5) *Labour migrants in Serbia*:
1. Foreigners received work permits in Serbia by type of permit, citizenship, gender. Consider adding qualifications and economic sector. *Source*: NES registers.
 2. Foreigners received residence permit by type of permit, gender, citizenship. *Source*: MOI.
 3. Number of businesses employing foreigners by economic sector and number of foreigners employed. *Source*: MERD.
- 6) *Inclusion*:
1. Persons from the “hard to employ” migration affected part of the population participated in the active labour market measures. *Source*: NES; methodology to distinguish this category from the overall clients to be developed.
 2. Persons from “hard to employ” migration affected population registered as unemployed with the NES.

4.0. Conclusions and A Way Forward

The white paper has presented an overview of key issues in the national and international contexts, prime tasks and challenges related to the task of establishing a labour migration strategy in the Republic of Serbia. Main target groups have been identified, as well as a possible logframe of the strategy for 2010-2020 – goals, objectives and expected results - has been suggested.

It is the hope that the collected information and the carried out analysis will assist the Serbian Government with *streamlining labour migration issues into other policies*, in particular the National Employment Strategy currently under development, but also with *designing stand-alone programmes and actions* related to labour migration per se.

The establishment of a clear and transparent framework for labour migration policy formulation and monitoring acquires particular importance in the forthcoming decade for three main reasons: intensifying process towards EU accession in compliance with the EU acquis and with an eventual introduction of the freedom of movement within the Union, growing importance of economic types of migration among other population movements, and the impact of labour migration on the overall economic development and the labour market restructuring.

The below is a synopsis of some key arguments and recommendations elaborated in this white paper:

- The Republic of Serbia is experiencing *demographic difficulties* - negative population growth resulting in the population aging and the shrinking of the working age population, eventually leading to decreasing fiscal revenues. However, unlike other developed countries, Serbia possesses some unutilized national labour potential from the stock of unemployed and inactive. The continuing restructuring is releasing additional labour resources. The challenge will be to establish a *comprehensive early warning framework* which would be able to identify to decision makers the particular areas of intervention, where domestic labour markets fail to provide viable employment options to the population and where other policy measures (such as retention, increasing inclusion of women into labour market, increasing retirement age) are either impossible or insufficient. These would be the situations where consideration should be given to introducing active labour migration policy measures (such as stimulating the return of the particular group of citizens residing abroad, supporting foreign employment of nationals or attraction of foreign labour migrants to the country).
- Labour migration policy will be largely affected by a number of external factors which will have to be kept in mind while designing practical measures. One such important factor is *policies of destination countries* which are increasingly acting as pull factors for Serbian labour migrants.
- The emerging system of migration and labour market monitoring should be capable of describing the processes in terms of *skills*, taking into account the overall trends in the world and the EU.
- In designing active labour migration options for nationals' employment, *temporary* migration should be given priority to permanent migration, with the clear preference to an option of *circular* migration, in particular voluntary circularity.
- It is important to keep focus on *good governance and the creation of an effective and efficient regulative framework*, as even with a "wait and see" approach, the absence of a clearly stipulated normative framework and responsible institutions.
- Identified target groups of relevance to labour migration should be more effectively included as target groups of other national strategies, in particular those on employment and economic development, thus resulting in *mainstreaming labour migration into other development policies*. The National Employment Service should be capable of providing complex services to labour migrants, together with other migration affected categories of the population.
- *Regional and local approaches* are key in supplementing the central level measures, as the actual practical implementation should take place in the municipalities and regions mostly affected by labour migration or with high migration propensity. The remaining challenge is the identification

of the regions and municipalities primarily affected by labour migration and the description of its key categories and forms.

- There is a need to inquire into the widespread assumption that the *labour mobility within Serbia is low*, underlying the insufficient level of flexibility of the labour market. The calls to make the labour market more flexible contradict with the overall policy of the Government towards decreasing the internal migration of the population within the country. This again points out to the need to study the issue of internal labour mobility in more detail, stressing the importance of searching for reliable data sources and indicators traceable across regions and time.
- Labour migration strategy should foresee *capacity building* of the federal and local level institutions, both in implementing labour migration related measures as well as in streamlining labour migration into other state programmes. The most affected locations should be given priority in receiving trainings and technical assistance, as to how to 1) best outreach to the target groups, 2) carry out effective counselling and identify most urgent needs, 3) find the best suitable solution for each client. The councils in the local structures should be knowledgeable about a whole range of issues, including 1) existing training and vocational opportunities (within the whole package of active labour market policies implemented in this locality), 2) existing vacancies and ways of finding the best employment option to a particular person, 3) legislative and regulative framework for employment abroad, 4) existing agreements and opportunities to work abroad, 5) counseling and advice on safeguarding procedures, such as risks associated with entrusting oneself to unknown mediators, the importance of a labour contract, legal procedures of going abroad (rules for entry, stay and so jour), existing schemes for utilizing remittances (possibilities of micro-financing and courses to start up own business).
- Taking into consideration large numbers of the potentially interested in receiving such support, the Government should consider the option of *outsourcing*, but designing more effective ways of cooperation with and control over private recruitment agencies (such as enforcements of the code of conduct, requirements to obtain special licenses, obligations after the migrant went abroad).
- There is a need to bear in mind the *long-term perspective* of labour migration measures and the time lag until the results start emerging.

The design of implementation measures to achieve the formulated priorities and goals will require financial resources, some of which are already allocated within the programmes related to the implementation of other strategies. However, there will be a need to allocate additional funds, especially if the decision is taken to pursue several active labour migration policy measures.

The EU integration process offers a possibility of applying for specialized pre-accession funds. In particular, the Instrument for Pre-accession Assistance (IPA) currently offers support to Serbia as a potential candidate country within its first two priority areas only – i.e. *transition and institution building*, and *cross-border cooperation*. Once Serbia becomes a candidate country, additional areas of support will become available, including *regional development*, *human resource development (HRD)* and *rural development*.

The fourth area – HRD – includes assistance in the following three areas, largely in line with the Europe 2020 strategies: attracting and retaining more people in employment, improving the adaptability and flexibility of workers and enterprises through education, strengthening social inclusion through integration of disadvantaged persons into the workforce. In other words, in the mid-term perspective it is expected that the Republic of Serbia will qualify for additional financial support from the European Union to implement policies in human capital development, which labour migration policy is a part of.

5.0. Statistical and Other Annexes

Table 3: Measures and Programmes Implemented in the Republic of Serbia

Policy Objectives	Measure/Programme	Target Groups	Responsible Agency and Financing	Timeframe
1. Brain Drain counteraction: Provide for high quality education and retain young specialists in the country	1.1. Scholarships for Studying in a Foreign University with a Condition of Return	Serbian school graduates Around 100 persons		
	1.2. Summer internships at private enterprises	Serbian youth studying abroad	Ministry of Diaspora	On-going
2. Attraction of Highly-Qualified Nationals from Abroad:	2.1. Support with accommodation to returning highly-qualified (scientists)	Researchers and academics of Serbian origin currently residing abroad	Ministry of Science and Technology, in support of their draft strategy	In planning
	2.2. Salary subsidies	Same as in 错误!未找到引用源。	Ministry of Science and Technology	In planning
	2.3. Voluntary registration of highly-qualified specialists residing abroad on the Ministry of Diaspora's web-portal	Same as in 错误!未找到引用源。	Ministry of Diaspora	On-going
	2.4. Support to economic and business ties with highly qualified <ul style="list-style-type: none"> • MoU signed between MoF and OSSP (19.08.2010) Business Council of Diaspora-participation of MoF <ul style="list-style-type: none"> • "Congress of the world's 	Academic and business diaspora	Ministry of Foreign Affairs. State budget and donor funds	<ul style="list-style-type: none"> • 2010-2012
			Line ministries-	<ul style="list-style-type: none"> • August 2010,

Policy Objectives	Measure/Programme	Target Groups	Responsible Agency and Financing	Timeframe
	brains”		Government of RS, Serbian Academy of Sciences, University of Belgrade, since 2010-2012. State budget and donor funds	Belgrade
3. Maximizing Diaspora’s Developmental Potential	3.1. Supporting ties with Serbian citizens residing abroad “Get to know Serbia”-programme Serbian language courses		Association of Serbian students, Ministry of Education, Serbian Orthodox Church State budget	
	3.2. Possibility of investing in municipalities and cities in Serbia; DVD 193 projects		Local self-Government Office for Diaspora. State Budget	
	3.3. Better management of remittances (transfer, investment)	International conference on remittances of Serbian Diaspora	Commercial banks. State Budget.	
4. Labour Market Inclusion and Employability Enhancement (active employment policy measures): Support the Disadvantaged Groups of the Population in Accessing Labour Market	4.1. Counselling on Available Support Measures and Programmes, including active employment policy measures within the NAP for Employment 2010	All disadvantaged groups of the population, including returnees, potential migrants, IDPs and refugees, the Roma	<ul style="list-style-type: none"> • Local Councils, YEM Programme (UN agencies and the Government) • MoERD, Commissariat for Refugees, MOI, NES (Budget RS) 	<ul style="list-style-type: none"> • 2009-2011 • 2005-2010
	4.2. Removing legal barriers, such as lack of documentation (passport, residence status, birth	Returnees	Police local branches Swiss agency for development and cooperation (SDC),	On-going

Policy Objectives	Measure/Programme	Target Groups	Responsible Agency and Financing	Timeframe
	certificate) Strategy for reintegration of returnees <ul style="list-style-type: none"> • providing primary and urgent care • improving the situation of returnees and their reintegration into society by dissemination of information and by capacity development of institutions /staff who are working with refugees • providing assistance in obtaining personal documents 		European perspective	
	4.3. Entrepreneurial Skills Development <ul style="list-style-type: none"> • Subsidy for self-employment 	Unemployed population, including vulnerable groups	<ul style="list-style-type: none"> • NES, Development Fund 	<ul style="list-style-type: none"> • On-going
	<ul style="list-style-type: none"> • The Business Strategy Implementation (BSI) program for small- and medium-sized enterprises; • The Business Plan Development (BPD) program for training of adult entrepreneurs; • The Student Enterprise (SE) program for training students at upper secondary and university levels in how 	Young entrepreneurs	Business Innovation Programme Branch in Serbia http://www.bips.no/about.html Norway – not-for-profit private	From 1997 and on-going

Policy Objectives	Measure/Programme	Target Groups	Responsible Agency and Financing	Timeframe
	to start their own businesses.			
	<ul style="list-style-type: none"> Grants for self-employment 	20 Refugees and IDPs	Group 484, EU, IPA 2008	2011
	<ul style="list-style-type: none"> Specialized trainings 	200 beneficiaries	Group 484, Unicredit Foundation	Mid 2012
	4.4. Language courses	<p>Young returnees with poor knowledge of the Serbian language</p> <p>Roma children</p>	<p>Programme of additional education and training, Budget RS</p> <p>Office for Roma issues (with the assistance of Roma coordinators and other relevant institutions)</p> <p>State Budget</p>	On-going
	4.5. Support in Start-up Own Enterprises	<p>Start-up loans for beginners</p> <p>E.g. 22 February 2010, Call for start-up loans. Entrepreneurs, preferences for young persons up to 25 years of age</p>	<p>National Agency for Regional Development</p> <p>Fund for the Development of the Republic of Serbia (http://www.fondzarazvoj.gov.rs/)</p>	On-going
	<p>4.6. Comprehensive youth-specific approach</p> <p>NAP for Employment 2010 – Promotion of youth employment</p> <ul style="list-style-type: none"> Providing synergistic effects of different policies and establishing a unique youth employment policy Development of career guidance and counselling Increasing the employability of young people by gaining further knowledge and skills 		<p>MoERD</p> <p>MoE</p> <p>MoYS</p> <p>NES</p> <p>Unions</p> <p>Development Fund of RS</p> <p>Republic Agency for Development</p>	<p>Budget RS</p> <p>Project – Promotion of Youth Employment in Serbia – ILO (Government of Italy), Fund for an Open Society</p> <p>MDG YEM –</p>

Policy Objectives	Measure/Programme	Target Groups	Responsible Agency and Financing	Timeframe
	<ul style="list-style-type: none"> • Trainings for independent work • Encouraging employers to employ young people • Support to young entrepreneurs • Funding of active labour measures through YEF 			programme-MDG F (ILO,IOM,UNDP , UNICEF)
5. Matching Labour Supply and Demand in Serbia	5.1.Information sharing and counselling	Unemployed and inactive part of the population	National Employment Service	On-going
	5.2.Registration of available vacancies and unemployed	Employers and unemployed part of the population	National Employment Service	On-going
6. Regulating Employment of Serbian Citizens Abroad	6.1.Initiating and signing bi-lateral agreements and other frameworks with destination countries to regulate: <ul style="list-style-type: none"> - Decent employment conditions and standard contracts - Pension savings accumulation - Social and health insurance - Diploma, skills and qualifications recognition - Types of occupations and quotas 	Serbian nationals willing to work abroad	Ministry of Economy and Regional Development Ministry of Labour and Social Policy	On-going
	6.2.Providing counselling on potential employment opportunities abroad and related risks	Serbian nationals	National Employment Service	

Policy Objectives	Measure/Programme	Target Groups	Responsible Agency and Financing	Timeframe
	<ul style="list-style-type: none"> Educational workshops and informative workshops with aim to prevent irregular migration; in Belgrade and Pcinjski region 		<ul style="list-style-type: none"> Group 484. Nexus, Swedish Migration Board 	<ul style="list-style-type: none"> 2010-2011
7. Social Support	<p>7.1. Social inclusion National strategy for resolving the problems of refugees and IDPs</p> <ul style="list-style-type: none"> Reception and care improving the life conditions of IDPs integration of refugees, accommodation in collective centres solving of housing problems providing one-off financial assistance- LAP programmes-support to local self-government 	Returnees, refugees and IDPs	UNHCR, ASB, Intersos, HELP, DRC, Group 484, European perspective. EU Funds, UNHCR, USA Government, Government of Germany, budget	On-going
	<p>7.2. Establishment and operation of the office for readmission at Nikola Tesla airport, Belgrade</p> <p>7.3. Establishment and operation of Office for Roma issues. The office operates within MHMR (task creating conditions for social inclusion of Roma returnees)</p>	Roma and returnees, IDPs	Ministry of Minority and Human Rights. Commissariat for Refugees Ministry of Interior Ministry of Labour and Social Policy Ministry of Education Ministry for Kosovo and Metohija International and local	On-going

Policy Objectives	Measure/Programme	Target Groups	Responsible Agency and Financing	Timeframe
	<p>7.4. Roma Coordinators (social inclusion of Roma and Roma returnees)</p> <p>7.5. Participation in several projects dealing with problems of returnees and Roma in general</p>		NGOs. State Budget	
	<p>7.6. Promotion of social and economic integration of refugees and IDP:</p> <ul style="list-style-type: none"> • Financial and housing support • Economic and social support to refugees and IDPs; humanitarian, medical, financial, legal support • Support to two social entrepreneurs (employees refugees and IDPs): “Green and clean” company – cleaning services and “Bakino kovance” – traditional food products. Planning 2 employment projects in 2011/2012, funded by EC 	<p>Refugees and IDPs.</p> <ul style="list-style-type: none"> • (360 trainings, 20 self employment grants, 20 packages of construction material, 15 apartments - social housing in protected conditions) • Refugees and IDPs in refugee camps – end of the project 2012, 1000 beneficiaries • Refugees and IDPs 	<p>Group 484</p> <ul style="list-style-type: none"> • EU/IPA 2008 • Unicredit Foundation • EC 	<ul style="list-style-type: none"> • 2010-2011 • Mid 2012 • 2011-2012

Table 4: Citizens of The Republic of Serbia Working Abroad for a Foreign Employer or Working Independently, and Family Members Living with Them, by Country and Length of Work-Stay

	Years of work-stay abroad										Average length
	Total	Under 1 year	1-4	5-9	10-14	15-19	20-24	25-29	30 years and more	Unknown	
Total	414,839	20,027	69,617	74,953	78,982	28,822	26,991	22,831	39,838	52,778	12.9
Germany	102,799	3,750	15,572	16,928	17,088	5,797	6,689	7,127	16,759	13,089	15
Austria	87,844	3,091	9,048	13,027	22,387	7,501	6,830	7,064	9,229	9,667	14.6
Switzerland	65,751	2,006	8,416	12,117	15,793	7,632	6,243	2,703	2,408	8,433	12.4
France	27,040	952	3,211	3,081	3,576	2,314	2,756	2,714	5,365	3,071	17.6
Italy	20,428	2,235	6,594	5,482	3,137	677	539	216	173	1,375	6.8
USA	16,240	1,169	4,688	3,437	2,695	967	606	435	940	1,303	9.7
Sweden	14,049	602	1,704	2,230	3,013	1,035	912	779	1,761	2,013	14.4
Canada	10,908	612	2,506	4,152	1,623	370	228	229	324	864	8.6
Australia	7,490	291	1,313	1,541	1,378	548	465	314	804	836	12.9
Netherlands	6,280	303	1,852	1,225	936	266	292	261	526	619	10.7
Hungary	5,343	297	1,583	1,826	1,191	64	27	10	13	332	6.9
Russian Federation	5,178	918	1,509	1,751	529	77	27	9	11	347	5.4
United Kingdom	4,153	331	1,251	793	1,001	171	88	72	137	309	8.6
Other countries and unknown	41,336	3,470	10,370	7,363	4,635	1,403	1,289	898	1,388	10,520	8.5

Source: Census 2002, <http://webrzs.stat.gov.rs/axd/en/drugastrana.php?Sifra=0013&izbor=odel&tab=27>

Table 5: Demographic Situation and Projections in the Republic of Serbia and Selected Origin Countries, 1950-2050

Population (thousands), Medium variant, 1950-2050

Year	Kyrgyzstan	Mexico	Philippines	Serbia	Sri Lanka
1950	1,740	27,741	19,996	6,732	8,241
1955	1,902	32,257	23,224	7,217	8,983
1960	2,173	37,910	27,057	7,583	10,018
1965	2,573	44,429	31,570	7,889	11,192
1970	2,964	51,910	36,567	8,173	12,520
1975	3,299	60,430	42,038	8,536	13,790
1980	3,627	68,872	48,112	8,946	15,060
1985	4,013	75,765	55,032	9,272	16,168
1990	4,395	83,404	62,427	9,569	17,290
1995	4,592	91,650	69,965	10,204	18,233
2000	4,955	99,531	77,689	10,134	18,767
2005	5,221	105,330	85,496	9,856	19,531
2010	5,550	110,645	93,617	9,856	20,410
2015	5,877	115,528	101,734	9,828	21,167
2020	6,159	119,682	109,683	9,783	21,713
2025	6,378	123,366	117,270	9,720	22,033
2030	6,543	126,457	124,384	9,644	22,194
2035	6,684	128,695	130,909	9,557	22,248
2040	6,795	129,879	136,754	9,454	22,186
2045	6,864	129,955	141,871	9,331	22,009
2050	6,882	128,964	146,156	9,193	21,705

Source: Population Division of the Department of Economic and Social Affairs of the United Nations Secretariat, World Population Prospects: The 2008 Revision, <http://esa.un.org/unpp>, Monday, October 11, 2010; 8:55:09 AM.

Table 6: Remittances in the Republic of Serbia and other Eastern and Central European Countries, 2001-2010

Remittances Inflows (US\$ million)	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010e	Remittances as a share of GDP, 2009 (%)
Tajikistan	..	79	146	252	467	1,019	1,691	2,544	1,748	2,065	35.1%
Moldova	243	324	487	705	920	1,182	1,498	1,897	1,211	1,316	23.1%
Kyrgyz Republic	11	37	78	189	322	481	715	1,232	882	1,037	15.4%
B&H	1,525	1,526	1,749	2,072	2,043	2,157	2,700	2,735	2,167	2,228	12.7%
Serbia	1,698	2,089	2,661	4,129	4,650	4,703	5,377	5,538	5,406	5,580	12.6%
Albania	699	734	889	1,161	1,290	1,359	1,468	1,495	1,317	1,285	10.9%
Armenia	94	131	168	435	498	658	846	1,062	769	824	9.0%
Georgia	181	230	236	303	346	485	695	732	714	824	6.4%
Macedonia, FYR	73	106	174	213	227	267	345	407	401	414	4.5%
Romania	116	143	124	132	4,733	6,718	8,542	9,381	4,928	4,517	4.4%
Bulgaria	826	1,177	1,718	1,723	1,613	1,716	1,694	1,874	1,558	1,602	3.3%
Azerbaijan	104	182	171	228	693	813	1,287	1,554	1,274	1,472	3.0%
Lithuania	79	109	115	324	534	994	1,433	1,460	1,168	1,210	2.9%
Croatia	747	885	1,085	1,222	1,222	1,234	1,394	1,602	1,476	1,545	2.4%
Latvia	112	138	173	229	381	482	552	601	599	643	2.2%
Poland	1,563	1,685	2,284	4,728	6,482	8,496	10,496	10,447	8,816	9,080	2.0%
Ukraine	141	209	330	411	595	829	4,503	5,769	5,073	5,289	2.0%
Belarus	149	140	222	257	255	340	354	443	352	387	0.6%
Russian Federation	1,403	1,359	1,453	2,495	3,012	3,344	4,713	6,033	5,359	5,590	0.5%
Kazakhstan	171	205	148	166	178	186	223	192	124	131	0.1%

Source: World Bank staff estimates based on the International Monetary Fund's Balance of Payments Statistics Yearbook 2008.

Table 7: Economic Development Indicators and Projections in the Republic of Serbia: GDP, Inflation, Population and Current Account Balance

Subject Descriptor	Units	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	Estimates Start After	
GDP, current prices, billions	U.S. dollars	8,661	11,433	15,099	19,671	23,712	25,234	29,332	39,389	48,834	42,967	38,921	41,307	47,682	52,136	57,078	61,688	2009	
GDP per capita, current prices, units	U.S. dollars	1,152	1,524	2,013	2,630	3,177	3,391	3,958	5,336	6,616	5,821	5,262	5,574	6,421	7,007	7,656	8,257	2002	
Gross domestic product, constant prices	Percent change	5.25	5.58	3.88	2.42	8.54	5.37	5.21	6.90	5.52	-3.00	1.53	3.00	5.00	5.50	5.50	5.00	2009	
Inflation, average consumer prices	Percent change	70.00	91.80	19.50	11.70	10.10	17.27	12.67	6.50	12.43	8.11	4.65	4.36	4.25	4.00	4.00	4.00	2009	
Population, millions	Persons	7.516	7.503	7.5	7.481	7.463	7.441	7.412	7.382	7.382	7.382	7.396	7.411	7.426	7.441	7.456	7.471	2002	
Current account balance, billions	U.S. dollars	-	0.153	-0.285	-1.247	-1.42	-2.871	-2.194	-2.986	-6.287	-8.646	-2.881	-3.743	-3.865	-3.164	-2.912	-3.246	-3.4	2009
Current account balance	Percent of GDP	-1.77	-2.49	-8.26	-7.22	-12.11	-8.69	-10.18	-15.96	-17.71	-6.71	-9.62	-9.36	-6.64	-5.59	-5.69	-5.51	2009	

Source: International Monetary Fund, World Economic Outlook Database, October 2010

Table 8: Refugees, asylum-seekers, internally displaced persons (IDPs), returnees (refugees and IDPs), stateless persons, and others of concern to UNHCR by country/territory of asylum, end-2009

Country/territory of asylum ¹	Refugees ²	People in refugee-like situations ³	Total refugees and people in refugee-like situations	Of whom assisted by UNHCR	Asylum-seekers (pending cases) ⁴	Returned refugees ⁵	IDPs protected/assisted by UNHCR, incl. people in IDP-like situations ⁶	Returned IDPs ⁷	Stateless persons ⁸	Various ⁹	Total population of concern
Serbia	86,351	-	86,351	86,351	30	2,705	224,881	871	16,700	386	331,924

Source: UNHCR, *Global Trends 2009*.

Notes

The data are generally provided by Governments, based on their own definitions and methods of data collection.

A dash (-) indicates that the value is zero, not available or not applicable.

1 Country or territory of asylum or residence.

2 Persons recognized as refugees under the 1951 UN Convention/1967 Protocol, the 1969 OAU Convention, in accordance with the UNHCR Statute, persons granted a complementary form of protection and those granted temporary protection. In the absence of Government figures, UNHCR has estimated the refugee population in 24 industrialized countries based on 10 years of individual refugee recognition.

3 This category is descriptive in nature and includes groups of persons who are outside their country or territory of origin and who face protection risks similar to those of refugees, but for whom refugee status has, for practical or other reasons, not been ascertained.

4 Persons whose application for asylum or refugee status is pending at any stage in the asylum procedure.

5 Refugees who have returned to their place of origin during the calendar year. Source: country of origin and asylum.

6 Persons who are displaced within their country and to whom UNHCR extends protection and/or assistance. It also includes people in IDP-like situations. This category is descriptive in nature and includes groups of persons who are inside their country of nationality or habitual residence and who face protection risks similar to those of IDPs but who, for practical or other reasons, could not be reported as such.

7 IDPs protected/assisted by UNHCR who have returned to their place of origin during the calendar year.

8 Refers to persons who are not considered nationals by any State under the operation of its laws. See table 7 for footnotes.

9 Refers to individuals who do not necessarily fall directly into any of the other groups but to whom UNHCR may extend its protection and/or assistance services. These activities might be based on humanitarian or other special grounds.

Table 9: Refugee Stock Originating from Serbia

	-Refugee Population -> Refugees Total -> Originating from -> World -> Refugees Originating from -> Serbia															
	(Periodicity: Year, Applied Time Period: from 1990 to 2009)															
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Albania	3,000	4,018	4,024	24	22,324	3,918	507	278	6	10	33	40	40	51	47	48
Argentina	1				11	14		1	2	9	9	9	9	9	20	18
Australia			18,452	18,362	18,020	15,574	12,046	10,225	9,827	7,250	5,366	3,826	2,432	266	241	191
Austria					705	5,237	3,931	4,099	4,138	4,265	4,715	5,091	5,485	5,783	6,218	3,473
Belgium			1,815	1,815	811	1,305	891	977	1,293	1,750	1,872	1,889	1,606	1,320	1,172	1,059
Bolivia	1	1	1											1	1	1
Bosnia and Herzegovina					10,000	26,054	13,260	9,100	5,999	3,033	2,991	3,098	3,032	187	170	174
Botswana				1												
Brazil		28	44	44	49	52	61	64	66	66	64	78	69	70	70	77
Bulgaria	156	259	81	12	15	105	110	119	118	118	389	118	118	118	118	118
Canada	1,552	1,953	2,315	2,709	2,899		6,632	7,990	7,494	7,020	6,472	2,129	546	1,159	1,006	763
Chile	17	1	1	1	1	28	28	7	6	11	11	12	12	12	12	
Colombia		9	9	9	9	9	10	10	9	8	7	7	7	7	7	7
Croatia		5,103	6,736	523	368	3,414	1,543	1,396	679	455	458	382	339	305	297	264
Cyprus					2	7	7	6	14	20	40	40	40	40	47	47
Czech Republic				55	55	55	61	65	66	73	69	74	64	58	56	57
Denmark	193	750	2,912	2,968	3,335	3,807	4,327	2,034	4,470	4,672	4,876	4,771	3,075	3,030	2,936	2,466
Dominican Republic							1									
Ecuador		4	4	4	4	4	4							14	14	14
Egypt	30	25	21	21				15	15	15	15	8	8	8	8	8
Finland					2,933	3,307	3,559	3,828	2,836	1,238	1,265	1,296	1,321	1,133	1,064	800
France	15,000	5,208	5,264	5,360	5,558	5,886	3,791	3,915	5,589	5,642	6,292	6,988	7,334	7,848	8,395	9,437
Germany							0	0	183,170	168,980	142,681	99,789	75,211	91,616	98,787	123,700
Greece	38	21	13	13				11	35	35	32	32	30	28	12	11
Hungary	912	8,553	4,706	3,243	486		2,344	1,982	1,976	1,989	2,251	2,388	2,359	2,329	2,143	702
Iceland		32	62	83	112	166	169	155	145	169	169	157	157	7	1	3
India	4	5	5	2	2	8	5	4	4	1	1	1				
Indonesia																
Ireland							111	200	273	295	336	368	376	352	355	324
Israel						1										
Italy	57	27,873	21,864	22,602	173	4,123	1,101	1,942	2,227	2,230	2,302	2,475	2,721	4,304	4,244	3,530
Japan							0									

-Refugee Population -> Refugees Total -> Originating from -> World -> Refugees Originating from -> Serbia																
(Periodicity: Year, Applied Time Period: from 1990 to 2009)																
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Liechtenstein								7	21	36	36	37	252	256	62	62
Lithuania								0								
Luxembourg							0	0				0	0		0	0
Malaysia						4	4	4	0							
Malta	59	106	79	65	90	98	78	24	24	25	41	42	42	42	17	2
Mexico	5			1	1	5	9	9	8	7	5	5	5	2	2	2
Montenegro															16,210	16,197
Morocco							9	9	9	9	9					
Netherlands	4,771	5,401	6,093	6,603	6,766		7,493	7,960	8,133	4,513	3,748	3,236	2,634	2,149	1,991	1,723
New Zealand			1	4	4		388	387	384	384	1	5	5	5	5	5
Norway				1,126	1,312	10,414	6,034	7,626	3,781	3,884	3,527	3,438	3,431	3,474	3,473	3,203
Pakistan						2	2	0								
Panama											1	2	2	2		
Peru	179	30	57	180	115	123	122	124	124	122	113	110	108	104	103	105
Philippines		2														
Poland				12	12	14	19	23	23	23	16	16	13	11	11	9
Portugal			1	1	1		1	1	1	1	2	1	2	2	2	2
Republic of Moldova													0		0	
Romania					7	12	379	382	386	387	390	390	390	390	393	20
Slovakia				23	27	28	29	30	33	34	16	23	23	21	16	15
Slovenia				497	1	1,258	10	19	20	37	46	64	68	74	76	89
South Africa	32						25	27	29	34	34	34	34	34	34	34
Spain	13	16	16	17	17	35	51	81	88	88	80	81	81	77	73	55
Sri Lanka	4															
Sweden	21,492	22,188	22,463	25,358	26,471	29,248	27,514	27,965	28,727	27,897	11,844	11,953	12,000	9,589	8,692	8,852
Switzerland	4,883	710	1,358	7,038	3,006	4,481	9,309	12,493	12,001	11,249	10,956	10,586	9,827	8,315	7,397	6,491
Syrian Arab Republic					3	5	3	1	1	1	1	1	1	1	1	0
The former Yugoslav Republic of Macedonia					900	21,000	8,878	4,307	2,765	167	979	1,249	1,218	1,142	1,152	1,064
Tunisia		1	1	1	1	1	0									
Turkey		40	40			384	286	275	275	213	213	44	44	44	0	
Uganda							4	0								

-Refugee Population -> Refugees Total -> Originating from -> World -> Refugees Originating from -> Serbia																
(Periodicity: Year, Applied Time Period: from 1990 to 2009)																
	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Ukraine						22	8	4	2	2	2	4	4	4	3	3
United Kingdom of Great Britain and Northern Ireland							15,440	17,725	19,875	21,301	20,527	19,717	18,331	16,237	15,242	8,009
United States of America	1,295	2,320	3,810	5,925	6,935		15,440	17,725	19,875	21,301	20,527	19,717	18,331	16,237	15,242	8,009
Uruguay	1															
Uzbekistan						0	0	5	5	0						
Various								0	0		0	0				
Venezuela	6	5	5	5	3	5	5	5	5	5	5	5	5	5	5	5
Zimbabwe		13	20	19	74	74	6	13	13	13	60					
Total	54,976	86,120	103,967	106,654	115,292	156,033	146,748	144,231	323,335	296,632	237,032	189,989	174,027	165,572	185,432	195,167

Source: UNHCR Population Database.

Table 10: Migrant Categories of Serbian Citizens Recorded in Europe in 2008-2009

	2008	2009
Refused entry	5795	3675
Illegally present	14400	9780
Ordered to leave	12910	9560
Returned	8210	5855
Applied for Asylum	14137	18733
Family permits	11259	8484
Work-related permits	12779	4830
Immigration	29688	n/a
Naturalization	29358	n/a

Source: Asylum data taken from UNHCR Global Trends in 2009, otherwise - from Eurostat database

Table 11: Persons Obtaining Legal Permanent Resident Status in US during Fiscal Years 2008 and 2009, by Region/Country of Birth and Selected Characteristics
Region/Country: Serbia and Montenegro

Characteristic	2008			2009		
	Total	Male	Female	Total	Male	Female
Total	3,255	1,646	1,609	3,166	1,557	1,609
New arrivals	1,107	488	619	1,223	523	700
Adjustments of status	2,148	1,158	990	1,943	1,034	909
Age						
Under 18 years	340	159	181	303	159	144
18 to 24 years	440	186	254	457	191	266
25 to 34 years	1,060	574	486	1,196	645	551
35 to 44 years	597	342	255	488	251	237
45 to 54 years	341	171	170	269	128	141
55 to 64 years	273	124	149	270	106	164
65 years and over	204	90	114	183	77	106
Unknown	-	-	-	-	-	-
Marital status						
Single	907	550	357	766	470	296
Married	2,135	1,039	1,096	2,193	1,045	1,148
Other	182	37	145	192	35	157
Unknown	31	20	11	15	7	8
Occupation						
Management, professional, and related occupations	433	286	147	359	214	145
Service occupations	203	139	64	192	130	62
Sales and office occupations	63	23	40	83	26	57
Farming, fishing, and forestry occupations	11	8	3	16	D	D
Construction, extraction, maintenance and repair occupations	49	49	-	48	D	D

Production, transportation, and material moving occupations	109	97	12	80	D	D
Military	-	-	-	-	-	-
No occupation/not working outside home	1,160	424	736	1,121	412	709
Homemakers	279	5	274	277	5	272
Students or children	516	245	271	451	226	225
Retirees	43	14	29	41	21	20
Unemployed	322	160	162	352	160	192
Unknown	1,227	620	607	1,267	642	625
Broad class of admission						
Family-sponsored preferences	115	68	47	132	66	66
Employment-based preferences	432	224	208	255	126	129
Immediate relatives of U.S. citizens	1,416	609	807	1,782	790	992
Diversity	302	167	135	297	161	136
Refugees and asylees	969	566	403	684	405	279
Other	21	12	9	16	9	7

D Data withheld to limit disclosure.

- Represents zero.

Source: U.S. Department of Homeland Security

Table 12: Tertiary Students in OECD Countries, 2004-2008

Programme orientation	900000: All educational programmes														
Gender	90: Total males+females														
Country of origin	891: Yugoslavia, Fed. Republic ¹¹														
Year	2004			2005			2006			2007			2008		
Foreign or international category	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country
Country															
Australia	0	44	0	0	28	0	0	31	0	0	34	0	0	35	..
Austria	1095	0	0	1032	0	0	1159	0	0	1303	0	0	1497	0	..
Belgium	105	0	0	73	22	0	84	17	0	103	24	0	103	1	..
Canada	470	55	0	0	0	0	456	72	0	375	99	0	391.97	74.13	..
Chile	..	..	..	1	0	0	0	0	0	1	0	0	1	1	..
Czech Republic	76	0	0	82	0	0	93	0	0	107	0	0	127	0	..
Denmark	19	2	0	8	3	0	15	4	0	20	4	0	21	5	..
Finland	23	0	0	37	0	0	31	0	0	40	0	0	12	0	..
France	489	0	0	487	0	0	518	0	0	539	0	0	479	0	..
Germany	3747	0	1176	2769.21	0	656	3327.48	0	1050	3033.1	0	974	2177.47	606	..
Greece	66	0	0	68	0	0	152	0	0	110	0	0	123	0	..
Hungary	1095	0	0	1132	0	0	1163	0	0	1223	0	0	1310	0	..
Iceland	7	0	0	8	0	0	9	0	0	8	0	5	4	3	..
Ireland	0	0	0	0	0	0	0	0	6	0	0	0	0	0	..

¹¹ As was mentioned earlier in the text, coding the country name for the Republic of Serbia varies in different databases. In the OECD, code 891 is the only available approximation for the citizens of the Republic of Serbia.

Programme orientation	900000: All educational programmes														
Gender	90: Total males+females														
Country of origin	891: Yugoslavia, Fed. Republic ¹¹														
Year	2004			2005			2006			2007			2008		
Foreign or international category	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country
Israel	..	..	..	0	0	0	0	0	0	0	0	0	0	0	0
Italy	712	0	0	752	0	0	1014	0	0	1154	0	0	209	0	..
Japan	12	0	0	16	0	0	19	0	0	20	0	0	23	0	..
Korea	0	0	0	2	0	0	1	0	0	1	0	0	3	0	..
Luxembourg	0	0	0	0	0	0	16	0	0	0	0	0	26	0	..
Mexico	0	0	0	0	0	0	0	0	0	0	0	0	0	0	..
Netherlands	0	0	0	22	13	0	40	16	0	66	16	0	48	17	..
New Zealand	3	3	0	2	2	0	3.82	3.82	0	0	0	0	18.3	5	..
Norway	105	0	0	0	0	0	0	0	0	0	0	0	28	0	..
Poland	33	0	0	38	0	0	35	0	0	34	0	0	32	0	..
Portugal	32	0	0	10	0	0	10	0	0	21	0	0	15	9	..
Slovak Republic	216	212	0	197	193	0	208	198	0	208	205	0	225	219	..
Slovenia	..	..	..	121	111	201	140	115	214	124	90	186	131	110	..
Spain	112	14	0	111	28	0	64	16	0	79	5	0	17	3	..
Sweden	185	16	0	181	12	0	188	2	0	0	0	0	24	21	..
Switzerland	675	0	244	670	0	238	692	0	245	760	0	271	870	278	..
Turkey	0	0	0	188	0	0	225	0	0	239	0	0	242	0	..
United Kingdom	930	351	0	958	347	0	901	330	0	821	338	0	271	124	..

Programme orientation	900000: All educational programmes														
Gender	90: Total males+females														
Country of origin	891: Yugoslavia, Fed. Republic ¹¹														
Year	2004			2005			2006			2007			2008		
Foreign or international category	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country	20: Non-citizen students of reporting country	10: Non-resident students of reporting country	30: Students with prior education outside the reporting country
United States	0	0	0	0	444.94	0	0	1077.95	0	0	1157.02	0	0	1194.27	..
Total	10207	697	1420	8965.21	1203.94	1095	10564.3	1882.77	1515	10389.1	1972.02	1436	8428.74	2705.4	0

Source: OECD

Table 13: Employment-related Permits Issued by Major Destination Countries and Regions to Citizens of Serbia (and Montenegro) in 2008

Country	2008	%
Montenegro ¹	24443	36.8%
Slovenia ¹	22624	34.0%
Russian Federation ³	9822	14.8%
EU (without Bulgaria and Slovenia) ²	7569	11.4%
Bosnia and Herzegovina ¹	1109	1.7%
USA ⁴	432	0.7%
Croatia ¹	349	0.5%
Bulgaria ¹	77	0.1%
Total	66425	100.0%

Sources: 1 - CPESSEC, data for issued work permits to citizens of Serbia only, 2 - Eurostat, data for issued first time permits for remunerated activities to citizens of Serbia only, 3 - data on issued work permits through natural and legal persons to citizens of Serbia and Montenegro, 4 - US Homeland Security Department, data on number of persons obtaining legal permanent residence status on employment-related basis, for citizens of Serbia and Montenegro

Table 14: Immigration Flows, Long-term Residence and Usual Residence of Serbian Citizens in EU, Switzerland and Norway, 2008-2009

GEO/TIME	Immigration Flows				Long-term residents		Usual Population (stocks)			
	2006	2007	2008	2009	2008	2009	2008	2007	2009	2008
	Total									
Belgium	:	:	:	26	13	:	684	:	:	9317
Bulgaria	:	0	2	5	4	2	410	:	728	679
Czech Republic	315	719	297	457	376	929	3774	57	1708	1437
Denmark	66	170	79			354	249	72		
Germany	3745	10630	11556	132	66	146428	99427	36770	312926	348202
Estonia	1	0	0	4	4	:	:	:	17	10
Ireland	:	:	0	13	4	0	:	:	375	73
Greece	:	397	:	6	2	:	:	:	1286	340
Spain	385	364	269	34	6	2953	3079	3155	3566	3339
France	20	:	:	52	9	:	:	:	36470	38124
Italy	:	:	5581	:	177	0	:	:	70587	88324
Cyprus	0	19	54	6	2	:	:	:	135	1533
Latvia	1	1	4	0	0	9	7	12	7	11
Lithuania	3	8	2	2	2	:	28	16	11	11
Luxembourg (Grand-Duché)	0	142	48			:	:	:		
Hungary	524	3902	4094	283	300	6936	6385	12706	15438	16300
Malta	:	180	:	74	32	:	792	:	543	620
Netherlands	190	136	5	8	0	362	4790	5113	204	16
Austria	:	:	0	54047	53523	0	:	:	112287	118772
Poland	8	5	30	21	19	18	4	:	552	172
Portugal	0	:	:	0	0	287	380	:	250	288
Romania	:	:	:	189	166	391	360	358	1441	1437

GEO/TIME	Immigration Flows			Long-term residents		Usual Population (stocks)				
	2006	2007	2008	2009	2008	2009	2008	2007	2009	2008
	Total									
Slovenia	4447	6368	4362	2981	2318	7959	13782	10319	9791	15625
Slovakia	640	790	1295	33	27	2853	1418	740	3165	2886
Finland	29	219	219	0	0	816	515	45	1371	1591
Sweden	215	1895	1791	5	1	4170	2292	221	13575	14989
United Kingdom	:	:	:	:	:	:	:	:	:	:
Total	10589	25945	29688	58378	57051	174467	138376	69584	586433	664096

Source: Eurostat database

Table 15: Profiling Target Groups to be Addressed by a Labour Migration Policy in Serbia

Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
A: RETURN MIGRATION TO SERBIA					
Returning Serbian citizens	7.339, 14.229 (April 2010) ¹	N/A			
within readmission agreements	5.855 ² , 8.210 (in 2008) ^{2,3}	Germany (1390), Hungary (825), Austria (815), Slovenia (230), Sweden (1380), UK (205)	Highly vulnerable, especially if absent from the country for a long time. Needs: 1. Accommodation 2. Employment support 3. (Re)training 4. Language courses (for those born abroad and the young) 5. Secondary, higher education	Summarized within the Reintegration Strategy. Also a target group in Sustainable Development Strategy, Youth Strategy, Employment Strategy, Education Strategy	<i>Assumption for 2010-2020: the numbers will remain stable or increase</i> <i>Possible Measures:</i> Development of targeted programmes aimed at outreaching to returnees and providing them with a viable complex employment option and accommodation support
voluntarily through AVR programmes	Around 400 per year in 2009 and 2010 ⁴	Switzerland, Norway, France, UK, Belgium	Highly vulnerable Profile: single (45 %), male (75.5 %), of Roma ethnicity (61%), returning to Belgrade (15-20 %), Sandzak (10-15 %), Nis, illiterate (33 %), uncompleted elementary school (35%), elementary school (23 %), with no work experience (57 %)	Similar to those returning within readmission agreements and eligible for support within the Reintegration Strategy. Difference - AVR beneficiaries may receive reintegration support (initial accommodation, training, business start up BUT ONLY RARELY employment support)	<i>Assumption for 2010-2020: the trend will remain or intensify.</i> Ensuring synergy of EU and other country's programmes of return and reintegration and complementarities with the available support measures by Serbia
independently	N/A ⁵	N/A	Returning independently are less vulnerable as they return on their free	N/A	Assumption for 2010-2020: no radical changes expected

Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
repatriated refugees	2.705 ⁶ , from 1992 to 2009 - totally repatriated 1.022.352 ⁶	Austria (923), Germany (374), Hungary (266), FYROM (202), Switzerland (232)	will Vulnerable as most probably are returning after long absence from Serbia. Needs similar to those returning within readmission. Due to their former regular status in the countries of destination, repatriated refugees are expected to possess better knowledge of foreign languages and some work experience gained abroad. Need to find schemes to use the language skills and recognize the work experience abroad.	Not identified as a separate group yet. Indirectly – the Strategy for Refugees and Internally Displaced Persons.	Passive approach to monitor the trend in the future <i>Assumption for 2010-2010: the trend will grow as Serbia is increasingly considered a safe country of origin.</i> <i>Possible measures:</i> Consider this group within the bigger group of returnees requiring reintegration support and particularly employment, taking into consideration the developmental potential this group may have
returned IDPs	871 ⁶		Similar to repatriated refugees	Not identified as a separate group yet	Similar to repatriated refugees

B: REGULAR MIGRATION AND MOBILITY OF SERBIAN CITIZENS ABROAD

Serbian diaspora (citizens and non-citizens, residing abroad on a long-term basis)	Total stock - 3,5 million ⁷	FYROM (198.414), Croatia (201.631), Austria (350.000), Germany (568.240 in 2003), USA (172.874)	Diaspora's potential can become an important vehicle of Serbia's course on enhancing economic growth and integration with the world and EU	Draft Strategy on Diaspora	<i>Assumption for 2010-2020: the role of diaspora in Serbia's development is expected to rise.</i> <i>Possible measures:</i> Consider the role of diaspora in providing support to Serbian labour migrants while abroad
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Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
naturalized	29.358 (2008) ² , 240.189 (in total during 2002-2008) ²	Switzerland (10.272, in 2008), Germany (6.267, in 2008), France (3.374, in 2008), Austria (2.582, in 2008)	Similar to those of diaspora. Important to clarify the possibility of keeping the Serbian citizenship, while acquiring the new one	To be covered in the Strategy on Diaspora	Assumption for 2010-2020: the trend on naturalization will continue
Serbian citizens in regular status residing abroad	At least 586.433 (valid residence permits) ²	Germany (312.926), Austria (13.575), Italy (70.587), France (36.470), Sweden (13.575), Slovenia (9.791), Slovakia (3.165)	Similar to those of diaspora	To be covered in the Strategy on Diaspora	<i>Assumption for 2010-2020: the trend will grow, bearing in mind EU's current policy on better integration of migrants</i> Support social rights of citizens residing abroad through diplomatic missions, diaspora associations and development of bi-lateral and other forms of agreements with the destination countries

Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
Received work permits	<i>In EU and Norway:</i> At least 4.830 (first-time permits to perform remunerated activities) ² In 2008 - 12.779 ² In other countries: Montenegro (24.443 in 2008), B&H (1.109 in 2008) ¹² In Russian Federation: 7075 (2009) ¹³	<i>Montenegro, Slovenia, Russian Federation.</i> Germany (401), Italy (1118), Hungary (340), Slovenia (1522), Sweden (261). In 2008: Slovenia (22.624), Russian Federation (9822) ¹³	Citizens employed abroad are assumed to have good knowledge of foreign languages and acquire skills as well as send remittances. In the Russian Federation, almost 99 % work in legal entities, primarily in construction. Possible to single out four regions of priority: 1) Western Balkans, 2) Eastern Europe (RF, Belarus), 3) EU and 4) overseas.	Identified important role of remittances by the National Bank of Serbia (conference in April 2009). International framework: adopted and ratified conventions. Several bi-lateral agreements signed, in particular: Belarus (2009), Germany, France (youth mobility), Italy (Veneto region, 2006).	<i>Assumption for 2010-2020: the trend of Serbian citizens employed abroad will intensify, with the current policy of EU to encourage employment of foreigners.</i> Need to establish a policy framework towards encouraging formal money transfer as well as their investment and saving Need to intensify work on developing inter-state cooperation on labour mobility, in particular with the prime destination countries and EU (to maximize benefits from labour migration of Serbian citizens in EU) Consider option of a labour attaché, or provide training to consular officials to council labour migrations in prime destination countries
Received work permits as highly qualified	261 ²	Norway (77), Netherlands (52), Austria (30), UK (25)	High potential for the developmental agenda of Serbia, if returning back	Ministry of Science and Technology policy to attract highly-skilled	<i>Assumption for 2010-2020: the trend will increase, bearing in mind the Blue Card directive of EU.</i> Need to encourage return and closely monitor the trend, to avoid brain drain

Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
Received work permits as seasonal workers	569 ²	Italy (266), Slovenia (162), Norway (75), France (35), Sweden (31)	Need to ensure that employment rights and social rights are safeguarded and that the migrants return back to Serbia following the employment abroad	N/A	<i>Assumption for 2010-2020: The trend will grow</i> <i>Promote the temporary employment schemes of nationals' employment abroad</i>
Tertiary students	9.781 (OECD and non-member states, 2008) ⁸	In 2008: Germany (2.172), USA (1.193), Hungary (1.310), Switzerland (870), France (479), Canada (392)	Potential for implementing the policy of the Ministry of Science and Technology	Ministry of Science and Technology policy to attract highly-skilled	<i>Assumption for 2010-2020: the trend will remain or grow</i> Continue offering mechanisms for identifying employment opportunities in Serbia (specialized web-portals, internships, scholarships)
Refugees of Serbian citizenship residing abroad	195.167 ⁶	In 2009: Austria (3.473), Denmark (2.466), France (9.437), Germany (123.700), Italy (3.530), Montenegro (16.197), Norway (3.203), Sweden (8.852), Switzerland (6.491), UK (8.009),	Similar to repatriated refugees	N/A	Similar to repatriated refugees

Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
C: IRREGULAR MIGRATION OF SERBIAN CITIZENS ABROAD					
Serbian citizens refused entry at the EU border	3.675 ² , 5.795 (in 2008 ²)	Hungary (1730), Slovenia (825), Bulgaria (280), Romania (260), Germany (100)	Based on the data, migrants are primarily not allowed entry due to absence or relevant documents (passports, residence permits, re-entry bans) This group is vulnerable as most probably does not have perspectives in Serbia and should be targeted	Policy on Irregular Migration	<i>Assumption for 2010-2020: The trend will continue with the strengthening of European mechanisms of border crossing (SIS II and VIS)</i> Develop information campaign explaining the legal framework of migration and travelling and risks of non-compliance Develop mechanisms which would identify this potential group of migrants and offer alternatives in Serbia
Serbian citizens in irregular status abroad	At least 9.780 (EU, Switzerland and Norway) ²	Germany (2590 in 2009), Hungary (1900 in 2009), Sweden (1635 in 2009), Austria (1280 in 2009), Italy (835 in 2009)	Highly vulnerable and a potential group for readmission back to Serbia (hence, similar needs with readmitted)	Policy on Irregular Migration	<i>Assumption for 2010-2020: The trend will remain or increase as visa free regime may induce some persons to overstay visa</i> Information campaign among the population explaining the risks of non-compliance with the legislation in destination country

Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
D: ASYLUM SEEKING OF SERBIAN CITIZENS ABROAD					
Serbian citizens requesting asylum abroad	12.306 (pending cases at 2009 end) ¹¹ and 11.338 (applied in Jan-Jul 2010)	In 2010: France (3.022), Sweden (2.545), Germany (1.660), Belgium (1.289)	Bearing in mind the average recognition rate at 14 % ¹¹ , it is estimated that around 20.000 Serbian nationals may become potential returnees, joining the rows of other returnees and having similar needs	Reintegration strategy	<i>Assumption for 2010-2020: The trend will remain</i> Consider enhancing cooperation with main countries of destination to promote schemes of voluntary return uniting efforts of the two sides before and upon return (with potential involvement of IOM and other organizations implementing AVR programmes)
E: MIGRATION AND MOBILITY ON THE TERRITORY OF SERBIA					
Refugees residing in Serbia	86.403 ⁶	62.145 (Croatia), 24.154 (B&H)	Vulnerable and require state support on increasing employability as well as profiling	Employment strategy	<i>Assumption for 2010-2020: the trend on decreasing stock will continue</i> Continue considering this as a vulnerable group requiring further state support through Employment strategy, Youth strategy and other
Internally displaced persons residing in Serbia	224.881 ⁶	N/A	Similar to refugees in Serbia	Employment strategy	Similar to refugees in Serbia
Stateless persons	16.700 ¹¹	N/A	Key need on regularizing the status	N/A	<i>Assumption for 2010-2020: the stock will decrease</i> Consider providing long-term solutions (such as naturalization) Add as a target group to Employment strategy and others

Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
Foreigners residing in Serbia					
employed	2.459, 2.226 (2008), 1.721 (2007) ⁹	FYROM, B&H, Slovenia, Bulgaria, Romania, Russia (2008)	Around 70 % are male.	National Strategy on EU integration - establishing freedom of labour	<i>Assumption for 2010-2020: trend will intensify following the experience of other countries on the way to EU membership</i> Need to develop legislative and regulative framework in line with EU standards and acquis
unemployed	900, 811 (2008), 709 (2007) ¹⁰	Rumania (171), FYROM (149), Russian Federation (124), Ukraine (77), B&H (59), Montenegro (53)	Similar to unemployed citizens, though may be more vulnerable due to language and cultural differences	N/A	<i>Assumption for 2010-2020: trend will remain</i> Need to synergize with the EU policy towards better integration of foreigners. Study the situation of unemployed foreigners, profile needs and consider developing special programmes within the NES
Serbian citizens working away from their place of residence (both Serbian nationals in another municipality and foreigners)	Around 150.000 ¹	Requires further investigation	Requires further investigation	Strategy for Regional Development	<i>Assumption for 2010-2020: needs further studying</i>

Category	Estimated numbers (for 2009, if not otherwise stated in brackets)	Main countries of destination/origin (for 2009, if not otherwise stated in brackets)	Needs or Potential	Current policy framework	Possible future policy options
Serbian citizens changed their place of residence within Serbia	30.513 ¹	Beograd-Novi Beograd, Beograd-Palilula, Beograd-Zvezdara, Pančevo, Bač, Novi Sad - Grad, Požarevac, Niš-Mediana, Sombor, Niš-Pantelej	Requires further investigation	Strategy for Regional Development	<i>Assumption for 2010: needs further studying</i>

Sources:

- 1 Author's estimations based on the Labour force survey in the Republic of Serbia, April 2009 and April 2010
- 2 Eurostat database – data for EU, Norway and Switzerland
- 3 Additional source of data is Commissariat for Refugees and the Ministry of Interior
- 4 IOM Belgrade
- 5 Possible to deduce from immigration records of Ministry of Interior
- 6 UNHCR Population Database
- 7 Ministry of Diaspora estimations
- 8 OECD Database
- 9 Ministry of Economy and Regional Development of the Republic of Serbia
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- 11 UNHCR. Global Trends in 2009.
- 12 Centre of Public Employment Services of the Southeast European Countries <http://www.cpesec.org/cdocs/si2en.pdf>
- 13 FMS of Russia.

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