



REPUBLIC OF SERBIA
MINISTRY
OF LABOUR, EMPLOYMENT,
VETERAN AND SOCIAL
AFFAIRS

FAB project
Serbia/Belgrade research
report - challenges
regarding refugees on
labour market

Belgrade, November 2020

Contents

Summary.....	5
1. Introduction.....	8
2. Legal framework.....	8
3. Institutional framework.....	18
3.1. Institutional framework at the local level	22
4. National procedure for asylum seekers	23
5. Migration statistics in the Republic of Serbia	25
5.1. Migration statistics for 2018.....	25
5.2. Migration trends in the period 2013-2018.....	27
5.3. Attitudes of the general public towards migrant population in Serbia.....	35
6. Labour policy for asylum seekers and existing practice	37
6.1. The framework for obtaining of language competences	40
6.2. Information and counselling services available for migrant population.....	41
6.3. Skills development and vocational training.....	42
7. Field research related to labour market integration of asylum seekers.....	45
7.1. Field research results – asylum centres Bogovada, Banja Koviljaca and Zvecanska.....	46
7.1.1. Socio-demographic structure of the sample	46
7.1.2. Period of residence in the Republic of Serbia.....	48
7.1.3. Employment of respondents – previous and current.....	48
7.1.4. Language skills of respondents	52
7.1.5. Computer skills of respondents	55
7.1.6. Perceived barriers to enter Serbian labor market	56
7.1.7. Attendance to different educational and training programs	63
7.1.8. Channels of communication regarding employment	67
7.2. Field research results – asylum and reception centre Krnjaca.....	70
7.2.1. Socio-demographic structure of the sample	70
7.2.2. Period and purpose for residing in the Republic of Serbia	71
7.2.3. Employment of respondents – previous and current.....	72
7.2.4. Language skills of respondents.....	74
7.2.5. Computer skills of respondents	76
7.2.6. Perceived barriers to enter Serbian labor market	77
7.2.7. Attendance to different educational and training programs	79
7.2.8. Channels of communication regarding employment	81

7.3. Field research results – interviews with asylum centre coordinators	81
7.4. Field research results – potential employers.....	83
8. Conclusions and recommendations	85
References.....	91

Terms and definitions

Term	Definition
Foreigner	Any person who does not have the citizenship of the Republic of Serbia
Migrant	Any person who has left the country of origin and came to the Republic of Serbia, whether to seek for a residential status or as a way of transit to other countries.
Refugee	Any person who, due to a justified fear of persecution because of race, gender, language, religion, nationality, political beliefs or belonging to a particular social group, is unable or unwilling to return to country of origin because of this fear.
Asylum seeker	A foreigner who has applied for asylum, but the decision on his/her status has still not been made.
Asylum	The right to residence and protection, based on a decision by the competent authority.
Temporary protection	A form of protection granted by a decision of the Government of the Republic of Serbia in the case of a mass influx of displaced persons who cannot be returned to their country of origin.
Subsidiary protection	The form of protection granted to persons who would be, if returned to the country of origin or habitual residence, subjected to serious harm, and who are unable or unwilling to avail the protection of that country.

Summary

The Republic of Serbia has ratified numerous international agreements governing the status and rights of migrants which are part of the national legal order of International Covenant on Civil and Political Rights and its Optional Protocols, International Covenant on Economic, Social and Cultural Rights and its Optional Protocols, International Convention on the Elimination of All Forms of Racial Discrimination, The Convention on the Rights of the Child and its Optional Protocols, Recommendations of the International Labor Organization, European Convention on Human Rights.

Legislative framework for regulating the position of migrants and asylum seekers in Serbia presents Constitution of Republic of Serbia. The Constitution guarantees in principle to foreigners all the rights enjoyed by Serbian citizens (with the exception of the right to vote), Law on Foreigners which regulates the right of foreigners to enter, move and stay in the Republic of Serbia, Serbian Citizenship Law which regulates under what conditions the citizenship is acquired, Law on Asylum and Temporary Protection which regulates the principles and procedure for obtaining asylum protection, the scope, content and types of rights and obligations of asylums and asylum seekers, Law on Migration Management which defines the basic concepts of external and internal migration. Legislative framework that is indirectly relevant to the position of migrants and asylum seekers in Serbia are Criminal Code, Health Care Law, Law on Foundations of Educational System and Social Welfare Law. It relates to external and internal migration trends and seeks to establish and strengthen coordination among institutions in the migration management system, both for those acting at the policy-making level and those in charge with the operational level of implementation.

When it comes to strategies by sectors there are different strategies which are Strategy for combating illegal migration in the Republic of Serbia for the period 2018-2020, Integrated Border Management Strategy in the Republic of Serbia and Strategy for Combating Human Trafficking in the Republic of Serbia.

The **Ministry of the Interior** is responsible for the stay of foreigners, citizenship, residence of citizens, ID cards and travel documents, International assistance and other forms of international co-operation in the field of internal affairs (illegal migration; asylum; and second-instance administrative settlement based on refugee regulations). The Ministry of the Interior contains two relevant organizational units in Border Police Directorate: **The Asylum Office** and **Department for Foreigners**. Furthermore, the **Ministry of Education, Science and Technological Development** is responsible for supplementary education of children, nostrification and equivalence of public documents acquired abroad. The **Ministry of Health** is responsible for participating in the preparation and implementation of international compulsory social security agreements and health care of foreigners. The **Ministry of Labor, Employment, Veteran and Social Affairs** is responsible for implementation of anti-discrimination policy, provision of social protection systems, substantiation of rights and integration of refugees and displaced persons, returnees under readmission agreements, participating in the preparation, conclusion and implementation of international social security treaties. The **Commissariat for Refugees and Migration** is responsible for performing professional and other tasks related to care and integration of persons who have been granted refugee or asylum seeker status. Social Welfare centre, as a guardianship body, appoints a guardian to unaccompanied asylum seekers, points a guardian to persons completely or partially deprived of labour capacity who have no legal representative. The **National Employment Service** is responsible for issuing work permits, keeping

records of unemployed persons, mediation between the unemployed and employers, providing training and retraining programs for specific occupations.

Important instances at the local level are Commissioner for Refugees and Migration council. **Commissioner for Refugees** is person in charge of addressing the problems of caring for and meeting the general needs of refugees and displaced persons, co-operation with competent authorities to provide conditions for accommodation and nutrition of displaced and refugees co-operation with schools in the municipality to provide conditions for the education of displaced and refugees. When it comes to strategic framework at local level (focus on Belgrade) The **Migration Council** consists of Representatives of the executive body of the local self-government unit, Representatives of the centre for social work, Police department representatives, Representatives of the employment service, Commissioner and representative of the municipal administration.

In the records of the National Employment Service on 12/31/2018, 80.5% of 733 unemployed foreign nationals are **females**. In 2018. 20,634 persons have acquired citizenship of the Republic of Serbia, 4,142 foreigners were ordered to cancel their stay in the Republic of Serbia, 164 cases pronounced protective measure of foreigner removal from the territory of the Republic of Serbia (in 2017. there were 84 cases). In 2018. there were 8,410 expressed intentions for asylum in the Republic of Serbia, 7,485 men (5,319 adults and 2,166 minors), 925 women (631 adults and 294 minors), 700 unaccompanied minors, 341 persons, or 4.1% of the total number of persons applied for asylum. In 2018, the Asylum Office issued 17 decisions approving an asylum application (for 25 persons), 34 decisions rejecting asylum applications (for 45 persons), 128 conclusions on termination of proceedings (for 178 persons), and The Asylum Office granted subsidiary protection for 14 people.

National Employment Strategy 2011-2020 proposes the establishment and expansion of a network of migration service centres. A person who has been granted asylum shall be assisted in entering the labour market by assist in obtaining the necessary documents required to register with the National Employment Service and assist in initiating the procedure for recognizing foreign school documents. The most serious obstacle for applying is the payment of an administrative fee. The Law on Foreigners defines the obligation to ensure equal treatment of foreigners with respect conditions of employment such as earnings, release conditions, success to social rights. The provisions of the Law on Asylum and Temporary Protection prescribe equal rights to work of refugees granted the right to asylum and foreigners with residence in Serbia. Asylum seekers, as well as persons who have been granted asylum, are entitled to obligatory and free of charge pre-school and primary education, as well as free of charge (but not obligatory) secondary education. For persons with University degree there are additional 100 Serbian language lessons per school year. In 2017, the Ministry of Education, Science and Technological Development of Serbia issued Professional Instruction for Inclusion of Refugee/Asylum Seeking Students in the System of Education and Upbringing for the inclusion of all children (migrants and asylum seekers) in the education and upbringing system (knowledge tests are organized for children who do not hold certificates of prior education). The practice of the Republic of Serbia is uneven in relation to naturalization procedures, permanent residence, family reunification, lack of access to additional vocational training for specific professions, difficulties to master the language, inability to prove previous education and work experience. Most of the migrants do not have access to additional vocational training for certain professions, have difficulty mastering the language and cannot prove pre-acquired education and work experience.

The aim of the **primary research** is to determine the current degree of integration of asylum seekers and refugees, as well as their family members, into the social and economic environment of the host country. Emphasis is placed on identifying existing barriers to achieving greater integration of asylum seekers into the labour market, with a view to providing guidance on defining future activities to improve their socio-economic status. The methodological concept of the research is based on the analysis of data collected by conducting field research on samples of asylum seekers and migrants, as well as coordinators in the asylum centres. Specially designed questionnaires were used for this purpose. Collected data are both, quantitatively (by using statistical software SPSS) and qualitatively analysed and presented graphically and descriptively.

The aim of the **primary research** is to determine the current degree of integration of asylum seekers and refugees, as well as their family members, into the social and economic environment in Serbia, as the host country. The methodological concept of the research is based on the analysis of data collected by conducting field research on samples of asylum seekers and migrants, as well as coordinators in the asylum centres and employers. Collected data are quantitatively and qualitatively analysed by using statistical software SPSS. Three samples consisted of asylum seekers (asylum centres Bogovađa, Banja Koviljača and the Centre for Infant, Child and Youth Protection - Zvecanska in Belgrade) consisted of 54 respondents in total. The fourth sample consisted of 43 migrants from the reception centre in Krnjaca, on the territory of the city of Belgrade. The fifth sample consisted of four coordinators from these centres and the data obtained by interviewing this sample was only qualitatively analysed. The last sample consisted of 53 employers from Serbian market, mainly from the territory of the Belgrade Municipality (70%), but also from other districts.

1. Introduction

The purpose of the report is to provide insight into relevant data and insights on the situation, characteristics and challenges that migrant population faces regarding the integration in the labour market in the Republic of Serbia. The methodological concept of the report is based on the desktop research and analysis of secondary data and field research conducted on selected samples of respondents. The first phase of the research was realized by collecting and analysing available data concerning migrants and asylum seekers in the Republic of Serbia, which are obtained from available secondary data sources. The second phase consisted of field research aimed to provide a more detailed insight into the phenomenon under study, i.e. opportunities to enable asylum seekers, refugees and their families to integrate into the country's economic and social system.

The report consists of eight chapters. After introductory segment, in the second chapter, legal framework related to the position and rights of migrants, asylum seekers and granted asylums in Serbia is presented. The third chapter is dedicated to institutions that deal with different issues regarding migrants and asylum seekers, their status, procedures and exercise of rights. The fourth chapter deals with the procedure regarding granting asylum and permits to stay for asylum seekers in Serbia. Migration statistics in the Republic of Serbia for the period between 2013 and 2018 are presented in the chapter five. The area of employment of asylum seekers, as well as challenges and barriers, are subjects of the sixth chapter. The results of the field research are graphically and textually presented and analysed in the seventh chapter. Finally, concluding remarks, as well as recommendations, are given in the last, eighth chapter of the report.

2. Legal framework

The Republic of Serbia has ratified **numerous international treaties** governing the status and rights of migrants. In accordance with the Constitution of the Republic of Serbia, ratified international treaties are part of the national legal order. With regard to the rights established under international humanitarian law, migrants enjoy the rights guaranteed by: the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the International Convention on the Abolition of all forms of racial discrimination, the Convention on the Elimination of all Forms of Discrimination against Women, the Convention on the Rights of the Child, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of Persons with Disabilities and International Convention for the Protection of all Persons from Enforced Disappearance etc. There is also a special human rights treaty on the human rights of migrant workers. It is the International Convention for the Protection of the Rights of All Migrant Workers and their families.¹

The law of International Labour Organization (ILO) also covers extensive provisions relating to the establishment of migrant rights, again targeting especially migrant workers, such are: Employment Migration Convention (Revised) 1949, ILO Recommendation no. 86 relating to migration for employment purposes (revised) of 1949, Human Resources Development Convention and ILO Recommendation no. 151 relating to migrant workers (1975).²

¹ Toskovic, S. (2017). Human rights of migrants and refugees in the Republic of Serbia - with special reference to the right to work and the right to education. Belgrade: Belgrade Center for Human Rights.

² Ibid.

In Europe, the human rights of migrants are established primarily within the framework of **the European Convention for the Protection of Human Rights and Fundamental Freedoms**, which is known as European Convention on Human Rights, the European Social Charter and the Revised European Social Charter, which represent treaties within the Council of Europe system. There is a special Council of Europe treaty dedicated to protecting migrant workers: the European Convention on the Legal Status of Migrant Workers.³ The fundamental rights and freedoms of the European Convention that apply to all persons are: the right to life (Article 2), the prohibition of torture, inhuman and degrading treatment (Article 3), the prohibition of slavery and forced labour (Article 4), the right to liberty and security (Article 5), right to a fair trial (Article 6), punishment only on the basis of law (Article 7), right to respect for private and family life (Article 8), freedom of thought, conscience (Article 9), freedom of expression (Article 10), freedom of assembly and association (Article 11), right to marry (Article 12), right to an effective remedy (Article 13) and non-discrimination (Article 14). In addition to the European Convention, additional protocols have been adopted, some of which deal with procedural issues, while some increase the catalogue of guaranteed human rights by introducing new substantive provisions.⁴ The National Program for Acquisition of European Union's the *acquis Communautaire* is a detailed, multi-annual plan for harmonizing domestic regulations with EU regulations.⁵

Since the Republic of Serbia is a candidate country for accession to the European Union, it has an obligation to align its legislation with that of the EU. The focus of the negotiation process is on the conditions under which the candidate country will adopt and enforce the EU legislation, which are divided into 35 thematic chapters. For the issue of migrations in Serbia, there are four relevant chapters: **Free Movement of Workers** (Chapter no 2), **Social policy and Employment** (Chapter no 19), **The Judiciary and Fundamental Rights** (Chapter no 23) and **Justice, Freedom and Security** (Chapter no 24). Freedom of movement for workers is one of the fundamental freedoms guaranteed by European Union law. Every EU citizen has the right to move, reside and work in other Member States without discrimination on grounds of nationality. As regarding social policy and employment, the most important objectives of EU social policy are: achieving a unified and equitable access to basic social services, improving the social protection system, higher education of the workforce, high employment rates with special care for groups that are less present in the labour market, achieving secure and sustainable income as well as decent working conditions for women and men. Within the Judiciary and Fundamental Rights chapter, Serbia needs to implement numerous reforms and activities that have a direct impact on the everyday life of all citizens. The main objective of the implementation of all the activities recognized under Chapter 24 - Justice, Freedom and Security is to enable the free movement of persons while guaranteeing their security. Such a broad framework covers a range of issues - from managing the EU's external borders, through judicial cooperation in civil and criminal matters, to issues and areas in the fight against organized crime, migration and asylum issues.

³ Toskovic, S. (2017). Human rights of migrants and refugees in the Republic of Serbia - with special reference to the right to work and the right to education. Belgrade: Belgrade Center for Human Rights.

⁴ Krstic, I. (2012). Protection of the Rights of Migrants in the Republic of Serbia. International Organization for Migration - Mission to Serbia.

⁵ Ministry for European Integration, available at: <http://www.mei.gov.rs/srl/dokumenta/nacionalna-dokumenta/npaa>

At national level, the protection of the rights of migrants and especially vulnerable groups within the migrant population is guaranteed by the **Constitution of the Republic of Serbia**⁶. The Constitution contains several articles that are relevant to the field of migration management. Under the Constitution, foreign nationals are guaranteed all the rights enjoyed by nationals⁷ (with exception of electoral right and the right of the state to regulate the entry and stay of foreigners by law). Even though foreigners may be expelled from the state territory, the expulsion can occur only if the appropriate conditions are met: when the decision is taken by the competent authority, in the procedure prescribed by law, when the foreigner is guaranteed the right of appeal and when a foreigner is not persecuted because of his race, sex, religion, nationality, citizenship, belonging to a particular social group, political opinion and similar.

In the part of the Constitution dealing with human and minority rights and freedoms, there are several provisions that are relevant to different categories of migrants. The immediate implementation of the Constitution's guaranteed human and minority rights is envisaged⁸, as well as the prohibition of discrimination and the proclamation of equal protection before the law⁹. Any discrimination, direct or indirect, on any grounds whatsoever, and in particular on the basis of race, sex, nationality, social origin, birth, creed, political or other beliefs, wealth, culture, language, age and mental or physical disability, shall be prohibited. Nonetheless, the introduction of the so-called "positive measures" is not considered discrimination to achieve full equality of persons or groups of persons who are essentially in an unequal position with other citizens, which could be of great importance to certain groups of migrants.¹⁰

Human rights, which are guaranteed by the Constitution and particularly relevant to migrants, are: dignity and free development of individuals¹¹; right to life¹²; inviolability of physical and mental integrity¹³; prohibition of slavery, servitude and forced labour¹⁴; freedom and security¹⁵; the obligation of human treatment of a person deprived of liberty¹⁶; right to a fair trial¹⁷; legal certainty in criminal law¹⁸; right to citizenship¹⁹; freedom of movement²⁰; freedom of thought, conscience and religion²¹;

⁶ Constitution of the Republic of Serbia, "Official Gazette of RS", no. 98/2006

⁷ Constitution of the Republic of Serbia, "Official Gazette of RS", no. 98/2006, Article 17

⁸ Constitution of the Republic of Serbia, "Official Gazette of RS", no. 98/2006, Article 18

⁹ Ibid, Article 21

¹⁰ Ibid, Article 21

¹¹ Constitution of the Republic of Serbia, Article 23

¹² Ibid, Article 24

¹³ Ibid, Article 25

¹⁴ Ibid, Article 26

¹⁵ Ibid, Article 27

¹⁶ Ibid, Article 28

¹⁷ Ibid, Article 32

¹⁸ Ibid, Article 34

¹⁹ Ibid, Article 38

²⁰ Ibid, Article 39

²¹ Ibid, Article 43

prohibition of inciting racial, ethnic and religious hatred²²; right to asylum²³; health care²⁴; social protection²⁵; education²⁶.

The Constitution guarantees proprietary right to foreigners (to foreign natural and legal persons the ownership of real estate), in accordance with the law or international contract explicitly referred to by the Constitution²⁷. In addition to property on real estate, foreigners are also guaranteed the right to a concession that they can acquire on natural resources and on goods of general interest by the Constitution²⁸. The Constitution of the Republic of Serbia guarantees asylum to a foreign citizen who has a justified fear of persecution because of his race, gender, language, religion, nationality or affiliation with a group or because of his political beliefs²⁹.

All these constitutionally guaranteed rights in the human rights corps are directly applicable³⁰, which means that the court and any other body can invoke a constitutional norm directly, whether or not there is a law governing the proclaimed rights more closely. Also, It is particularly important that the Constitution explicitly guarantees the rights that citizens already enjoy, which means that the state cannot abolish these rights, nor the extent of their enjoyment even though it can only restrict individual rights if prescribed by law³¹.

Among other things, the Constitution also states that any person who has been violated or denied a human constitutional right has the right to judicial protection and to the removal of the consequences of such an act³². In this case, the basis for interpreting human rights provisions is the current international human rights standards and the practice of international institutions that monitor their implementation. This primarily refers to the jurisprudence of the European Court of Human Rights and the practice of the UN Committee.³³

The conditions for entry, movement and stay of foreign nationals in the Republic of Serbia and the jurisdiction and activities of the state administration bodies in relation to these issues are regulated by the Law on Foreigners. The **Law on Foreigners**³⁴ regulates the right of foreigners to enter, move and stay in the Republic of Serbia and the functioning of state administration bodies. By this law, migrant's entry is categorized as illegal if it occurred outside the place or time designated for crossing the border; by avoiding border control; by using someone else's, invalid or false documents; by giving false information to the police, as well as entering during the period of the protective measure of expulsion from the state territory.³⁵

²² Ibid, Article 49

²³ Ibid, Article 57

²⁴ Ibid, Article 68

²⁵ Ibid, Article 69

²⁶ Ibid, Article 71

²⁷ Constitution of the Republic of Serbia, Article 85, paragraph 1

²⁸ Ibid, Article 85, paragraph 2

²⁹ Ibid, Article 57, Paragraph 1

³⁰ Ibid, Article 18

³¹ Ibid, Article 20

³² Ibid, Article 22

³³ Krstic, I. (2012). Protection of the Rights of Migrants in the Republic of Serbia. International Organization for Migration - Mission to Serbia.

³⁴ Law on foreigners (Official Gazette of the RS no 24/2018 and no 31/2019).

³⁵ Ibid , Article 14

The Law on Foreigners states that a foreigner is “any person who does not have the citizenship of the Republic of Serbia”³⁶. However, the Law excludes persons who have applied for asylum, or persons granted asylum in the Republic of Serbia, persons who have granted refugee status and persons who enjoy privileges and immunities in accordance with international law from this category³⁷. Stateless persons are subject to the provisions of the Convention on the Legal Status of Stateless Persons. In other words, foreigners in the Republic of Serbia are all persons who do not enjoy their citizenship but do not have any special status, such as stateless persons, refugees and asylum seekers.

Even though the Law on Foreigners does not, in principle, apply to foreigners who have applied for asylum or have been granted asylum in the Republic of Serbia, the provisions of this law apply to the conditions for family reunification of persons granted subsidiary protection³⁸ and removal of foreigners³⁹. The Law on Foreigners, which is also applied in relation with the implementation of the regulations prescribed by Law on Asylum and Temporary Protection, provides that persons who have been granted asylum in the Republic of Serbia have the same rights as permanent foreign residents (including: labour market access, the right to permanent residence and freedom of movement, the right to ownership over movable and immovable property, social assistance and legal aid etc).⁴⁰

The Law on Citizenship of the Republic of Serbia⁴¹ regulates who and under what conditions acquires its nationality. Thus, citizenship is acquired by: descent; birth in the territory of the Republic of Serbia; by admission; and pursuant to international treaties.⁴² Upon admission, citizenship is obtained on the basis of a final decision issued by the Ministry of the Interior after the procedure has been completed. A foreigner who has been granted permanent residence in the Republic of Serbia may, at its own request, be admitted to citizenship of the Republic of Serbia, provided that:

- He/she has attained the age of 18 and has not been deprived of working capacity.
- He/she has a discharge from a foreign nationality or to submit proof that the dismissal will be granted the if admitted to citizenship of the republic of Serbia, unless the application is submitted by a stateless person or a person who provides proof that he/she will automatically lose citizenship upon admission of citizenship of the republic Serbia;
- He/she had continuously resided in the territory of the republic of Serbia at least three years before filing an application.
- He/she has submitted a written statement on considering the republic of Serbia his/her state.

The basic regulation that started regulating the asylum system in Serbia is **the Law on Asylum and Temporary Protection**⁴³. This document regulates the principles and procedure for obtaining asylum protection, the scope, content and types of rights and obligations of asylum seekers and asylum granted persons. A right of residence and protection may be granted in the form of asylum, subsidiary protection and temporary protection and the Law regulates the rights and obligations for each of

³⁶ Ibid, Article 3

³⁷ Law on foreigners (Official Gazette of the RS no 24/2018 and no 31/2019), Article 2

³⁸ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Article 70

³⁹ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Article 86

⁴⁰ Ibid, Article 48

⁴¹ Law on Citizenship of the Republic of Serbia, ("Official Gazette of RS", no. 135/2004, 90/2007 and 24/2018)

⁴² Ibid, Article 6

⁴³ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018)

them.⁴⁴ As a refugee, the Law recognizes those persons who, due to a justified fear of persecution because of their race, gender, language, religion, nationality or affiliation with a particular social group or because of their political beliefs, are unable or unwilling to stand under the protection of the country of origin, as well as stateless persons who are outside the country of their previous permanent residence and who are unable or unwilling to return to that country because of this fear".⁴⁵ Asylum is defined as "the right to residence and protection accorded to a foreigner who has been granted refuge or subsidiary protection, on the basis of a decision by the competent authority".⁴⁶ An asylum seeker is defined as a foreigner who has filed an application for asylum, but there is still no decision on his status. The rights of asylum seekers during the procedure include the right to: residence, accommodation in the Asylum Centre, (food, clothing and financial assistance are provided), freedom of movement, healthcare, education, labour market access, legal aid, social assistance, ownership, freedom of religion, family reunification, personal documents and integration assistance.⁴⁷

Temporary protection is "a form of protection granted by a decision of the Government of the Republic of Serbia in the case of a mass influx of displaced persons who cannot be returned to their country of origin or habitual residence".⁴⁸ Temporary protection is an exceptional measure that is applied when, due to the mass arrival of foreign nationals, there is no possibility to carry out an individual asylum procedure. These are circumstances of violence of general magnitude, external aggression, internal conflicts, mass violations of human rights. Persons who have been granted temporary protection are entitled to: residence, personal documents, health care, free primary and secondary education, labour market access, legal aid, freedom of religion, collective accommodation.⁴⁹ The same article provides that subsidiary protection is granted to persons "who would be, if returned to the country of his/her origin or habitual residence, subjected to serious harm, and who is unable or unwilling to avail himself/herself of the protection of that country"⁵⁰. Persons who have been granted refugee or subsidiary protection are entitled to accommodation for up to one year after their status has been recognized, which includes housing or rentals.

Some of the principles of the asylum system are defined in the first articles of the Law and they ensure respect for the rights and protection of the dignity of a person, in accordance with international standards. These are the principle of prohibition of expulsion or return governed, which states that no person shall be expelled or returned against his will to the territory where his life or liberty would be endangered on account of his race, sex, language, religion, nationality, affiliation to specific social group or political attitudes⁵¹. This act does not consider persons who may reasonably be considered to be endangering the security of the country or who have been convicted of a serious offense, except in the case of return would risk being subjected to torture, inhuman or degrading treatment or punishment. The law also lays down the principle of non-discrimination in the asylum procedure on

⁴⁴ Ibid, Articles 36-50

⁴⁵ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Article 2

⁴⁶ Ibid, Article 2

⁴⁷ Ibid, Article 59

⁴⁸ Ibid, Article 2

⁴⁹ Ibid, Article 76

⁵⁰ Ibid, Article 2

⁵¹ Ibid, Article 6

any basis⁵², the principle of maintaining family unity and family reunification for asylum seekers⁵³, the principle of gender equality and gender sensitization which states that the applicant for the asylum should be interviewed by a person of the same sex, or that interviewed through a translator or an interpreter of the same sex⁵⁴. The law recognizes persons with special needs as following groups: minors, persons completely or partially deprived of legal capacity, children separated from their parents or guardians, persons with disabilities, the elderly, pregnant women, single parents with minor children and persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, and prescribes that their specific situation is taken into account⁵⁵. Additionally, the Law contains the Principle of protection of the best interests of the minor⁵⁶. The guardianship authority is obliged to appoint a guardian to the unaccompanied minor before applying for asylum, and the appointed guardian must attend the interview for the asylum.

The Law on Asylum and Temporary Protection provides that asylum seekers are entitled to family reunification. A person who is granted subsidiary protection has the right to family reunification in accordance with the regulations governing the movement and stay of foreigners. Exceptionally, the competent authority may, in justified cases, allow family reunification and grant temporary protection to family members of persons enjoying temporary protection in the Republic of Serbia.⁵⁷

The competent authorities in the asylum system are Ministry of the Interior - Asylum Office, Asylum Commission, Administrative Court and Commissariat for Refugees and Migrations. The Asylum Office, as the competent organizational unit of the Ministry of the Interior, manages and makes decisions in the first instance regarding an asylum application⁵⁸. Second instance appeals are decided by the Asylum Commission, whose President and eight members are appointed by the Government for a period of four years⁵⁹. Administrative Court serves as the body where "final decisions of the Asylum Commission may be challenged in an administrative dispute"⁶⁰. Commissariat for Refugees and Migration "provides material reception conditions to the Applicants in accordance with this Law"⁶¹.

The fourth section of the Law explains the asylum procedure, which begins with the expression of intent before the authorized police officer, after which the person is registered and should report to Asylum Centre within 72 hours.⁶² The next step is registration, which involves identifying oneself, temporarily withholding documents and issuing a special identity card for asylum seekers. Applying for asylum to an official of the Asylum Office is considered to be initiating an asylum procedure. Before that, the foreigner should be taught rights, especially those related to free translation, legal aid, UNHCR access. The authorized officer should then conduct an interview as soon as possible, ascertaining all the facts relevant to deciding an asylum application. The implementation of the procedure results in a decision approving an asylum application and recognizing the right to asylum,

⁵² Ibid, Article 7

⁵³ Ibid, Article 9

⁵⁴ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Article 16

⁵⁵ Ibid, Article 17

⁵⁶ Ibid, Articles 10-12

⁵⁷ Ibid, Article 9

⁵⁸ Ibid, Article 20

⁵⁹ Ibid, Article 21

⁶⁰ Ibid, Article 22

⁶¹ Ibid, Article 23

⁶² Ibid, Articles 35-47

i.e. granting subsidiary protection or rejecting the application. The refusal implies that the asylum claim has been found to be unfounded (the person does not meet the requirements for asylum) or that there are legal grounds for denying the right. There is also the possibility of rejecting an application without examining the eligibility of the conditions, in a situation where asylum has been recognized in another country or when a person is a third-country national.

The **Law on Migration Management** deals with "migration management, principles, the authority responsible for migration management and a unified system for collecting and exchanging data in the field of migration management"⁶³. Migration management involves collection, analysis, processing, organization, exchange, storage and protection of data relevant to migration management. The system for collecting and processing migration data should be integrated and coordinated at the national level in such a way as to include data from all relevant state administration bodies, designed and proposed by the Commissariat⁶⁴. This law defines the basic principles of migration management, such as the principles of protection of rights, taking into account their needs and interests⁶⁵, respect for confirmed international treaties and rules of international law in the field of migration⁶⁶ and the principle of respect for family unity⁶⁷.

The authority responsible for migration management is the Commissariat for Refugees and Migration, which proposes the goals and priorities of migration policy. At the operational level, this body proposes measures related to legal and illegal migration; then identifies and undertakes measures for the integration of asylum seekers who have been recognized as having the right of asylum (especially important in the context of integration programs), proposes programs to support the voluntary return of foreigners illegally staying in the territory of Serbia to their country of origin, etc.⁶⁸

The law provides for the establishment of a Migration Council⁶⁹. The jurisdiction of this body, founded by local government, should be the link between the Commissariat and the local level, i.e. monitoring and reporting at the local community level and proposing measures for better migration management. This body is financed from the republican budget programs established by local self-governments that relate to the achievement of strategic goals in the field of migration management at the national level⁷⁰. The Law on Migration Management confirms the right to receive temporary housing if the person has been granted subsidiary protection for a maximum of one year. It should also be noted that age, disability and illness are recognized as special psychophysical conditions, and persons in these conditions, as well as minors without parental care, are provided with special adequate accommodation with one of the placement providers or in another family⁷¹. Furthermore, it is state's obligation to provide the conditions for the inclusion of refugees in social life within its means, i.e.. The Government is responsible for adopting concrete measures of integration, at the proposal of the Commissariat⁷².

⁶³ Law on Migration Management ("Official Gazette of RS ", no. 107/2012), Article 1

⁶⁴ Ibid, Article 18

⁶⁵ Ibid, Article 7

⁶⁶ Ibid, Article 8

⁶⁷ Ibid, Article 3

⁶⁸ Ibid, Article 10

⁶⁹ Ibid, Article 12

⁷⁰ Ibid, Article 17

⁷¹ Ibid, Article 15

⁷² Ibid, Article 16

The **Law on Employment of Foreigners** regulates the conditions and procedure for employment of foreigners and other issues of importance for the employment and work of foreigners in the Republic of Serbia.⁷³

Other relevant laws are: Family Law, Criminal Code, Law on Health Care, Law on the Basics of the Education and Upbringing System and the Law on Social Protection. The **Family law** regulates areas related to marriage and family, as well as guardianship when necessary, as in the case of unaccompanied minor migrants.⁷⁴ The state has an obligation to respect, protect and promote the rights of the child⁷⁵. The state is obliged to provide the child without parental care with protection. This law also deals with the problem of domestic violence, which is especially significant for female and children migrant population, who are defined as vulnerable groups. Given the exposure to the risk of trafficking among the population of migrants, especially irregular ones, certain provisions of national legislation that criminalize trafficking included in **the Criminal Code** play an important role.⁷⁶ The **Law on health care** guarantees that persons who have recognized refugee status, asylum seekers, registered foreigners who expressed an intention to apply for asylum, persons granted asylum, who are permanent residents or temporarily residing in the Republic of Serbia, or passing through the territory of the Republic of Serbia are entitled to the health care for which the funds are provided in the budget⁷⁷. Certain provisions of the **Law on Foundations of Educational System**⁷⁸ are important in ensuring unhindered access to education for migrants, potential asylum seekers and particularly vulnerable groups among the migrant population. The social protection system recognizes foreign nationals and stateless persons as beneficiaries of the social protection system by the **Law on Social Protection**.⁷⁹ This law recognizes adult foreign nationals who are in need of social protection, i.e. children of foreign nationals who are unaccompanied, as beneficiaries of social protection.

The **Strategy for Migration Management**⁸⁰ refers to external and internal migration trends and seeks to establish and strengthen coordination among institutions in the migration management system, both for those active at the policy-making level and those at the operational level. By defining comprehensive migration management in a way that facilitates the achievement of the sectoral goals and priorities of the state in the field of migration as a general objective, the strategy further develops three specific strategic goals:

- establishment and implementation of mechanisms for comprehensive and consistent monitoring of migration flows.
- completing the strategic, legal and institutional framework for unified migration management.

⁷³ Law on Employment of Foreigners ("Official Gazette of RS", no. 128/2014, 113/2017, 50/2018 i 31/2019)

⁷⁴ Family Law, " Official Gazette of RS ", no. 18/2005, 72/2011 - oth. law and 6/2015)

⁷⁵ Ibid, Article 6

⁷⁶ Criminal code, " Official Gazette of RS ", no. 85/2005, 88/2005 - corr., 107/2005 - corr., 72/2009, 111/2009, 121/2012, 104/2013, 108/2014 and 94/2016)

⁷⁷ Law on Health Care ("Official Gazette of RS", no. 25/2019), Article 236

⁷⁸ Law on Foundations of Educational System, "Official Gazette of RS", no. 88/2017, 27/2018 - oth. laws and 10/2019)

⁷⁹ Law on Social Protection, "Official Gazette of RS", no. 24/2011), Article 6

⁸⁰ Migration Management Strategy, RS Official Gazette, No. 59/2009.

- protecting the rights of migrants, creating conditions for integration and social inclusion, while raising awareness on the importance of migration. The specific objectives envisaged under this strategic objective are to inform the public about the problems of migrants and to sensitize the state administration and local self-government bodies responsible for exercising migrants' rights.

The sectoral strategies that directly relate to migrant groups and the migration management system are: **The Strategy for Combating Illegal Migration in the Republic of Serbia for the period 2018-2020⁸¹**; **The Strategy of Returnees Reintegration Based on the Readmission Agreement⁸²**; **National Strategy for Resolving Problems of Refugees and IDPs 2015-2020⁸³**; **Strategy for Integrated Border Management in the Republic of Serbia 2017-2020⁸⁴**;

Strategy for Combating Trafficking of Human Beings in the Republic of Serbia⁸⁵; **Strategy for Prevention of Trafficking in Human, particularly Women and Children and Protection of victims 2017-2022⁸⁶**.

The accommodation and provision of living conditions for asylum seekers have been elaborated in the **Rulebook on Accommodation Conditions and Provision of Basic Living Conditions in an Asylum Centre** which stipulates that registration and referral by the Ministry of the Interior is necessary for the placement of persons.⁸⁷

The social assistance that asylum seekers receive in Serbia is set out in the **Rulebook on Social Assistance for Asylum Seekers or Persons Granted Asylum**. As for adult foreign nationals in need of social protection, this is the only by-law adopted in this area concerns persons with asylum seeker status. Assistance is provided in the form of monthly financial assistance for entitled persons unless they have been previously housed in the Asylum Centre and if they and their family members have no income or insufficient income.⁸⁸

The **Rulebook on Health Examinations of Asylum Seekers upon Admission to the Asylum Centre** regulates the manner of carrying out medical examinations for persons awaiting a decision on an asylum application. Medical examinations are performed at the health centre or, where appropriate,

⁸¹ The Strategy for Combating Illegal Migration in the Republic of Serbia for the period 2018-2020 ("Official Gazette of RS, no 105/2018)

⁸² The Strategy of Returnees Reintegration Based on the Readmission Agreement ("Official Gazette of RS ", no. 15/2009)

⁸³ National Strategy for Resolving Problems of Refugees and IDPs 2015-2020 ("Official Gazette of RS ", no. 62/2015)

⁸⁴ Strategy for Integrated Border Management in the Republic of Serbia 2017-2020 ("Official Gazette of RS ", no. 9/2017)

⁸⁵ Strategy for Combating Trafficking of Human Beings in the Republic of Serbia ("Official Gazette of RS ", no. 111/2006)

⁸⁶ Strategy for Prevention of Trafficking in Human, particularly Women and Children and Protection of victims 2017-2022 ("Official Gazette of RS ", no. 77/2017)

⁸⁷ Rulebook on the Conditions of Accommodation and the Provision of Basic Living Conditions in the Asylum Center "Official Gazette of RS", No. 31/2008.

⁸⁸ Rulebook on social assistance for asylum seekers and / or persons who have been granted asylum (Official Gazette of RS, no. 44/2008, 78/2011)

other medical institutions, and include medical history, objective examination and other diagnostic examinations.⁸⁹

3. Institutional framework

The area of migration management is, by its nature, multisectoral, and, therefore, the competences in the aforementioned area are divided between several state administration bodies. Due to the complexity of the matter and the existence of different groups of migrants, several institutions deal with different segments regarding migration, their status, procedures and exercise of rights.

The Ministry of Interior is in charge of: security of the state border and control of border crossing and movement and stay in the border zone; stay of foreigners; citizenship; residence of citizens; ID cards and travel documents; international assistance and other forms of international cooperation in the field of internal affairs, including readmission; illegal migration; asylum; and administrative resolution in second instance proceedings based on refugee regulations.⁹⁰

The Ministry of Education, Science and Technological Development is in charge of: education at different levels and the nostrification and equivalence of documents acquired abroad, as well as education and social inclusion of minorities and special social groups and prevention of discrimination.⁹¹ **The Ministry of Health** is responsible for: participating in the preparation and implementation of international agreements on compulsory social security and the health care of foreigners.⁹² **The Ministry of Labour, Employment, Veteran and Social Affairs** performs state administration tasks related to: employment in the country and abroad; monitoring the situation and trends in the labour market; employment records; promotion and encouragement of employment; strategy, program and measures of active and passive employment policy; employment of persons with disabilities and other persons with difficulty in employment; development and provision of social employment and social entrepreneurship; exercising rights under unemployment insurance, other rights of unemployed persons and redundancies; preparing a national standard of qualifications and proposing measures to improve the adult education system; proposing and monitoring the implementation of labour market migration strategies; participation in concluding employment contracts with foreign employers and other employment contracts, as well as other activities specified by law.⁹³ **The Labour Inspectorate**, as a body within the Ministry of Labour, Employment, Veteran and Social Affairs, performs inspection tasks and related professional tasks in the field of labour relations and occupational safety and health.⁹⁴

National Employment Service provides services to unemployed persons and employers in Serbia. It issues working permits, registers unemployed citizens and foreigners and serves as a platform for connecting potential employees and employers, provides counselling and training programs. The Rulebook on Work Permits regulates in more detail the manner of issuing or extending a work permit,

⁸⁹ Rulebook on Medical Examinations of Asylum Seekers upon Admission to the Asylum Center or other Accommodation Facility For Asylum Seekers
"RS Official Gazette", No. 57/2018

⁹⁰ Ministry of Interior, <http://www.mup.gov.rs/>

⁹¹ The Ministry of Education, Science and Technological Development, <http://www.mpn.gov.rs/>

⁹² Ministry of Health, <https://www.zdravlje.gov.rs/>

⁹³ Law on Ministries, "Official Gazette of RS", no. 44/2014, 14/2015, 54/2015, 96/2015 - oth. law and 62/2017), Article 16

⁹⁴ Ibid.

the manner of proving the fulfilment of conditions and the necessary evidence for issuing or extending a work permit and the form and content of the license.⁹⁵

In addition to the competent ministries, the **Commissariat for Refugees and Migration**, as a separate organization within the public system, was established for professional and other tasks related to the care, return and integration of refugees and the related administrative tasks. It performs following tasks: recognition and cessation of refugee status; taking care of refugees; registration of refugees; provision of accommodation or settlement of refugees at local level; taking measures for the return of refugees; keeping records and establishing of databases as well as other duties stipulated by this law.⁹⁶

Commissariat performs tasks related to: proposing the goals and priorities of migration policy to the Government; proposing measures to achieve the positive effects of legal migration and combating illegal migration to the Government; monitoring the implementation of migration policy; providing the Government and local authorities with data relevant to the development of strategic documents in the field of migration; proposing projects in the field of migration management and the preparation of the annual report to the Government on the situation in the field of migration management.⁹⁷

Additionally, Commissariat performs tasks related to: collecting, integration and analysing data and indicators for migration management; reporting on immigration and emigration; development and regular updating of the migration profile of the Republic of Serbia to establish a unified system for collecting, organizing and sharing information; establishing cooperation with the members of European migration network; training of persons engaged in activities relevant to migration management; ensuring the availability of information relevant to migration issues, as well as other duties specified by law. In accordance with the ratified international treaties and generally accepted rules of international law, which regulates the status and rights of refugees to care, integration or return of refugees, Commissariat initiates seeking of international assistance from the institutions of the United Nations and other international organizations.⁹⁸

Certain bodies established by decisions of the Government of the Republic of Serbia also have competence in the area of migration management. **The Office for Human and Minority Rights** performs professional tasks for the needs of the Government and competent ministries related to: protection and promotion of human and minority rights; monitoring the compliance of domestic regulations with international treaties and other international legal acts on human and minority rights and initiating changes to domestic regulations; general issues of the position of persons belonging to national minorities; monitoring the position of persons belonging to national minorities living in the territory of the Republic of Serbia and exercising minority rights; establishing links between minorities and their countries of origin.⁹⁹ The **Government's Anti-Trafficking Council** is in charge of: coordinating national and regional anti-trafficking activities; consideration of reports by relevant international

⁹⁵ The Rulebook on Work Permits, "Official Gazette of RS", no. 63/2018 and 56/2019

⁹⁶ Commissariat for Refugees and Migration, <http://www.kirs.gov.rs/>

⁹⁷ Ibid.

⁹⁸ Ibid.

⁹⁹ Office for Human and Minority Rights, <https://www.ljudskaprava.gov.rs>

bodies on trafficking in human beings; and taking positions and proposing measures to implement recommendations by international bodies to combat trafficking in human beings.¹⁰⁰

Competent institutions in the asylum system in the Republic of Serbia are: Asylum Office, Department for Foreigners, Asylum Commission, Commissariat for Refugees and Migration, Administrative Court and social welfare centre.

The second instance proceedings are conducted by the Asylum Commission, composed of nine members, whose members are appointed by the Government of the Republic of Serbia

Asylum Office and **Department for Foreigners**, organizational units within the Border Police Directorate conduct the first instance asylum procedure. The asylum procedure begins by filing an asylum application, which represents the first instance proceedings.¹⁰¹ In the course of the procedures for granting the right to asylum, the procedure is conducted and all decisions are taken by the Asylum Office, which is the organizational unit of the Border Police Directorate competent for the asylum issues.¹⁰² As an operationally functional part of the Border Police Directorate, the Department for Foreigners is responsible for the control of the movement and stay of foreigners, consisting of the regulation of visas, residences, permanent residence of foreigners, asylum operations, measures towards foreign nationals. There are three sections within the Department: the Foreigners Status and Control Section, the Foreigners Reception and Accommodation Section and the Asylum Section.¹⁰³ The Department for Foreigners stipulates that a foreigner, in writing or verbally, may express his / her intention to seek asylum during border control at the entrance to the Republic of Serbia or within its territory before the competent organizational unit of the Ministry of Interior. The intention, therefore, can be expressed at the border and in all police departments in Serbia. An authorized officer of the Department for Foreigners should record the intent expressed and issue a registration certificate to a foreigner.¹⁰⁴ The registration certificate is not considered an asylum application. Therefore, expressing the intention to seek asylum does not constitute the initiation of the asylum procedure. It is, however, a precondition for submission of the asylum application. After the foreigner is registered, he or she is referred to an Asylum Centre or other facility designated for accommodation of asylum seekers. The asylum seeker is obliged to report to such facility within 72 hours from the moment of issuance of the registration certificate, otherwise, this person will be considered as an irregular migrant.¹⁰⁵

Prior to applying for asylum, a **social welfare centre**, as a guardianship authority, appoints a guardian to unaccompanied asylum seekers and to persons wholly or partially deprived of legal capacity who have no legal representative. Unaccompanied children cannot express the intention to seek asylum until a social welfare centre appoints a temporary legal guardian.¹⁰⁶

¹⁰⁰ Anti-Trafficking Council, http://arhiva.mup.gov.rs/cms_lat/sadrzaj.nsf/savet-vlade-za-borbu-protiv-trgovine-ljudima.h

¹⁰¹ Toskovic, S. (Ed.) (2018). *The Right to Asylum in the Republic of Serbia 2017*, Belgrade: Belgrade Center for Human Rights.

¹⁰² Commissariat for Refugees and Migration, <http://www.kirs.gov.rs/>

¹⁰³ Department for Foreigners, http://arhiva.mup.gov.rs/cms_lat/direkcija.nsf/odeljenje-za-strance.h

¹⁰⁴ Department for Foreigners, http://arhiva.mup.gov.rs/cms_lat/direkcija.nsf/odeljenje-za-strance.h

¹⁰⁵ Registration of the Asylum Application, <https://www.asylumineurope.org/reports/country/serbia/registration-asylum-application>

¹⁰⁶ Ibid.

The second instance proceedings are conducted by the Asylum Commission.¹⁰⁷ Actually, appeals against decisions of the Asylum Office are decided by the **Asylum Commission**, which consists of the Chairperson and eight members, appointed by the Government for a four-year term.¹⁰⁸ An appeal may also be lodged in the case when the first instance authority does not reach a decision within two months from the day of initiation of the procedure. An administrative dispute before the **Administrative Court** can be initiated against the final decision of the Asylum Commission or in cases where the Commission has not decided on a party's appeal within the time limit prescribed by law.

Until completion of the procedure, accommodation and basic living conditions for asylum seekers are provided at the asylum centres within the **Commissariat for Refugees and Migration**. The Commissariat takes care of the placement and integration of persons who have been recognized as having the right to asylum or subsidiary protection and provides short-term reception for refugees who just pass through Serbia without the intention of seeking an asylum.¹⁰⁹ It manages following asylum centres:¹¹⁰

- Asylum Centre Banja Koviljaca - managed by the Commissariat since 2008. The current capacity of the centre is 120 beds, but it also has an assembly facility, which was built in 2012. The centre currently houses 83 migrants.
- Bogovadja Asylum Centre - established in 2011 and has a total accommodation capacity of 200 beds. The centre currently houses 117 migrants.
- Sjenica Asylum Centre - opened in 2013, has a capacity of 50 seats. The Centre currently houses 70 migrants.
- Tutin Asylum Centre - established in 2013, has a capacity of 100 seats. The centre currently houses 89 migrants.
- Krnjaca Asylum Centre - since 2014 designated for housing and providing basic living conditions for asylum seekers. The centre has a total capacity of 1,000 beds. The centre currently houses 194 migrants.

In addition to asylum centres, the Commissariat also manages the following reception centres:¹¹¹

- Presevo Temporarily Centre - the first to be opened for the reception and transit of migrants in 2015. It has a capacity of 1000 users and is currently idle due to cost rationalization.
- Obrenovac Temporarily Centre - in use since 2015, with a capacity of over 1000 users. The Center currently accommodates 232 migrants.
- Adasevci Temporarily Centre - Opened 2015. The Centre currently houses 455 migrants;
- Principovac Temporarily Centre opened in 2015. The centre currently houses 245 migrants;
- Sid-Station Temporarily Centre - opened in 2015. The centre currently houses 158 migrants;

¹⁰⁷ Toskovic, S. (Ed.) (2018). *The Right to Asylum in the Republic of Serbia 2017*, Belgrade: Belgrade Center for Human Rights.

¹⁰⁸ Asylum Commission, <https://www.azilsrbija.rs/komisija-za-azil/>

¹⁰⁹ Commissariat for Refugees and Migration, <http://www.kirs.gov.rs/>

¹¹⁰ Ibid.

¹¹¹ Commissariat for Refugees and Migration, <http://www.kirs.gov.rs/>

- Pirot Temporarily Center - opened in 2016. The center currently houses 123 migrants;
- Bujanovac Temporarily Center - opened in 2016. The Center currently houses 328 migrants;
- Vranje Temporarily Center - Accommodation capacity is 250 places.
- Divljana Temporarily Center and Dimitrovgrad Temporarily Center - in operation since 2016, currently both idle due to cost rationalization
- Bosilegrad Temporarily Center - opened in 2106. The capacity of the PC is 60 people.
- Subotica Temporarily Center - opened in 2015.
- Sombor Temporarily Center - opened in 2016.
- Kikinda Temporarily Center - opened in 2017, has 240 beds available.

Most reception centers provide, in addition to accommodation: a children's corner, a mother-and-baby corner, an IT corner, a social corner, and occupational / recreational facilities (hairdresser, woodworking workshop and tailor workshop). Migrants have sports facilities at their disposal. Some centers also contain special purpose rooms - for teaching Serbian, English, history, mathematics, geography and fine arts. Also, some centers allow users to receive free legal and psychological assistance as well as adequate medical care. Reception centers are open type with no entry and exit restrictions between 06:00 and 22:00.

3.1. Institutional framework at the local level

In addition to state bodies, the activities of local authorities at the local level are important for the realization of migrants' rights. Although government authorities are primarily responsible for ensuring the rights of migrants, it is necessary to connect national and local actors and encourage them to coordinate their activities in order to allow for a better integration and reintegration of migrants in a coordinated approach. It is the task of the municipality to take care on the realization, protection and promotion of human and minority rights, as well as public information in the municipality. The Commissioner for Refugees and the Migration Council are singled out as important actors.

At the local level, there is a network of refugee commissioners, which is created by appointing a competent person in local self-government units, with the opinion of the Commissariat for Refugees and Migration, to maintain contact with the Commissariat and to perform certain tasks for the Commissariat. The work of the **Commissioner for Refugees and Migration** depends on the municipality, but it mainly consist of the following:

- Solving the problem of care and general needs of refugees and displaced persons
- Cooperating with the authorities to provide conditions for accommodation of displaced persons and refugees
- Cooperating with schools in order to provide conditions for the education of displaced and refugees;
- Assisting with social security and health care;
- Performing activities to determine the status of refugees and displaced persons;
- Performing the procedure of registration of refugees and displaced persons;

- Providing timely assistance from other authorities and organizations in the country and abroad;
- Preparation of documentation and adoption of a proposal for a decision on the recognition of the status of a refugee or displaced person for newborn children, as well as a proposal for a decision on the abolition of the status of a refugee or displaced person;
- Giving consent to change of residence; and
- Performing other activities aimed at promoting and protecting the position of refugees and displaced persons.

The **Migration Council** is usually composed of representatives of the executive body of the local self-government unit, social welfare center, police departments, employment services, commissioner and representative of municipal or city administrations.¹¹² The task of the council is to develop and adopt a Local Action Plan for the Advancement of Refugees and Displaced Persons (LAP). The main objective of the LAP is to identify priority groups among refugees and displaced persons, and to identify their needs (most commonly in relation to housing and economic empowerment).

Local communities in general possess different capacities to deal with the advancement of position of refugees and displaced persons such as: human resources, development documents and strategic approaches to municipal development, institutionalized organizational units of the municipal administration (eg development agency) and various mechanisms for stimulating development (local funds, public competitions etc.). All these mechanisms must be linked together in order to achieve the main goal of promotion of the the position of refugees and migrants. Most LAPs contain projected goals in the area of employment and housing. Among other things, it is important to emphasize that LAPs should be catalysts and other types of assistance, especially those involving several institutions (social entrepreneurship, integrated provision of local services, etc.)¹¹³

Integration of migrants requires engagement at all levels of government, especially local authorities, which can in many ways encourage and enhance the integration process. First, they should provide adequate care of migrant families and individuals. Second, by following the assessment of the number of unemployed persons, as well as the profile of occupations in deficit, provided by the National Employment Service, local authorities can organize training courses aimed at developing migrants' knowledge and skills to increase their potential for employment (e.g. language courses, computer courses etc.).

4. National procedure for asylum seekers

Upon arrival, asylum seekers should express their intention at the border (Department for Foreigners, Border Police Directorate) are in all police departments in Serbia. At this stage, social welfare centre, as a guardianship authority, appoints a guardian to unaccompanied minors or persons deprived from legal responsibility.

In the next phase, decisions regarding granting asylum and permits to stay are taken by the Asylum Office, organizational unit of the Border Police Directorate in charge for the asylum issues. In case of

¹¹² Law on Migration Management ("Official Gazette of RS ", no. 107/2012)

¹¹³ Krstic, I. (2012). Protection of the Rights of Migrants in the Republic of Serbia. International Organization for Migration - Mission to Serbia.

appeals against decisions of the Asylum Office, Asylum Commission makes decisions. The final decisions of the Asylum Commission may be challenged in an administrative dispute before the Administrative Court.

In the third phase, settlement of migrants, Commissariat for Refugees and Migration plays crucial role, as it provides material reception conditions to the applicants. Accommodation and integration issues fall under the field of responsibilities of following institutions: Ministry of Health, Ministry of Labour, Employment, Veteran and Social Affairs, Ministry of Education, Science and Technological Development, National Employment Service as well as others. Organizations of civil society as well as public in general have a great influence in this phase.

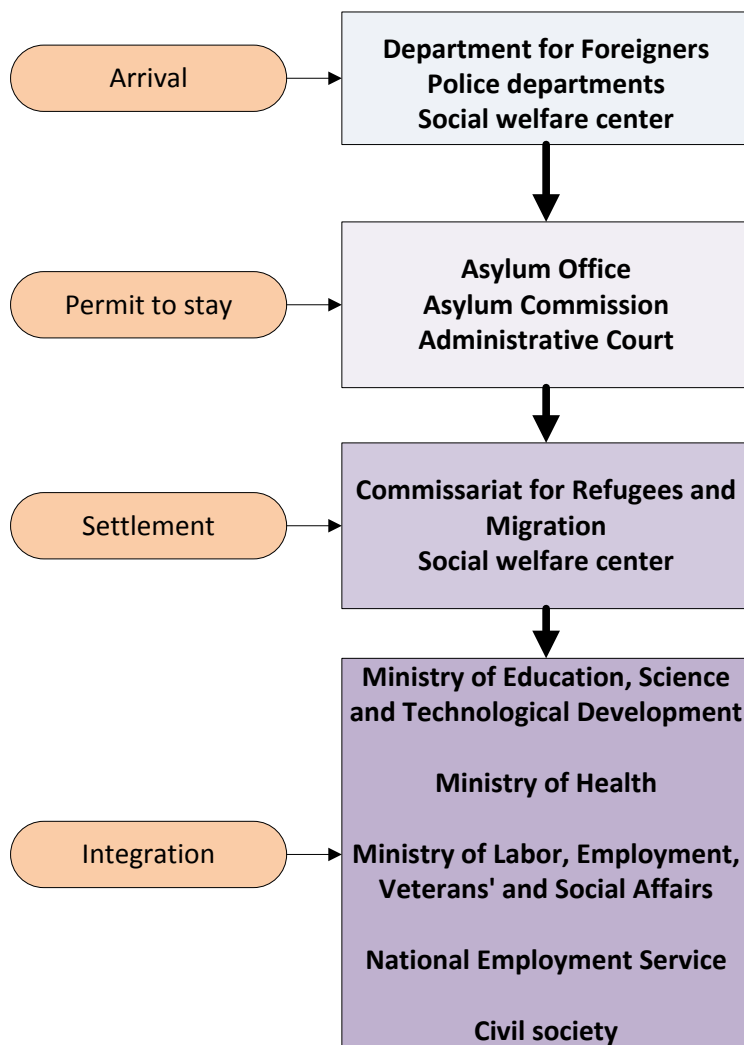


Figure 1. The scheme of inter-institutional cooperation

5. Migration statistics in the Republic of Serbia

Data presented in this chapter are extracted from annual reports published by Commissariat for Refugees and Migration and compared year by year (period 2013-2018). This statistic provide valuable insight into trends related to migrant population and their employment in the Republic of Serbia.

5.1. Migration statistics for 2018

The estimated population in the Republic of Serbia in 2018 was 6.982.604. Viewed by gender, 51.3% are women (3.580.898) and 48.7% are men (3.401.706). The depopulation trend has continued, which means that the growth rate of the population is negative compared to the previous year and amounts to -5,5%.¹¹⁴ The estimated population in Belgrade (Belgrade Region) in 2018 accounted 1.690.193 residents.¹¹⁵

Over the past two decades, the Republic of Serbia has faced various types of migration. Until recently, most of these movements related to emigration or immigration of Serbs and other nationalities that came to Serbia in the context during the breakup of the former Yugoslavia.¹¹⁶ At the middle and end of 2015, an increased number of migrants and refugees began arriving in Serbia by the so-called "Balkan land route", most with the intention of continuing the path to EU countries. States' efforts to close the Balkan mainland route in 2016 were only partially successful, even though they resulted in decreased influx of migrants coming from Middle East and other countries.

In 2018, there were 8,410 expressed intentions for asylum in the Republic of Serbia. Of this number, there were 7,485 men (5,319 adults and 2,166 minors) and 925 women (631 adults and 294 minors). The largest number of asylum seekers came from Afghanistan (31.2%), Pakistan (21.77%) and Iran (19.18%). Out of the total number of persons who expressed their intention to seek asylum in the Republic of Serbia in 2018, 2,460 persons were minors, of which 2,166 were male and 294 female. Out of the total number of minors who expressed their intention to seek asylum in the Republic of Serbia, there were 700 unaccompanied minors (695 males and 5 females). In 7,280 (86.5%) cases, the intention to seek asylum was expressed at police directorates, while 702 intentions were expressed at border crossings. Out of a total of 8,410 expressed asylum intentions, only 341 persons (or only 4.1%) of the total number of persons, applied for asylum. Of the total number of asylum applications, about 60% are citizens of Iran and Afghanistan. According to the data of Commissariat for Refugees and Migration, in 2018, there were 2202 persons accommodated in their reception centres. Among them, 1990 were male and 212 female.

Table 1. Total number and gender structure in reception centers in 2018

	Male	Female	Children in total	Single	Unaccompanied minors
Total	1990	212	427	1795	117
	2202				

¹¹⁴ Statistical Office of the Republic of Serbia, <http://www.stat.gov.rs/sr-cyrl/oblasti/stanovnistvo/procene-stanovnistva/>

¹¹⁵ Statistical Office of the Republic of Serbia, <http://www.stat.gov.rs/sr-cyrl/oblasti/stanovnistvo/procene-stanovnistva/>

¹¹⁶ Commissariat for Refugees and Migration, „About migrations“, <http://www.kirs.gov.rs/articles/migo.php?type=1=59&lang=SER&date=0>

Source: Commissariat for Refugees and Migration

In 2018, the Asylum Office issued 17 decisions approving an asylum application (for 25 persons), 34 decisions rejecting an asylum application (for 45 persons) and 128 decisions suspending the proceedings (for 178 persons), since asylum seekers left the Asylum Center after applying for asylum. In 2018, there were 21 decisions rejecting asylum applications (for 25 people). The Asylum Office granted asylum status to 11 people (10 males and one female). Also, the Asylum Office granted subsidiary protection for 14 people (8 men and 6 women). Among the recipients of subsidiary protection, there were 3 minors (one male and two females), all of them accompanied.

In 2018, there were 26,502 refugees living in the Republic of Serbia. The largest number of refugees is from Croatia (68.8%). In 2018, there were 199,584 displaced persons from the AP of Kosovo and Metohija living in the Republic of Serbia. There are 58,078 IDPs on the territory of Belgrade, or almost a third of their total number.¹¹⁷ In 2018, 20,634 persons acquired citizenship of the Republic of Serbia, which represents the decrease compared to 2017 when 23,507 persons acquired citizenship, but as many as 93% of persons who acquired Serbian citizenship in 2018 originate from the former SFRY.¹¹⁸

In 2018, the number of foreigners who were removed from the territory of the Republic of Serbia amounted to 4,142. Among them, the largest number of citizens are Afghanistan (1,136 persons), due to the increased influx of migrants from this country since 2015. In accordance with the Law on Foreigners, a protective measure of removal from the territory of the Republic of Serbia was issued to foreign nationals who have entered and/or were staying illegally in the Republic of Serbia. In relation to the aforementioned, the Ministry of Interior issued a total of 1,579 decisions regarding this. In 2018, the protective measure of expulsion of a foreigner from the territory of the Republic of Serbia was pronounced in 164 cases. Among these persons, Pakistani citizens (22%), Iraq (13.8%) and Iran (10.4%) made the highest number. The most common reasons for foreigners' removal from the territory of the Republic of Serbia were: illegal stay in the Republic of Serbia (37.8%) and illegal entry into the Republic of Serbia (37.2%), followed by not leaving within the specified deadline (11.6%) and crossing the border outside the border crossing (7.3%).¹¹⁹

The unemployment rate in Serbia in 2018 was 12.7%, 11.9% for men and 14.2% for women. The unemployment rate for young people aged 15-24 was 29.7% in 2018.¹²⁰ On the record of the National Employment Service as of 31.12.2018, the total number of unemployed persons was 552,513, of which 733 (0.13%) were registered as foreign nationals with temporary residence or permanent residence (approved by the Ministry of the Interior). Out of the total number of unemployed persons, 294,978 were female, of which 0.2% were registered as foreign nationals. By observing the number of unemployed foreign nationals, the number of women made a majority - 80.5%. The largest number of unemployed persons belonged to the group of the younger middle-aged population, ie persons between 30 and 49 years (62.2%). This is followed by older workers, or persons belonging to the older middle-aged population, 21.2%, followed by young people aged 15-29 with 16.6%.¹²¹

¹¹⁷http://www.kirs.gov.rs/media/uploads/Migracije/Publikacije/Migracioni_profil_2018.pdf

¹¹⁸Ibid.

¹¹⁹Ibid.

¹²⁰ Statistical Office of the Republic of Serbia, Labour force survey, 2018.

¹²¹ Commissariat for Refugees and Migration, <http://www.kirs.gov.rs/>

In 2018, the number of issued work permits to foreigners with temporary residence in the Republic of Serbia amounted to 8,689, while 300 work permits were issued to foreigners with permanent residence, most of them to the female population (55%).¹²²

5.2. Migration trends in the period 2013-2018

In 2013, the countries from which majority of legal immigrants to Serbia came were: China (20%), the Russian Federation (9.7%), Romania, Macedonia and Libya (less than 10%). Immigrants from Romania and the Russian Federation (69.6%) had a very high percentage of women. Among the total number of immigrants, in 2014, there were still the largest number of nationals of China (24.4%) and the Russian Federation (11.4%), followed by Libya, Macedonia and Romania (each country less than 10%). A large percentage of the female immigrant population was from Romania (73.1%), followed by the Russian Federation (62.1%). When it comes to the situation in 2015, the largest number of immigrants was still among Chinese nationals (19.1%) and the Russian Federation (11.3%). In the group of immigrants from Romania (73.1%) and from the Russian Federation (62.7%) there was a very high percentage of women.

In 2016, the highest number of immigrants still was Chinese (17%) and Russian (12.4%) nationals. The same trend continued with regard to the female population, so it dominated the group of migrants from Romania (80.5% women) and the Russian Federation (65.7% women). As in previous years, in 2017 the countries from which the largest number of immigrants came were the: China (17.4%) and the Russian Federation (13.5%). The share of women was highest among Romanian citizens (82.5%) and Macedonian citizens (63.4%). In 2018, the largest number of immigrants was from China (32.5%), Romania (25.6%) and Russia (13.5%). In terms of gender, it is noticeable that the share of the female population was the highest among nationals from Romania (79%) and Northern Macedonia (59%). It is important to point out that immigrants from these countries mainly came to Serbia for the working purposes or merging of a family. When it comes to migrants that came by Western Balkan route, situation is significantly different. The number of migrants who have gone through asylum and temporarily centers managed by Commissariat for Refugees and Migration changed in the course from 2013 to 2018, and reaching the peak in 2016 (Table 2).

Table 2. The number of migrants who have gone through the centers managed by Commissariat for Refugees and Migration

Year	Number of migrants
2013	2747
2014	10534
2015	11361
2016	22001
2017	17763
2018	18453

Source: Commissariat for Refugees and Migration

¹²² Commissariat for Refugees and Migration, <http://www.kirs.gov.rs/>

In 2013, 6,696 temporary residence permits were issued to foreigner citizens, most of them to nationals of China (12.9%), Russian Federation (12.4%) and Libya (10.5%). Next, in 2014, 7,337 temporary residence permits were issued for the first time, dominated by permits to nationals of China (14.6%), the Russian Federation (13.6%) and Libya (12.6%). In 2015, 7,103 approvals were issued, most of them to foreign nationals originating in the Russian Federation (14.3%) and China (13.4). There was a decline following year, as 6,325 temporary residence permits were issued, mostly to nationals of China (12.15%) and the Russian Federation (10.8%). The trend remained unchanged in 2017 when 6,714 permits were issued, also most often to nationals of China (14%) and the Russian Federation (10.1%). In 2018, 7,591 temporary residence permits were issued for the first time, with 13.2% to nationals of China and 10.7% nationals of the Russian Federation.

Table 3. Number of temporary residence permits issued in the period 2013-2018

Year	Temporary residence permits number
2013	6.696
2014	7.337
2015	7.103
2016	6.325
2017	6.714
2018	7.591

Source: Commissariat for Refugees and Migration

In 2013, there were 7,793 foreigners with permanent residence in the Republic of Serbia, with the largest number coming from Romania (20.9%) and the Russian Federation (10.3%). In the following year, 5,035 permanent resident foreigners were registered, most from Romania (23.1%) and the Russian Federation (11.1%). In 2015, there were 5,721 permanently resident foreigners in the Republic of Serbia, predominantly from Romania (20%) and China (11.3%). The following year showed a minimal increase, when 6,684 foreigners with permanent residence were registered. The highest number of foreigners was from China (18.4%) and Romania (17.3%). In 2017, there were 7,369 foreigners with permanent residence in the Republic of Serbia, which is a minimal increase compared to the previous year. The largest number of permanent foreigners were from China (21.3%) and Romania (15.5%). A slight increase was registered in 2018 when there were 7,866 foreigners with permanent residence, with the largest share being Chinese nationals (22.9%) and Romania (13.8%).

The number of issued work permits to foreigners with temporary residence in the Republic of Serbia in 2013 amounted 2,798, while foreigners with permanent residence were issued 72 work permits. A slight increase in the number of work permits issued to foreigners with temporary residence was registered in the following year (2,892), of which almost one fifth were issued to women. In 2014, 61 work permits were issued to permanent residents. In 2015, 6,203 foreigners were issued temporary permits and 170 permanent work permits were issued, out of which half were issued to women.

Table 4. Number of resident foreigners in the period 2013-2018

Year	Permanently resident foreigners
------	---------------------------------

2013	7.793
2014	5.035
2015	5.721
2016	6.684
2017	7.369
2018	7.866

Source: Commissariat for Refugees and Migration

In 2016, the National Employment Service issued 7,340 work permits to foreign nationals, of which 7,139 work permits to foreigners who have been granted temporary residence in the Republic of Serbia and 201 work permits to foreigners with permanent residence, while more than half of that number was issued to women. The following year, 7,405 work permits were issued to foreigners with temporary residence permits, of which a quarter to females and 240 were issued to foreigners with permanent residence, half of which to females. The number of work permits issued to foreigners with temporary residence in the Republic of Serbia in 2018 amounted 8,689, of which a quarter was issued to women. Permanent residents were issued 300 work permits, most of them to the female population.

Table 5. Number of work permits issued for the period 2013-2018

Year	Number of work permits issued to foreigners with temporary residence	Out of which to women (in %)	Number of work permits issued to foreigners with permanent residence	Out of which to women (in %)
2013	2.798	26,4%	72	36%
2014	2.892	24,79%	61	40%
2015	6.203	27%	170	50%
2016	7.340	29,9%	201	57,7%
2017	7.405	25,6%	240	53,7%
2018	8.689	24,9%	300	55%

Source: Commissariat for Refugees and Migration

Unemployed foreign nationals registered at National Employment Service are persons who have temporary residence or permanent residence (approved by the Ministry of the Interior). The records of the National Employment Service in 2013 showed a total of 782 foreign nationals, which represented 0.1% of the total number of unemployed persons on the record of that service. The participation of women in the same period was 81.8%. The National Employment Service recorded a total of 769 foreign nationals in 2014, accounting for approximately 0.1% of the total number of unemployed persons. Participation of women was at the same level as in the previous year. At the

end of 2015, a total of 776 foreign nationals were registered (0.1% of the total number of unemployed active persons on the register), of whom 79.6% were female.

Number of persons that applied for the issuance of work permits for the period 2015-2019, according to the records of National Employment Service, can be seen in Table 6.

Table 6. Number of applications for issuance of work permits for the period 2015-2019

Number of requests	Year				
	2015	2016	2017	2018	2019 (until October, 24 th)
	1	4	29	41	65
% of women	0	1	6	6	30
Category	Asylum seeker	Asylum seekers	Temporary protection (1), Subsidiary protection (2), asylum seekers (26)	Subsidiary protection (5), asylum seekers (36)	Subsidiary protection (17), asylum seekers (48)
Countries	Syria	Libya, Senegal, Ukraine	Syria, Libya, Ukraine, Afghanistan, Ghana, Guinea, Iraq, Cuba, Macedonia, Pakistan, Russian Federation, Senegal, Somalia, Sudan	Iraq, Libya, Pakistan, Somalia, Ukraine, Algeria, Afghanistan, Ghana, Iraq, Iran, Cameroon, Cuba, Morocco, Nigeria, Palestine, Russian Federation, Senegal, Syria, Turkey	Pakistan, Syria, Somalia, Ukraine, Afghanistan, Ghana, Iraq, Iran, Cameroon, Cuba, Nigeria, Pakistan, Palestine, Senegal, Turkey, Zimbabwe
Unspecified occupations	-	-	12	11	9
Persons without profession	-	1	6	14	15
Primary education	-	-	1	5	14
Secondary education	1	2	7	5	13
University education	-	1	1	6	10
Master	-	-	1	-	3
PhD	-	-	1	-	1

Source: National Employment Service

The register of the National Employment Service in 2016 contained 804 unemployed foreign nationals (0.11% of the total number of unemployed), of which 81.59% were female. The following year, 799 unemployed foreign nationals were registered, of which 80.23% were female, while in 2018 this number was 733 (0.13% of the total) unemployed foreign nationals, of which 80.5% were female.

Table 7. Number of unemployed foreign nationals for the period 2013-2018

Year	Number of unemployed foreigners	Percentage of women in total number
2013	782 (0,1%)	81,8%
2014	769 0,1%	81,8%.
2015	776 0,1%	79,6%
2016	804 0,11%	81,59%
2017	799 0,13%	80,23%
2018	733 0,13%	80,5%

Source: Commissariat for Refugees and Migration

In 2013, 18,652 persons acquired citizenship of the Republic of Serbia, mostly citizens of countries from the region. In 2015, 20,279 persons acquired citizenship of the Republic of Serbia, which represented a decrease compared to 23,678 persons who acquired citizenship in 2014. In 2016, 23,737 persons acquired citizenship of the Republic of Serbia, which represented an increase compared to the previous year. A similar number was registered in the following year (23,507). In 2018, 20,634 persons acquired citizenship of the Republic of Serbia. The majority of persons who acquired Serbian citizenship in the observed period were from the former SFRY.

Table 8. Number of persons who acquired citizenship of the Republic of Serbia in the period 2013-2018

Year	Number of foreigners who acquired citizenship of the Republic of Serbia
2013	18.652
2014	23.678
2015	20.279
2016	23.737
2017	23.507
2018	20.634

Source: Commissariat for Refugees and Migration

In 2013, the number of foreigners who were issued a measure of cancellation of their stay in the Republic of Serbia in the Republic of Serbia amounted to 4,722. Out of that number, more than half were nationals of Pakistan, Afghanistan and Syria (53%). In the same year, the protective measure of expulsion of a foreigner from the territory of the Republic of Serbia was pronounced in 1,152 cases, mostly to citizens of Afghanistan and Pakistan. The most common reasons for this were: illegal entry into Serbia (23.24), illegal stay (19.50%) and crossing the border outside the official border crossing

(16.64%). Observed in 2014, the protective measure of removal of a foreigner from the territory of the Republic of Serbia was pronounced in 3,222 cases, in the majority to citizens of Syria (64.25%) and Afghanistan (16.73%). The most common reasons were illegal entry into Serbia (68.78%), crossing the border outside the official border crossing (12.41%) and leaving the place of residence determined by the competent authority and failure to report to the competent authority (13.10%). The number of foreigners pronounced a measure of cancellation of their stay in the Republic of Serbia amounted to 7,354, which represents a drastic increase compared to the previous year. Of those who were canceled in 2014, Syrian nationals made almost a half (48.6%).

In 2015, the number of foreigners who were issued a measure of cancellation of their stay in the Republic of Serbia was 15,306, with more than a half made up of Syrian nationals (53.5%), all due to an increased influx of migrants in 2015. In the same year, a protective measure of removal of a foreigner was imposed in 1,506 cases. Among these persons, Syrian nationals (over 50%) and Afghanistan made up the largest share of the total number. The most common reasons for this measure were: illegal entry into the Republic of Serbia (84.73), crossing the border beyond the border crossing (5.51%) and illegal stay in Republic of Serbia (3.25%). In 2016, the number of foreigners who were sentenced with cancelation of their stay in the Republic of Serbia amounted to 6,231, while Afghanistan and Pakistan nationals made a half of that number, all due to the increased influx of migrants in 2015 and 2016. Compared to the previous year, there was a drastic decrease in the number of persons who were issued a protective measure of removal from the territory of the Republic of Serbia. Among these persons, citizens of Afghanistan (over 28%), Albania and Iraq (both 6.1%) accounted for the largest share of the total number. The most common reasons for this were: illegal stay in the Republic of Serbia (32.73%), not leaving the state within the stipulated period (27.88%) and illegal entry into the Republic of Serbia (24.24%).

In 2017, the number of foreigners who were issued a measure of cancellation of their stay in the Republic of Serbia amounted to 3,717. Among the canceled stays, majority were Afghan nationals, as in the previous year, due to the increased influx of migrants from Afghanistan and Pakistan. Compared to the previous year, there was a decrease in the number of proclamations of protective measure of foreigner's removal. Most of these persons are nationals of Pakistan (over 18.6%), Albania (9.3%) and Afghanistan (5.81 %). Among the most common reasons were: illegal stay in the Republic of Serbia (25.26%), failure to leave the country within the deadline set and illegal entry into Serbia (18.95% each). The number of foreigners who were cancelled to stay in the Republic of Serbia in 2018 amounted to 4,142, with the highest number of Afghan nationals (1,136), as in previous years. During this year, there was a double increase in the number of pronouncing a protective measure of foreigner removal from the territory of the Republic of Serbia compared to the previous year. Most of these persons were nationals of Pakistan (22%), Iraq (13.8%) and Iran (10.4%). The most common reasons for the removal of foreigners were: illegal stay in the Republic of Serbia (37.8%), illegal entry into the Republic of Serbia (37.2%) and failure to leave within the specified deadline (11.6%).

Table 9. Number of nationals of other countries and stateless persons who have been issued protective measures for removal and cancellation of stay during the period 2013-2018

Year	Number of foreigners who have been issued a protective measure of	Number of foreigners who were issued a measure of cancellation of their stay in the Republic of Serbia
------	---	--

	removal from the territory of the Republic of Serbia	
2013	1.152	4.722
2014	3.222	7.354
2015	1.506	15.306
2016	164	6.231
2017	84	3.717
2018	164	4.142

Source: Commissariat for Refugees and Migration

In 2013, there were 5,065 expressed intentions for asylum in the Republic of Serbia. The largest number of asylum seekers came from Syria and Eritrea, followed by the largest representation of Somali and Afghanistan nationals. Of these, 768 were minors, of which 598 were unaccompanied minors. The following year, there were over three times more expressed asylum intentions compared to the previous year as 5,065 persons expressed asylum intentions. The largest number of asylum seekers came from Syria and Afghanistan, then from Eritrea and Somalia. Of the total number of persons, 2,780 were minors, of whom 1,569 were unaccompanied.

In 2015, 579,518 expressed intentions for asylum were recorded in the Republic of Serbia, with the largest number of asylum seekers coming from Syria and Afghanistan, then from Iraq, Iran and Pakistan, all due to the increased influx of migrants coming from the Middle East and Africa. From 2015, the number of persons expressing their intention to seek asylum in the Republic of Serbia has started to increase rapidly and eventually reached a number almost 35 times higher than in 2014. Of the total number of persons who expressed their intention to seek asylum in the Republic of Serbia, 173,284 were minors, of which 10,644 were unaccompanied.

In 2016, there were 12,811 expressed asylum intentions in the Republic of Serbia. The largest number of asylum seekers came from Afghanistan (43%), Iraq (21%) and Syria (17%), due to the increased influx of migrants coming from the Middle East and Africa. The number decreased drastically during 2016 in comparison with previous year due to the closure of the migrant route in March 2016. Of the total number of persons who expressed their intention to seek asylum in the Republic of Serbia, 5,368 were minors, 180 of whom were unaccompanied. When it comes to 2017, 6,195 expressed asylum intentions were registered, with the largest number of asylum seekers originating from Afghanistan (40.1%), Iraq (19%) and Pakistan (17.6%), due to increased influx migrants coming from the Middle East. Among them, 2,627 persons were minors, 156 of them unaccompanied. In 2018, there were 8,410 expressed asylum intentions, of which 2,460 were minors and 700 were unaccompanied minors. The largest number of asylum seekers was from Afghanistan (31.2%), Pakistan (21.77%) and Iran (19.18%).

Table 10. Number of expressed asylum intentions and requests actually submitted in the period 2013-2018

Year	Expressed intentions for asylum			Asylum applications submitted (% of number of persons who expressed intention)
	Total	Male	Female	
2013	5.065	-	-	153 (3,02%)
2014	16.500	-	-	388 (2,35%)
2015	579.518	313.335	92.188	586 (0,1%)
2016	12.811	9.121	3.690	577 (4,5%)
2017	6.195	5.136	925	235 (3,8%)
2018	8.410	7.485	925	341 (4,1%)

Source: Commissariat for Refugees and Migration

The number of persons who have actually applied for asylum was far smaller. Thus, in 2013, only 3.02% of the total number of persons applied for asylum out of which 47.05% were nationals of Syria, Afghanistan and Somalia. The following year, only 2.35% of the total number of persons applied for asylum, with more than half of them being nationals of Syria, Afghanistan, Eritrea and Somalia. In 2015, only 0.1% of the total number of persons seeking asylum had applied for asylum, with the majority consisting of Syrian nationals. The following year, 4.5% of the total number of persons actually realized their intentions and applied for asylum out of which one third were Afghan nationals. During 2017, 3.8% of the total number of persons applied for asylum and about 40% were nationals of Pakistan and Afghanistan, while in 2018, 4.1% of the total number of persons applied for asylum out of which 60% were nationals of Iran and Afghanistan.

Table 11. Most represented countries of origin of asylum seekers in the period 2013-2018

Country of origin and representation in %	Year					
	2013	2014	2015	2016	2017	2018
Syria (26,42%)	Syria (58,8%)	Syria (31,74%)	Afghan. (33%)	Pakistan (20,6%)	Iran (48,09%)	
Eritrea (12,32%)	Afghan. (18,34%)	Somalia (20,13%)	Iraq (25%)	Afghan. (20,4%)	Afghan. (11,44%)	
Somalia (10,01%)	Eritrea (4,82%)	Afghan. (6,65%)	Syria (18%)	Iraq (12,8%)	Pakistan (7,33%)	
Afghan. (9,67%)	Somalia (4,28%)	Libya (4,94%)	Pakistan (10%)	Cuba (12,8%)	Iraq (5,57%)	
Algeria (4,92%)	Pakistan (1,75%)	Iraq (1,87%)	Iran (3%)	Syria (6,8%)	Syria (2,64%)	

Source: Commissariat for Refugees and Migration

Table 12. Number of refugees in the Republic of Serbia in the period 2013-2018

Year	Number of refugees
2013	57.247
2014	43.763
2015	35.295
2016	29.457
2017	27.802
2018	26.502

Source: Commissariat for Refugees and Migration

In 2013, 57,247 refugees lived in the Republic of Serbia, while this number decreased (43,763 refugees) in 2014. During the following year, 35,295 refugees were registered, while in 2016, a reduced number (29,457) was registered in the Republic of Serbia. In 2017, 27,802 refugees lived in the Republic of Serbia, while in 2018 the refugee population decreased (26,502 refugees). Most refugees come from Croatia and then from other countries in the region.

5.3. Attitudes of the general public towards migrant population in Serbia

The results of the research conducted in 2018 by Group 484 showed that the influx of migrants is not seen as an event that has led to significant changes in the lives of citizens. The influx of migrants or any other issues related to residence and care migrants are not recognized as one of the priority issues of a particular local community. Certain positive and negative changes, but not essential, are pointed out. Among the positives are: cheap goods that migrants trade in the market (actually selling humanitarian aid given to them), craftworks services by migrants, creating new jobs related to the care of migrants, the dissemination of the cultural perspectives of children at school, and investments for the development of public services and various infrastructural facilities (support in the form of donations to schools and health centers). This awareness and knowledge of various positive effects are also regularly present among citizens and among representatives of local authorities and relevant institutions, though in some environments to a much greater extent among representatives of institutions. Despite the expressed familiarity with this issue, the results of this research showed that migration phenomenon has not found its place in local development strategies in local communities who have recently revised or created these umbrella strategic plans.¹²³

On the other hand, negative consequences are related to fear of criminal activities of migrants and overburdening of local teaching staff and health care facilities. However, they are mainly linked to the presence of migrants staying outside official accommodation centers. Since migrants mostly do not aspire to stay in Serbia, this fact results in the concern of citizens that migrants are unwilling to adapt to local customs and cultural patterns. This is observed as a risk that the inclusion of migrants in local communities could, in some ways, endanger the local community population.¹²⁴

¹²³ Grupa 484 (2018). Migration challenges, local policies and citizen participation, Belgrade.

¹²⁴ Ibid.

The analysis of secondary data leads to the conclusion that the image of migrants is at an unenviable level, especially in countries that did not previously have a high percentage of migration, asylum and integration policies and countries that became destination countries. The presence of migrants who reside outside official centers and the related negative events often cause strong negative reactions and expressed dissatisfaction with citizens. This is partly based on negative prejudices and stereotypes, but citizens' dissatisfaction is often driven by legitimate reasons, i.e. material damage suffered by citizens, which can be proven or reasonably suspected to have been caused by migrant groups residing outside official centers, usually in border places and in connection with attempts to irregularly cross state boundaries.¹²⁵

According to an opinion poll conducted by TNS Medium Gallup in cooperation with UNDP in Serbia in 2016, negative attitudes towards migrants arose out of fear for safety and security. In Serbia, at the very beginning of the migration, the prevailing attitude of the general population was that migrants are people who are struggling with their lives and who need help along the way. In the long run, many citizens of Serbia provided assistance to migrants by personally donating food and equipment, with a significantly lower level of readiness for closer interaction. The willingness to help has remained impressive, but over time, certain incidents that began to occur among the migrants, and then several incidents between migrants and Serbian citizens, such as violence on the streets, thievery and several reported abuses, which have led to significant changes in the image of migrants in Serbia. The coverage of these unfortunate events in the media is thought to have influenced the creation of a negative attitude by the public. Further analysis of the secondary data available concludes that migrants in Serbia are perceived first and foremost as Afghan men who are more problematic than those who initially settled in Serbia. Although this view does not coincide with official statistics, the ubiquity of experiencing migrants as a danger to the rest of the citizens certainly hampers their current position in society. Public services and hygiene (water supply, sewerage, waste and transport) were seen as the most burdensome aspects of the migrant crisis. Respondents cited poverty in Serbia, in addition to cultural, religious and linguistic differences, as an obstacle to accepting migrants and refugees in Serbia.¹²⁶ Other survey conducted in 2016 as part of a project conducted by the Foundation Ana and Vlade Divac in cooperation with USAID concluded that during the period of arrival of migrants and refugees a fear of general public increased, while empathy decreased, but that the population most in contact with refugees and migrants has a generally positive attitude towards them.¹²⁷

The survey of employers in Serbia performed by Group 484 indicate that majority of employers in principle, support the idea that migrants should be employed, considering the difficulty of finding workers at local labour market, especially certain profiles of skilled workers and professionals. However, they do not express willingness and motivation regarding employment of migrants due to absence of formal evidence of qualifications and professional experience, language barrier, legal status of migrants etc.¹²⁸

¹²⁵ Babic, J. and Volarevic, S. (2018). Migration challenges, local policies and citizen participation. Belgrade: Group 484.

¹²⁶ UNDP Serbia, <https://www.rs.undp.org/content/serbia/en/home.html>

¹²⁷ Foundation Ana and Vlade Divac, <http://www.divac.com>

¹²⁸ Babic, J. and Volarevic, S. (2018). Migration challenges, local policies and citizen participation. Belgrade: Group 484.

6. Labour policy for asylum seekers and existing practice

The area of employment of asylum seekers, as well as persons receiving international protection, is regulated through regulations relating to the employment of foreign and stateless persons.¹²⁹ With the passage of the **Law on Employment of Foreigners** in December 2014,¹³⁰ the position of persons seeking international protection and persons who have been granted protection has been significantly improved. Adopting new laws in a more comprehensive way regulates the employment of migrants asylum seekers, in accordance with positive European legislation.¹³¹ The law generally regulates the field of work of foreigners in a much more modern and comprehensive way, and provides the possibility of issuing work permit for a much wider number of foreigner groups (asylum seekers, persons with temporary protection, victims of trafficking, persons with subsidiary protection, as well as refugees). The duration of this type of permit depends on the length of the person's status, and the situation on the labor market.

It should be noted that the Law on Asylum and Temporary Protection stipulates that asylum seekers and persons granted asylum are entitled to free access to the labor market.¹³² Unlike the previous regulations, the provisions of this law unequivocally indicate that asylum seekers, refugees who have been granted asylum and those granted subsidiary protection in Serbia have the same rights and equal treatment as nationals in respect of work, employment, self-employment and unemployment, access to social rights, including the right to unemployment insurance. Their status equals that of permanent resident foreigners, enabling them to exercise their right to a personal work permit. This way, migrants and refugees become holders of a work permit, which gives them the opportunity to act independently in the process of finding employment, changing employment, and thus be less exposed to possible abuse by employers.¹³³

The employment of asylum seekers and persons who are granted asylum is provided on condition that a person holds an appropriate document and a personal work permit. A personal work permit is a type of work permit that allows an asylum seeker who meets the conditions for asylum seekers to gain free employment, self-employment and exercise unemployment benefits in Serbia. The law specifies for the first time the duration of a personal work permit, so that its validity depends on the status granted by the decision of the Asylum Office. The Law prescribes different periods of duration of a personal work permit:¹³⁴

- a refugee's personal work permit is issued for the duration of the identity card for the asylum seeker;
- an asylum seeker may be issued a work permit nine months after the asylum application has been submitted, for a period of six months with the possibility of extension until the asylum seeker status lasts;

¹²⁹ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Article 43

¹³⁰ Law on Employment of Foreigners ("Official Gazette of RS", no. 128/2014, 113/2017, 50/2018 and 31/2019)

¹³¹ Latkovic, B. and Grujicic, G. (2018). Access to the labor market for asylum seekers and asylum granted persons. Belgrade: Group 484.

¹³² Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Articles 57 and 65

¹³³ Latkovic, B. and Grujicic, G. (2018). Access to the labor market for asylum seekers and asylum granted persons. Belgrade: Group 484.

¹³⁴ Ibid.

- a person who is granted subsidiary protection may be issued a personal work permit for the duration of the status.

Personal work permit is issued at the request of the person, and the manner of issuing and proving the fulfillment of conditions for issuing a personal work permit, as well as the necessary evidence for issuance, are prescribed by **the Rulebook on work permits**.¹³⁵

The National Employment Service is the body responsible for issuing work permits as well as implementing various programs related to active employment policies (special vocational education programs, training programs, practical work experience, as well as providing labor market counseling services) under the same conditions as for Serbian citizens need to be introduced. This type of regulation is the result of aligning work legislation with EU standards. In addition to issuing an appropriate work permit in accordance with the Law, the National Employment Service possess competences prescribed by the Law on Employment and Unemployment Insurance. Namely, migrants and refugees who have not obtained adequate employment after obtaining a personal work permit have the right to be on the register of the Service, as other unemployed residents. This includes non-financial measures, such as: notification of employment opportunities and measures; free use of the service; developing the ability to actively seek work; establishing an individual employment plan. Also in this context, it is important to notice the possibility of migrants to exercise the right to unemployment benefit, as a basic right from unemployment insurance.¹³⁶

Assistance provided by the National Employment Service means undertaking specific activities, i.e. programs and measures aimed at employment or increased employability of persons in the labor market. National Service approaches all jobseekers individually, depending on their needs for assistance from the National Employment Service in their search for a job, and the needs of the labor market on the other hand, which are determined by the Individual Employment Plan signed by the unemployed person and the National Employment Service. There are no specifically defined measures of active employment policy for migrants/ asylum seekers.¹³⁷

National Employment Strategy 2011-2020 recognizes that the Republic of Serbia faces all types of migration: external and internal, forced and voluntary, legal and illegal, migration, highly skilled and unskilled workers, immigration and emigration. The strategy also provides for the establishment and expansion of a network of migration service centers within the National Employment Service, which should provide information, advice and guidance to migrants and potential migrants.¹³⁸ This Strategy, however, does not recognize people who are beneficiaries of international protection under the Law on Asylum and Temporary Protection, but it recognizes following particularly vulnerable groups in the labor market: women, young people, persons with disabilities, Roma population, refugees. The Strategy indicates that special emphasis should be put on the implementation of short training programs for less employable and vulnerable groups in order to increase their competitiveness in the labor market. The measures for increasing of their competitiveness include, besides training programs,

¹³⁵ Ibid.

¹³⁶ Latkovic, B. and Grujicic, G. (2018). Access to the labor market for asylum seekers and asylum granted persons. Belgrade: Group 484.

¹³⁷ National Employment Service

¹³⁸ National Employment Strategy 2011-2020 ("Official Gazette of RS", no. 37/2011)

career guidance and counseling development and recognition of knowledge and skills acquired through non-formal learning.¹³⁹

The **National Employment Action Plan** for the current year is the basic instrument for implementing an active employment policy. Government institutions, social partners, local self-government units and civil society organizations continuously make a significant contribution to the development of this document. Also, the National Action Plan for the current year defines the categories of hard-to-employ persons. In 2019, the status of hard-to-employ persons is defined for: young people up to 30, redundancies, persons older than 50, unqualified and low-skilled, persons with disabilities, Roma, able-bodied beneficiaries of financial social assistance, long-term unemployed (on the record for more than 12 months and especially unemployed persons seeking work longer than 18 months), youth in residential care, youth in foster care and victims of domestic violence.¹⁴⁰

In 2019, activities are underway to further improve the legislative framework in the area of labor and employment by adopting new reform regulations, the implementation of which will increase the employment of less employable categories of unemployed, the legal order and safety of seasonal workers, i.e. flexibility and legal certainty for workers employed through employment agencies. The potential option for employment of less employable categories of people is the social entrepreneurship sector which contains diverse production and business organizations that are not founded with a profit motive, but to solve a particular social problem or to foster sustainable local development.

Active employment policy programs and measures include other hard-to-employ persons from particularly vulnerable categories of unemployed, such as: women (especially women victims of trafficking), refugees and displaced persons, returnees under readmission agreements, single parents, spouses from families in to which both spouses are unemployed, etc. in a way that enables them to integrate into the labor market.¹⁴¹

The Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized the Right to Asylum provides that a person who has been granted the right to asylum shall be assisted in entering the labor market in the form of: assisting in obtaining the necessary documents required to register with the National Employment Service and Employment Agency; assisting in initiating the procedure for recognizing foreign school documents; ensuring inclusion in further education and training in line with the needs of the labor market and assisting in inclusion in active employment policy measures. Training for the purposes of requalifying for certain professions is provided by service providers who carry out certified training programs. All these measures are provided in cooperation with the National Employment Service.¹⁴²

The provisions of the Law on Employment of Foreigners specifically define the obligation to ensure equal treatment¹⁴³ foreigners in terms of employment conditions, earnings, terms of dismissal and access to social rights - e.g. the right to unemployment insurance. However, the issue of effective

¹³⁹ Ibid.

¹⁴⁰ National Employment Action Plan for 2019

¹⁴¹ National Employment Service

¹⁴² The Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized the Right to Asylum, "Official Gazette of RS", no 101/2016 and 56/2018.

¹⁴³ Law on Employment of Foreigners ("Official Gazette of RS", no. 128/2014, 113/2017, 50/2018 and 31/2019), Article 4

access to the labor market for foreigners who have applied for asylum, refugees who have been granted the right to asylum and foreigners who have been granted subsidiary protection has not been adequately addressed. The provisions of the Law on Asylum and Temporary Protection prescribe the equal status of refugees who have been granted the right to asylum and foreigners permanently resident in Serbia in relation to the right to work. The legislator in this case also relied on the solutions contained in the relevant EU directives governing immigration and the status of persons under international protection and their free access to the labor market.

The Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized a Right to Asylum provides that a person who has been granted refugee status is assisted in entering the labor market by:¹⁴⁴

- assisting in obtaining the necessary documents required to register with the National Employment Service and the Employment Agency;
- assisting in starting the procedure for recognition of foreign diplomas;
- ensuring inclusion in additional education and training in accordance with labor market needs;
- assisting in engaging in active employment policy measures.

Inclusion in the social, cultural and economic life of persons who have been granted the right of refuge is provided by the Commissariat for Refugees and Migration. These measures are provided in cooperation with the Commissariat for Refugees and Migration and the National Employment Service. The Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized a Right to Asylum applies to persons who have been granted refugee status but omits persons who have been granted subsidiary protection.

6.1. The framework for obtaining of language competences

The right to education in Serbia is a constitutional right. Asylum seekers, as well as those granted asylum, are entitled to free obligatory pre-school and primary and free (but not obligatory) secondary education. The right to education in the Republic of Serbia is regulated by a whole set of laws, primarily the **Law on Fundamentals of the Education System**¹⁴⁵, while certain levels of education are regulated by the **Law on Preschool Education**¹⁴⁶, **Law on Primary Education**¹⁴⁷, **Law on Secondary Education**¹⁴⁸, **Law on Higher Education**¹⁴⁹ and **Law on Adult Education**¹⁵⁰. These laws also regulate the issue of education of foreign nationals and stateless persons in the Republic of Serbia, as well as the issue of recognition of foreign school documents.

For children and students of foreign nationals and stateless persons and for displaced persons who do not know the language in which the educational-teaching program is carried out, the school organizes language learning, ie preparation for teaching and additional teaching, following a special instruction

¹⁴⁴ The Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized the Right to Asylum, "Official Gazette of RS", no 101/2016 and 56/2018, Article 7

¹⁴⁵ Law on Fundamentals of the Education System („Official Gazette of RS“ no. 88/2017)

¹⁴⁶ Law on Preschool Education („Official Gazette of RS“ no. 18/10, 101/17, 113/17 – oth.law and 10/19)

¹⁴⁷ Law on Primary Education („Official Gazette of RS“ no. 55/13, 101/17, 27/18 – oth.law and 10/19)

¹⁴⁸ Law on Secondary Education („Official Gazette of RS“ no. 55/13, 101/17)

¹⁴⁹ Law on Higher Education („Official Gazette of RS“ no. 88/17, 27/18- oth.law, 73/18)

¹⁵⁰ Law on Adult Education („Official Gazette of RS“ no. 55/2013, 88/2017 - oth.law and 27/2018 - oth.law)

issued by the Minister of Education, Science and Technological Development. Some asylum centers have organized teaching of Serbian language by international organizations UNHCR, the Danish Refugee Council, SOS Children's Village and other international organizations.¹⁵¹

The Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized a Right to Asylum provides that the Commissariat for Refugees and Migration provide the teaching of the Serbian language to a person who has been recognized as a refugee, and to a person who is not included in regular education in the Republic of Serbia, attending regular school and a person over 65 years of age.¹⁵² The aforementioned persons are provided with 300 Serbian language lessons per school year. The regulation also stipulates that persons who are eligible to pursue higher education qualifications may be provided, in addition to 300 Serbian language classes, an additional 100 Serbian language classes during one school year, in foreign language schools with certified language programs for learning Serbian. For persons over 65, 200 Serbian language classes are provided as part of a customized Serbian language program for daily communication in foreign language schools or by organizations that propose an appropriate program.

The Commissariat sends the person who has been granted the asylum to classes of Serbian language no later than two months after the decision on the recognition of the right, taking into account the start date of the summer or winter semester in regular or foreign language schools. Persons who are not included in the regular education system in the Republic of Serbia, and who attend classes of Serbian language outside their place of residence, are entitled to reimbursement of transport costs in the amount of public transportation costs from the Commissariat for Refugees and Migration.

According to the Law on Asylum and Temporary Protection, a person granted the right to asylum is obliged to attend Serbian language and script classes in the Republic of Serbia. If the person referred does not, without justifiable reason, report to the Commissariat for Refugees and Migration to attend Serbian language and script within 15 days from the validity of the decision granting person the right to asylum, the person loses the right to financial assistance for temporary accommodation, as well as the right to one-time financial assistance provided from the budget of the Republic of Serbia.¹⁵³ Also, Ministry of Education, Science and Technological Development has developed official curriculum for Serbian as a foreign language, made for teaching and learning programs, and provides the necessary manuals for teachers and vocabularies.

6.2. Information and counselling services available for migrant population

The state must ensure that any foreigner who does not speak their language or their legal system well must provide genuine and reliable information on the enjoyment of guaranteed rights and the procedures for obtaining them. The Law on Asylum and Temporary Protection provides that a foreigner who has expressed his intention to seek asylum in the Republic of Serbia has the right to be

¹⁵¹ Toskovic, S. (Ed.) (2018). The Right to Asylum in the Republic of Serbia 2017, Belgrade: Belgrade Center for Human Rights.

¹⁵² The Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized the Right to Asylum, "Official Gazette of RS", no 101/2016 and 56/2018, Article 4

¹⁵³ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Article 59

informed about his rights and obligations throughout the asylum procedure and this statutory right must also be exercised in practice.¹⁵⁴

The state may also fulfil this obligation through the media, by printing brochures, leaflets and other materials that will be distributed to the places where migrants are located. However, despite the existence of these materials, officers in asylum centers must always be prepared to further clarify their content if requested by the party. Bearing in mind that different categories of migrants need legal assistance in order to resolve their legal status and to exercise their individual rights, it is very important that they are entitled to free legal aid. This assistance consists of giving legal advice, writing submissions and representation before the court when necessary. The Constitution of the Republic of Serbia stipulates that every person, under certain conditions, has the right to legal assistance provided by the legal profession and legal aid services in local self-government units.¹⁵⁵ A free legal aid system has not yet been established in the Republic of Serbia, but a Strategy for the development of a free legal aid system was adopted. The Law on Local Self-Government states that municipality have the competence to include the organization of legal aid services to citizens.¹⁵⁶

The Law on Asylum and Temporary Protection is the only law that currently mandates the provision of free legal aid and does so for asylum seekers. This Law states that an asylum seeker may benefit from free legal assistance and representation.¹⁵⁷ This legal assistance is provided by the UN High Commissioner for Refugees (UNHCR) and non-governmental organizations. Among others, the Belgrade Center for Human Rights provides free legal assistance consisting of giving advice, writing and representing before the asylum authorities since 2012. The Belgrade Center for Human Rights provides support to persons who have been granted international protection for integration into Serbian society as well as persons who are in the process of asylum. Advisers of this Centre provided individual support: in obtaining a work permit; preparation of CVs, job interviews, introduction to the labor market in the Republic of Serbia, work ethic, employer expectations, workers' rights; obtaining identity documents (identity cards, driving licenses); car registration; enrollment of children in school; references to psychological and medical assistance; registration of children born in Serbia in birth registers, obtaining social assistance and financial assistance from UNHCR, etc.¹⁵⁸

6.3. Skills development and vocational training

Education is one of the priority areas for the advancement of migrants, as it enables them to better position themselves in the labor market. Foreign nationals have the right to education and under the conditions and in the manner prescribed for citizens of the Republic of Serbia. This provision also applies to the education of children of migrant workers. The right to education in Serbia is a constitutional right.¹⁵⁹ This actually means that no matter what their nationality, religion, legal status they have in Serbia, all persons have the right to education and obligation to obtain mandatory education. Primary education is compulsory and free, while secondary education is free but not

¹⁵⁴ Ibid, Article 10, paragraph 1

¹⁵⁵ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Article 67

¹⁵⁶ Law on Local Self-Government ("Official Gazette of RS" no. 129/2007, 83/2014 - oth.law, 101/2016 - dr. zakon i 47/2018), Article 20

¹⁵⁷ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018), Article 10, paragraph 2

¹⁵⁸ Toskovic, S. (2017). Human rights of migrants and refugees in the Republic of Serbia - with special reference to the right to work and the right to education. Belgrade: Belgrade Center for Human Rights.

¹⁵⁹ Constitution of the Republic of Serbia, "Official Gazette of RS", no. 98/2006, Article 71

compulsory. The law provides that foreign nationals and stateless persons are entitled to education under the same conditions and in the manner provided for citizens of the Republic of Serbia. Integrating children and young people into the school system is a central component of any migration and integration policy, which improves the chances of successful integration of present and future generations into the society of the country they come from. **The Law on Fundamentals of the Education System**, in addition to a series of measures that lead to the full inclusion of children from vulnerable categories, introduces the possibility of registering such children without complete documentation (registration, permanent residence or temporary residence in the municipality where the school is located).¹⁶⁰

The Law on Fundamentals of the Education System provides for enrollment of foreign nationals and stateless persons to primary and secondary school and guarantees the right to education under the same conditions and in the manner prescribed for citizens of the Republic of Serbia. For children and students of foreign nationals and stateless persons, refugees and displaced persons who do not know the language in which the educational work or some program contents relevant for the continuation of education is carried out, the school organizes language learning, i.e. preparation for teaching and additional teaching, following a special instruction issued by the Minister of Education.¹⁶¹

Although the right to education in Serbia is a constitutional right, the current practice in Serbia, unfortunately, did not exist until 2017. Perhaps one of the reasons is that a large number of migrants stayed/plan to stay very shortly in the territory of Serbia and therefore do not have the opportunity to join the education system or, simply, do not have the interest to enrol children in the educational system. In 2017, the Ministry of Education, Science and Technological Development issued binding Expert Instruction for the Inclusion of Asylum-seekers in the Education and Upbringing System for the inclusion of all children in the education and upbringing system which more closely regulates how children will be enrolled and how support for the inclusion in the educational process should be provided. Developing expert instruction is an important, given children made approximately 20% of migrant population in Serbia.

The Instruction stipulates that knowledge tests will be organized for children who do not hold certificates of prior education, which is most often the case with migrant children. Accordingly, a professional team for inclusive education at school level draws up a school support plan, which may involve hiring language interpreters and other professionals, in accordance with the financial capacity of the school. The support plan may provide for preparatory classes for migrant children for a period of two weeks to two months with the aim of gradual adaptation, individualization of teaching activities and involvement in extracurricular activities.¹⁶² In Serbia, there are currently around 50 schools where children from migrant population attend educational programs.

In some reception and asylum centers in local settings, civil society organizations conducted non-formal educational activities in the form of learning Serbian or foreign language, mathematics, geography, training for various professions. With this regard, of especial importance are vocational trainings for certain professions (e.g. hairdresser, tailor, plumber, etc.) by different humanitarian

¹⁶⁰ Law on Fundamentals of the Education System („Official Gazette of RS“ no. 88/2017)

¹⁶¹ Ibid, Article 100

¹⁶² Babic, J. and Volarevic, S. (2018). Migration challenges, local policies and citizen participation. Belgrade: Group 484.

organizations and NGOs. For example, in Temporarily Center Adasevci, there is a room designated for a hairdresser, where customers receive the service free of charge, and the service is provided by another migrant, who trains for that profession.¹⁶³ UNICEF has provided support to capacity building of all organizations present in the field through: organizing training, providing support at work and drafting guidance for non-formal education. OHCHR supported capacity building training for all organizations implementing programs to develop digital competencies. In cooperation with all partners, draft guidelines were developed for non-formal education that should support the development of basic competences (communication in native and foreign languages, digital competence, mathematics and science, social, civic and cultural awareness, how to learn).

Since December 2016, the institutional and systematic inclusion of children in the Serbian school system has begun, in accordance with the Law on Foundations of Educational System, which continued throughout 2017. In May 2017, the Ministry of Education, Science and Technological Development adopted the **Expert Instruction for the Inclusion of Asylum-seekers in the Education and Upbringing System**, which serves as the basis for the preparation of the school administrations on whose territory the asylum and temporarily centers are located. At the beginning of the school year, over 85% of refugee children from asylum centers and reception centers were enrolled. The importance of including all children in schools, regardless of their status, has been highlighted by a number of international bodies, including the United Nations Committee on the Elimination of Racial Discrimination.¹⁶⁴

The whole process was carried out in cooperation with the Ministry of Education, Science and Technological Development, the Commissariat for Refugees and Migration, the Center for Educational Policy, with the support of the UNICEF Belgrade office, which helped to increase the capacity of teaching staff and the provision of school supplies. The Ministry of Education, Science and Technological Development also made a list of high school children who would enroll in the school without entrance examination, but only in schools where there are vacancies after the second round of enrollment, stating that secondary school is not compulsory.¹⁶⁵

Children enrolled in pre-school, primary and secondary education, as well as adult illiterate persons who have been recognized as having asylum, are provided assistance in joining the education system in the Republic of Serbia. Assistance is provided by: 1) providing textbooks and school supplies; 2) assistance in starting the procedure for recognizing foreign school documents; 3) providing learning assistance; 4) financial assistance for involvement in extracurricular activities. Adult illiterate persons are provided with assistance in order to be included in adult literacy programs in cooperation with competent ministry. The Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized a Right to Asylum emphasizes that a person granted refugee status is ensured to be included in the program of acquaintance with Serbian culture, history and constitutional order for a maximum of 30 hours a year. The program is proposed by different associations and approved and funded by the Commissariat. If a person who has been granted refugee status does not,

¹⁶³ Commissariat for Refugees and Migration, <http://www.kirs.gov.rs/>

¹⁶⁴ Toskovic, S. (Ed.) (2018). *The Right to Asylum in the Republic of Serbia 2017*, Belgrade: Belgrade Center for Human Rights.

¹⁶⁵ Foundation Ana and Vlade Divac, <http://www.divac.com>

without justifiable reason, participate in this program, the Commissariat has no obligation to provide new or additional hours for that person.¹⁶⁶

7. Field research related to labour market integration of asylum seekers

The aim of the field research is to determine the current degree of integration of asylum seekers and refugees, as well as their family members, into the social and economic environment in Serbia, as the host country. Focus is on identifying existing barriers to achieving greater integration of asylum seekers into the labor market, with a aim to providing guidance on defining future activities to improve their socio-economic status.

The **methodological concept** of the research is based on the analysis of data collected by conducting survey on selected (sample base) asylum seekers and migrants, as well as coordinators in the asylum centers and potential employers. Specially designed **questionnaires** were used for this purpose, prepared separately for each of the groups of respondents i.e. different versions of questionnaires were developed. Respondents were interviewed by the trained interviewers, who followed the points from the relevant questionnaire. Collected data are quantitatively and qualitatively analyzed and presented graphically and descriptively in the following sub-sections. Quantitative analysis was performed in statistical software SPSS.

The survey was conducted on the **six survey samples with altogether 101 respondents**. Since targeted group are asylum seekers, only asylum centers are considered. When selecting the target group of respondents, special attention was given to participation of female respondents.

There were **three samples consisted of asylum seekers** – sample of asylum seekers from asylum center Bogovada in Lajkovac, sample of asylum seekers from asylum center Banja Koviljaca in Loznica and sample of asylum seekers the Center for Infant, Child and Youth Protection - Zvecanska in Belgrade. These three samples were observed as one in the analysis and consisted of **54 respondents**.

The fourth sample consisted of **43 migrants** (respondents) from the asylum and reception center in Krnjača, on the territory of the city of Belgrade. Unfortunately, at the moment of interviewing there were no asylum seekers in the center although this is the biggest asylum center in the territory of city of Belgrade. Nevertheless, survey was conducted, and results are presented below. When necessary, translators employed in the asylum centers were involved in interviewing.

The fifth sample consisted of four coordinators from these centers and the data obtained by interviewing this sample was only qualitatively analyzed, considering the size of the sample.

Finally, one sample consisted of **53 employers from Serbian market**, mainly from the territory of the city of Belgrade (70%), but also from other districts.

This chapter consists of four sub-sections, each related to mentioned survey groups.

¹⁶⁶ Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018)

7.1. Field research results – asylum centres Bogovada, Banja Koviljaca and Zvecanska

The total sample consisted of 54 respondents - asylum seekers from asylum centers in Bogovadja and Banja Koviljaca and the Center for Infant, Child and Youth Protection - Zvecanska in Belgrade. Please find below results of the survey.

7.1.1. Socio-demographic structure of the sample

Within the sample, the majority of respondents belong to age group 31 to 40 years (35.2%), followed by the group of those aged 21 to 30 years (one third). Persons under the age of 20 made one fifth of the sample.

Table 14. Age structure of the sample

Age	Frequency	Percent	Cumulative Percent
18 and less	10	18.5	18.5
from 19 to 20	1	1.9	20.4
from 21 to 30	18	33.3	53.7
from 31 to 40	19	35.2	88.9
from 41 to 50	5	9.3	98.1
from 50 to 60	1	1.9	100.0

There were more male respondents (75.9%) than female (24.1%).

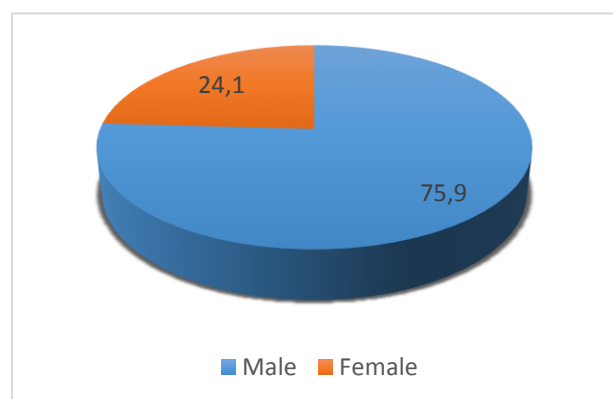


Figure 2. Gender structure of the sample

Most respondents come from Iran, Burundi and Ghana.

Table 15. Countries of origin of respondents

Country of origin	Frequency	Percent	Cumulative Percent
Afghanistan	3	5.6	5.6
Syria	1	1.9	7.4
Iraq	2	3.7	11.1
Iran	20	37.0	48.1
Ghana	9	16.7	64.8

Burundi	17	31.5	96.3
Cameroon	1	1.9	98.1
Guinea	1	1.9	100.0

Most respondents came to Serbia unaccompanied, with no family members (72.2%). Among family members of the respondents who are accompanied, no one was employed in the labor market of the Republic of Serbia at the time of the interview.

Table 16. The presence of respondents' family members

Answer	Frequency	Percent	Cumulative Percent
Single	39	72.2	72.2
With other family members	15	27.8	100.0

A quarter of respondents have only primary education, while the majority, 46.3% has a university education. Some of the professions for which asylum seekers have been educated in their country of origin, which include higher education, are: Electrical Engineer, archeologist, lawyer, economist, IT specialist, psychologist, geographer, educator, school lecturers. Most respondents (70.4%) possess a document for proving their education level (diploma, certificate).

Table 24. Degree of education of respondents in their home country

Education level	Frequency	Percent	Cumulative Percent
Without primary education	2	3.7	3.7
Primary education	14	25.9	29.6
Secondary education	12	22.2	51.9
University education	25	46.3	98.1
Postgraduate education	1	1.9	100.0

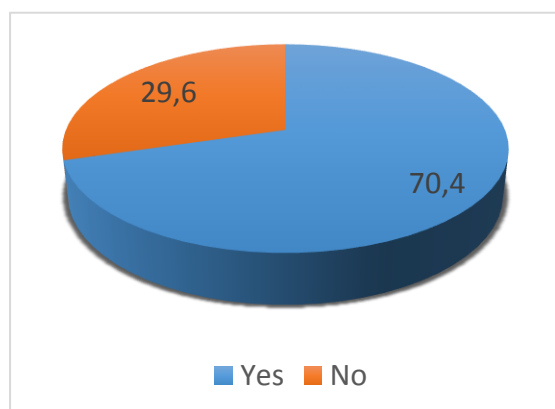


Figure 3. Possession of document(s) confirming acquired education

Among the respondents, 14.8% were or are enrolled in the education system in the Republic of Serbia. These are respondents up to the age of 18 who are enrolled in high schools.

Table 25. Inclusion in the education system in the Republic of Serbia

Answer	Frequency	Percent	Cumulative Percent
Yes	8	14.8	14.8
No	46	85.2	100.0

7.1.2. Period of residence in the Republic of Serbia

One third of the respondents reside in Serbia for up to one year, while a quarter reside between one and two years and the rest between two and three years. Just under a quarter of the total sample did not want to provide such information.

Table 17. Length of stay in the territory of the Republic of Serbia

Period of time	Frequency	Percent	Cumulative Percent
Up to one year	18	33.3	33.3
From 1 to 2 years	14	25.9	59.3
From 2 to 3 years	9	16.7	75.9
Did not want to answer	13	24.1	100.0

Most respondents applied for asylum between three and six months ago, although a significant number did that less than three months ago.

Table 18. The period that has elapsed since the application for asylum

Period of time	Frequency	Percent	Cumulative Percent
Less than 3 months	17	31.5	31.5
From 3 to 6 months	23	42.6	74.1
From 6 to 12 months	8	14.8	88.9
More than 12 months	6	11.1	100.0

7.1.3. Employment of respondents – previous and current

Majority of respondents (61.1%) had not been employed since arriving in Serbia. When it comes to women, most still have not seek employment in Serbia, and thus could not have been exposed to any form of employment discrimination. On the other hand, 5.6% said they had never been exposed to discrimination in their job search, while 21.1% did not want to comment on the matter.

Table 19. Employment of respondents

Employment of respondents	Frequency	Percent	Cumulative Percent
---------------------------	-----------	---------	--------------------

Yes, he/she is employed	9	16.7	16.7
Yes, he/she was employed	12	22.2	38.9
No	33	61.1	100.0

The largest percentage of respondents (83.3%) stated to be interested in finding a job in the labor market in the Republic of Serbia, but is still inactive on this issue. On the other hand, 9.3% of respondents do not want to look for a job in the labor market in the Republic of Serbia at all. All women in the sample have declared their interest in finding a job, but are still inactive. When asked what profession asylum seekers would like to pursue in Serbia, some of the answers are: translator, engineer, entrepreneur, driver, restaurant manager, cook, programmer, teacher, hairdresser, police officer, cleaner.

Table 20. Respondents interest in finding a job in the labour market in the Republic of Serbia

Answer	Frequency	Percent	Cumulative Percent
Yes, actively looking for a job	4	7.4	7.4
Yes, but still inactive	45	83.3	90.7
No	5	9.3	100.0

Table 21. Respondents' interest in finding a job in the labor market in the Republic of Serbia – observed by gender

Gender		Yes, actively looking for a job	Yes, but still inactive	No	Total
Male	Count	4	32	5	41
	Percentage	9.8	78.0	12.2	100.0
Female	Count	0	13	0	13
	Percentage	0.0	100.0	0.0	100.0

The majority of respondents, as many as 87%, were not registered at the National Employment Service as unemployed persons at the time of the interview. Most of them cited the lack of knowledge that such a possibility exists at all as the main reason for that. Only one woman within the sample was registered as unemployed at the National Employment Service.

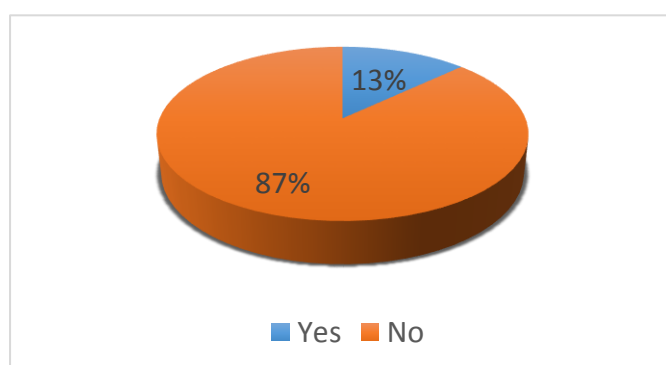


Figure 4. Registration at National Employment Service

Table 22. Registration at National Employment Service – observed by gender

Gender		Answer		Total
		Yes	No	
Male	Count	6	35	41
	Percent	14.6	85.4	100.0
Female	Count	1	12	13
	Percent	7.7	92.3	100.0

When asked about the manner in which the respondent secured or planned to provide the means for paying the administrative fee for obtaining a work permit, more than half of them did not answer, while 29.6% did not have the necessary funds and did not know how to obtain them.

Table 23. The means for paying the administrative fee for obtaining a work permit

Answer	Frequency	Percent	Cumulative Percent
Donations	6	11.1	11.1
Personal funds	1	1.9	13.0
Did not know	16	29.6	42.6
Did not want to get a work permit	2	3.7	46.3
Did not want to answer	29	53.7	100.0

As many as 88.9% of the sample has previous work experience, which was gained in their home country. One fifth of the total number of respondents have previous experience of three to five years, while one fifth have experience of less than one year and more than seven years. The majority of women in the sample (76.9%) possess previous work experience. This indicates that female asylum seekers in this sample, considering that they were employed before, are willing to integrate into the labor market in the Republic of Serbia. The results also show that they are interested in working in the private sector and majority of them would also like to run their own small business.

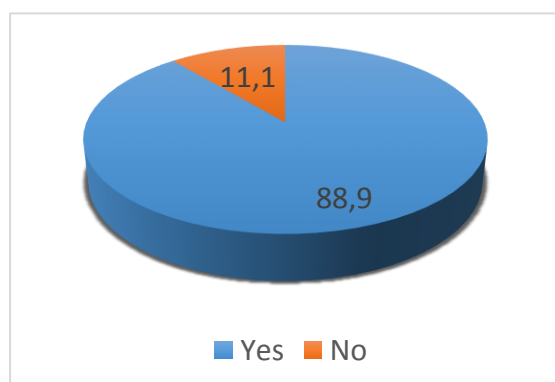


Figure 5. Previous work experience of respondents

Table 26. Previous work experience of respondents – observed by gender

Gender	Answer	
--------	--------	--

		Yes	No	Total
Male	Number	38	3	41
	Percent	92.7	7.3	100.0
Female	Number	10	3	13
	Percent	76.9	23.1	100.0

Table 27. Length of the previous work experience

Length	Frequency	Percent	Cumulative Percent
Up to one year	11	20.4	20.4
1-3 years	9	16.7	37.0
3-5 years	14	25.9	63.0
5-7 years	3	5.6	68.5
More than 7 years	11	20.4	88.9
Do not have	6	11.1	100.0

When it comes to employment in Serbia, as many as 94.4% of respondents would like to work in the private sector. Also, 75.9% of respondents would be willing to start their own small business.

Table 28. Employment preference by sector

Sector	Frequency	Percent	Cumulative Percent
Private	51	94.4	94.4
Public	1	1.9	96.3
None of the above	2	3.7	100.0

Table 29. Employment preference by sector – observed by gender

Gender		Sector			Total
		Private	Public	None of the above	
Male	Number	38	1	2	41
	Percent	92.7	2.4	4.9	100.0
Female	Number	13	0	0	13
	Percent	100.0	0.0	0.0	100.0

Table 30. Respondents' interest in starting own small business

Answer	Frequency	Percent	Cumulative Percent
Yes	41	75.9	75.9
No	12	22.2	98.1

Only if provided with necessary education	1	1.9	100.0
---	---	-----	-------

Table 31. Respondents' interest in starting own small business – observed by gender

Gender		Answer			Total
		Yes	No	Only if provided with necessary education	
Male	Number	33	7	1	41
	Percent	80.5	17.1	2.4	100.0
Female	Number	8	5	0	13
	Percent	61.5	38.5	0.0	100.0

7.1.4. Language skills of respondents

All but one respondent spoke a foreign language in addition to their mother tongue. In most cases it is English, while 11.1% speak another foreign language besides English. All women in the sample speak a foreign language.

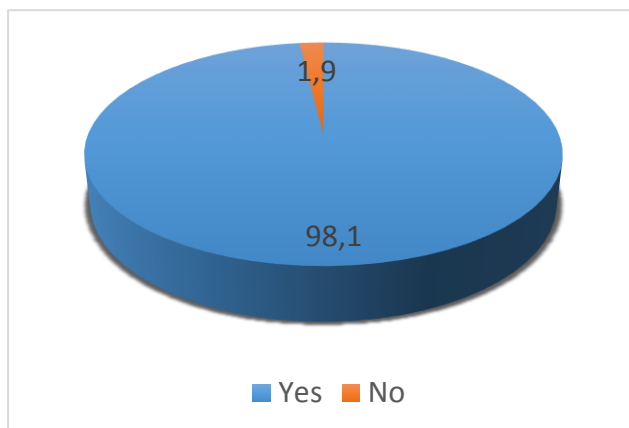


Figure 6. Knowledge of foreign languages

When it comes to skills to read Serbian, the majority of respondents (42.6%) cannot read Serbian at all, while 29.6% stated that they can read Serbian very well. The situation is similar with the writing of Serbian language, with 46.3% unable to write in the Serbian language, while a quarter have excellent knowledge of writing in the Serbian language.

Table 32. Serbian language - reading

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	23	42.6	42.6
2	7	13.0	55.6
3	8	14.8	70.4
4 - Excellent	16	29.6	100.0

Table 33. Serbian language - writing

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	25	46.3	46.3
2	5	9.3	55.6
3	10	18.5	74.1
4 - Excellent	14	25.9	100.0

When it comes to conversation in Serbian language, 46.3% have no knowledge at all, one fifth have poor knowledge, while 29.6% have good abilities for conversation. As many as 40.7% of respondents do not have the ability to understand what others are saying in Serbian, while 29.6% say they have a good understanding of the language.

Table 34. Serbian language - conversation

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	23	42.6	42.6
2	11	20.4	63.0
3	16	29.6	92.6
4 - Excellent	4	7.4	100.0

Table 35. Serbian language - understanding

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	22	40.7	40.7
2	10	18.5	59.3
3	16	29.6	88.9
4 - Excellent	6	11.1	100.0

When it comes to reading English, most respondents (53.7%) can read English perfectly. As for English writing, 40.7% have excellent writing skills; while one fifth do not know English at all. When it comes to conversations in English, 51.9% have excellent conversational skills. As many as half of the respondents have a good understanding of what others are saying in English, while 27.8% have a good understanding of that language.

Table 36. English language - reading

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	9	16.7	16.7
2	9	16.7	33.3
3	7	13.0	46.3
4 - Excellent	29	53.7	100.0

Table 37. English language - writing

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	11	20.4	20.4
2	10	18.5	38.9
3	11	20.4	59.3
4 - Excellent	22	40.7	100.0

Table 38. English language - conversation

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	2	3.7	3.7
2	14	25.9	29.6
3	10	18.5	48.1
4 - Excellent	28	51.9	100.0

Table 39. English language - understanding

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	3	5.6	5.6
2	9	16.7	22.2
3	15	27.8	50.0
4 - Excellent	27	50.0	100.0

Other languages the respondents know are: French, Arabic and Turkish. Their average knowledge is very good (51.9%), but there are those who would rate their language proficiency as very poor (42.6%).

Table 40. Other foreigner language – average knowledge

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	23	42.6	42.6
2	2	3.7	46.3
3	1	1.9	48.1
4 - Excellent	28	51.9	100.0

If considering the mean values assigned to different segments of Serbian and English proficiency, it can be concluded that English is at a satisfactory level, while the knowledge of Serbian language is significantly weaker.

Table 41. Average knowledge of foreign languages

Language	N	Min	Max	Mean	Std. Deviation
Serbian language - reading	54	1	4	2.31	1.301
Serbian language - writing	54	1	4	2.24	1.288

Serbian language - conversation	54	1	4	2.02	1.019
Serbian language - understanding	54	1	4	2.11	1.076
English language - reading	54	1	4	3.04	1.181
English language - writing	54	1	4	2.81	1.183
English language - conversation	54	1	4	3.19	.953
English language - understanding	54	1	4	3.22	.925

7.1.5. Computer skills of respondents

Most of the respondents have good and excellent knowledge of working in MS Office Word. The same is the case with other MS Office programs (Excel, Power Point, Visio, etc.) where half stated that they had a good working knowledge of these programs, while one fifth knew quite well. The majority of respondents also have a good or excellent knowledge of the use of e-mail and Internet search engines.

Table 42. Knowledge of working in MS Office Word

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	10	18.5	18.5
2	4	7.4	25.9
3	15	27.8	53.7
4 - Excellent	25	46.3	100.0

Table 43. Knowledge of working in other MS Office programs (Excel, Power Point, Visio etc.)

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	11	20.4	20.4
2	4	7.4	27.8
3	11	20.4	48.1
4 - Excellent	28	51.9	100.0

Table 44. Using of e-mail

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	9	16.7	16.7
2	4	7.4	24.1
3	9	16.7	40.7
4 - Excellent	32	59.3	100.0

Table 45. Using of Internet search engines

Level of knowledge	Frequency	Percent	Cumulative Percent
1 – Not at all	9	16.7	16.7

2	3	5.6	22.2
3	9	16.7	38.9
4 - Excellent	33	61.1	100.0

Table 46. Average computer literacy of respondents

Computer literacy	N	Min	Max	Mean	Std. Deviation
Knowledge of working in MS Office Word	54	1	4	3.02	1.141
Knowledge of working in other MS Office programs	54	1	4	3.04	1.197
Using of Internet browsers	54	1	4	3.22	1.144
Using of e-mail	54	1	4	3.19	1.150

As regarding barriers to entry into the labor market, mastering the Serbian language was assessed by most of respondents as a key barrier and not a barrier at all (38.9% each). More than half of the women in the sample noted perceiving mastering the Serbian language as a key barrier. The similar situation was noted regarding bridging cultural differences, which was assessed as a key barrier and not a barrier at all by same number of respondents (38.9% each). Majority of women considered this factor to be a key barrier for their integration in the labor market.

7.1.6. Perceived barriers to enter Serbian labor market

Table 47. Mastering Serbian language as a barrier to enter the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	21	38.9	38.9
2	10	18.5	57.4
3	2	3.7	61.1
4 – Key barrier	21	38.9	100.0

Table 48. Serbian language as a barrier to entry into the labor market – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	18	7	2	14	41
	Percent	43.9	17.1	4.9	34.1	100.0
Female	Number	3	3	0	7	13
	Percent	23.1	23.1	0.0	53.8	100.0

Table 49. Bridging cultural differences as barriers to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	21	38.9	38.9
2	11	20.4	59.3
3	1	1.9	61.1
4 – Key barrier	21	38.9	100.0

Table 50. Bridging cultural differences as barriers to entry into the labor market – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	15	11	1	14	41
	Percent	36.6	26.8	2.4	34.1	100.0
Female	Number	6	0	0	7	13
	Percent	46.2	0.0	0.0	53.8	100.0

The residence permit procedure was perceived as a serious barrier to labor market entry by more than 80% of respondents. Majority of women considered this to be an important even though not crucial barrier.

Table 51. Procedure for obtaining a residence permit as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	0	0	0
2	10	18.5	18.5
3	18	33.3	51.9
4 – Key barrier	26	48.1	100.0

Table 52. Procedure for obtaining a residence permit as a barrier to entry into the labor market – observed by gender

Gender		Answer			Total
		2	3	4	
Male	Number	7	11	23	41
	Percent	17.1	26.8	56.1	100.0
Female	Number	3	7	3	13
	Percent	23.1	53.8	23.1	100.0

On the other hand, the recognition of diplomas and the recognition of previous studies / work experience were viewed by majority of respondents, male and female, as a weak barrier to entry into the labor market, although more than a third of respondents still perceived them as an important barrier.

Table 53. Procedure for recognizing diplomas as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	0	0	0
2	34	63.0	63.0
3	14	25.9	88.9
4 – Key barrier	6	11.1	100.0

Table 54. The procedure for recognizing diplomas as a barrier to entry into the labor market – observed by gender

Gender		Answer			Total
		2	3	4	
Male	Number	27	9	5	41
	Percent	65.9	22.0	12.2	100.0
Female	Number	7	5	1	13
	Percent	53.8	38.5	7.7	100.0

Table 55. Procedure for recognizing previous studies / work experience as barriers to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	1	1.9	1.9
2	34	63.0	64.8
3	16	29.6	94.4
4 – Key barrier	3	5.6	100.0

Table 56. Procedure for recognizing previous studies / work experience as barriers to entry into the labor market – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	1	29	8	3	41
	Percent	2.4	70.7	19.5	7.3	100.0
Female	Number	0	5	8	0	13

	Percent	0.0	38.5	61.5	0.0	100.0
--	---------	-----	------	------	-----	-------

Education or continuing education in the Republic of Serbia was perceived as less important by 48.1% of respondents, while 42.6% stated this as an important but not key barrier to entry the labor market. When it comes to female respondents, 76.9% gave such evaluation.

Table 57. Gaining or continuing education in the Republic of Serbia as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	2	3.7	3.7
2	26	48.1	51.9
3	23	42.6	94.4
4 – Key barrier	3	5.6	100.0

Table 58. Gaining or continuing education in the Republic of Serbia as a barrier to entry into the labor market – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	2	23	13	3	41
	Percent	4.9	56.1	31.7	7.3	100.0
Female	Number	0	3	10	0	13
	Percent	0.0	23.1	76.9	0.0	100.0

Table 59. Retraining for a new occupation as a barrier to inclusion in the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	11	20.4	20.4
2	11	20.4	40.7
3	22	40.7	81.5
4 – Key barrier	10	18.5	100.0

Table 60. Retraining for a new occupation as a barrier to inclusion in the labor market – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	8	8	18	7	41
	Percent	19.5	19.5	43.9	17.1	100.0
Female	Number	3	3	4	3	13

	Percent	23.1	23.1	30.8	23.1	100.0
--	---------	------	------	------	------	-------

Most respondents, 59.2%, perceive retraining for a new occupation as an essential or key barrier to entry the labor market, while two-fifths of respondents said this does not represent a challenge. As regarding female respondents, 30.8% considered this to be important barrier. On the other hand, contacting potential employers as a barrier to inclusion in the labor market has been assessed as a very important barrier to inclusion in the labor market, by both male and female respondents.

Table 61. Establishing contact with potential employers as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	1	1.9	1.9
2	11	20.4	22.2
3	30	55.6	77.8
4 – Key barrier	12	22.2	100.0

Table 62. Establishing contact with potential employers as a barrier to entry into the labor market - observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	1	7	24	9	41
	Percent	2.4	17.1	58.5	22.0	100.0
Female	Number	0	4	6	3	13
	Percent	0.0	30.8	46.2	23.1	100.0

Lack of awareness or lack of information from employers was evaluated by most respondents as an important barrier to entry into the labor market, although a significant percentage, 42.6%, nevertheless assessed it as a weak barrier. Greater number of women considered this not to be important barrier.

Table 63. Lack of awareness or information among employers as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	0	0	0
2	23	42.6	42.6
3	14	25.9	68.5
4 – Key barrier	17	31.5	100.0

Table 64. Lack of awareness or information among employers as a barrier to entry into the labor market – observed by gender

Gender	Answer	Total
--------	--------	-------

		2	3	4	
Male	Number	16	14	11	41
	Percent	39.0	34.1	26.8	100.0
Female	Number	7	0	6	13
	Percent	53.8	0.0	46.2	100.0

Unfamiliarity with labor legislation has been identified as an essential barrier to inclusion in the labor market by the largest number of respondents, although more than a third considers the impact of this factor to be weak. More than a half of the female respondents considered the barrier to be strong and 30.8% to be crucial.

Table 65. Unfamiliarity with labor legislation as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	4	7.4	7.4
2	18	33.3	40.7
3	21	38.9	79.6
4 – Key barrier	11	20.4	100.0

Table 66. Unfamiliarity with labor legislation as a barrier to entry into the labor market – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	4	16	14	7	41
	Percent	9.8	39.0	34.1	17.1	100.0
Female	Number	0	2	7	4	13
	Percent	0.0	15.4	53.8	30.8	100.0

Insufficient access to immigrant organizations has been identified by a third of respondents as an important barrier to inclusion in the labor market, while others do not perceive this factor as essential in this context. The greater number of female respondents, 53.8%, considered this factor to represent important barrier, even though significant number, 46.2% consider it to be weak and not a barrier at all.

Table 67. Insufficient access to immigrant organizations as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	19	35.2	35.2
2	15	27.8	63.0

3	18	33.3	96.3
4 – Key barrier	2	3.7	100.0

Table 68. Insufficient access to immigrant organizations as a barrier to entry into the labor market—observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	16	12	11	2	41
	Percent	39.0	29.3	26.8	4.9	100.0
Female	Number	3	3	7	0	13
	Percent	23.1	23.1	53.8	0.0	100.0

If observing the average values assigned to these factors, it is recognized that the most important barrier is the procedure for obtaining a residence permit, while the weakest obstacle is the insufficient access to immigrant organizations. Contacting potential employers and lack of awareness or lack of awareness among employers were also considered as important barriers to the integration of asylum seekers into the labor market.

Table 69. Intensity of influence of various factors on the integration of asylum seekers into the labor market

Factor	N	Min	Max	Mean	Std. Deviation
Mastering Serbian language	54	1	4	2.43	1.354
Bridging cultural differences	54	1	4	2.41	1.353
Procedure for obtaining a residence permit	54	2	4	3.30	.768
Procedure for recognizing diplomas	54	2	4	2.48	.693
Procedure for recognizing previous studies / work experience	54	1	4	2.39	.627
Gaining or continuing education in the Republic of Serbia	54	1	4	2.50	.666
Retraining for a new occupation	54	1	4	2.57	1.021
Establishing contact with potential employers	54	1	4	2.98	.714
Lack of awareness or information among employers	54	2	4	2.89	.861

Unfamiliarity with labor legislation	54	1	4	2.72	.878
Insufficient access to immigrant organizations	54	1	4	2.06	.920

7.1.7. Attendance to different educational and training programs

The largest percentage of respondents (92.6%) attended programs in the fields of: language, civic education and intercultural adjustment, which is understandable given that language course is a prerequisite for receiving financial assistance. A quarter of respondents participated in training and/or education programs for various professions. All female respondents participated in programs in the fields of: language, civic education and intercultural adjustment. None of the women within the sample have so far participated in a training program for new professions or receiving professional job search advice.

Table 70. Attendance to different programs since arrival in the Republic of Serbia

Programs	Respondents participated		Respondents have not participated	
	Frequency	Percent	Frequency	Percent
Language, civic education and intercultural adjustment	50	92.6	4	7.4
Providing professional advice on active job search and employment	1	1.9	53	98.1
Providing training and / or education for various professions	14	25.9	40	74.1
Other	1	1.9	53	98.1
None of the above	2	3.7	51	94.4

Almost all respondents said that their participation in the Serbian language learning program would be important or crucial in the preparation for job searching process. A vast majority of female respondents (92.3%) considers this program to be very important.

Table 71. The importance of participation in the Serbian language learning program in the process of employment preparation

Estimation	Frequency	Percent	Cumulative Percent
1 – Not important at all	0	0	0
2	2	3.7	3.7
3	12	22.2	25.9
4 – Very important	40	74.1	100.0

Table 72. The importance of participation in the Serbian language learning program - observed by gender

Gender		Answer			Total
		1	3	4	
Male	Number	2	11	28	41
	Percent	4.9	26.8	68.3	100.0
Female	Number	0	1	12	13
	Percent	0.0	7.7	92.3	100.0

When it comes to providing professional employment advice, this program was rated as important by 46.3% of the respondents (46.2% when observing women), although more than half of the respondents did not think this program would contribute to their job searching process.

Table 73. The importance of participating in the program of providing professional employment advice in the process of employment preparation

Estimation	Frequency	Percent	Cumulative Percent
1 – Not important at all	4	7.4	7.4
2	25	46.3	53.7
3	8	14.8	68.5
4 – Very important	17	31.5	100.0

Table 74. The importance of participating in the program of providing professional employment advice – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	4	18	8	11	41
	Percent	9.8	43.9	19.5	26.8	100.0
Female	Number	0	7	0	6	13
	Percent	0.0	53.8	0.0	46.2	100.0

Over half of the respondents rated the training/education program for new professions as very important for employment, which, together with the percentage of those who rated this program as important, makes this program highly valued by most respondents. Majority of women (46.2%) also valued this program as very important for employment, even though a significant number perceived it as less important in this context.

Table 75. The importance of participating in a training / education program for new professions in the employment preparation process

Estimation	Frequency	Percent	Cumulative Percent
------------	-----------	---------	--------------------

1 – Not important at all	4	7.4	7.4
2	12	22.2	29.6
3	8	14.8	44.4
4 – Very important	30	55.6	100.0

Table 76. The importance of participating in a training / education program for new professions in the employment preparation process – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	4	8	5	24	41
	Percent	9.8	19.5	12.2	58.5	100.0
Female	Number	0	4	3	6	13
	Percent	0.0	30.8	23.1	46.2	100.0

The program of mentoring and professional practice in companies was rated as very important or important in the process of employment preparation by 75.9% of the respondents. Greatest number of female respondents (92.4%) perceived this program to be important or very important.

Table 77. The importance of participating in a mentoring program and practice in companies in the employment preparation process

Estimation	Frequency	Percent	Cumulative Percent
1 – Not important at all	5	9.3	9.3
2	8	14.8	24.1
3	22	40.7	64.8
4 – Very important	19	35.2	100.0

Table 78. The importance of participating in a mentoring program and practice in companies – observed by gender

Gender		Answer				Total
		1	2	3	4	
Male	Number	5	7	16	13	41
	Percent	12.2	17.1	39.0	31.7	100.0
Female	Number	0	1	6	6	13
	Percent	0.0	7.7	46.2	46.2	100.0

By observing the mean values of the participation rates in the programs, it can be seen that on average, respondents perceive these programs as important for their inclusion in the labor market. The most important is the language learning program, followed by training / education for new

professions, the mentoring and professional practices program, while the provision of professional advice was rated as the least beneficial.

Asylum seekers' proposals for the program (s) they find useful in the job training process are: art courses, psychology courses, cooking course, hairdressing section, advanced course in Serbian language, IT course.

Table 79. The importance of participating in various programs in the job training process

Programs	N	Min	Max	Mean	Std. Deviation
Language learning program	54	1	4	3.67	.673
Provision of professional advice	54	1	4	2.70	1.002
Training/education for new occupations	54	1	4	3.19	1.029
Mentoring program	54	1	4	3.02	.942

Most respondents, both male and female, would like to have access to online platforms for language learning or vocational training, although a significant percentage is not interested in this.

Table 80. Respondents' interest in language learning or vocational training through digital / online platforms

Answer	Frequency	Percent	Cumulative Percent
Already has access to these platforms	2	3.7	3.7
Would like to have access	34	63.0	66.7
Interested but lacking in skill	2	3.7	70.4
Not interested	16	29.6	100.0

Table 81. Respondents' interest in language learning or vocational training through digital/online platforms – observed by gender

Gender		Answer				Total
		Already has access	Would like to have access	Interested but lacking in skill	Not interested	
Male	Number	1	26	2	12	41
	Percent	2.4	63.4	4.9	29.3	100.0
Female	Number	1	8	0	4	13
	Percent	7.7	61.5	0.0	30.8	100.0

7.1.8. Channels of communication regarding employment

Most respondents have an e-mail address (69.2%). Majority of women in the sample (76.9%) possess an e-mail address.

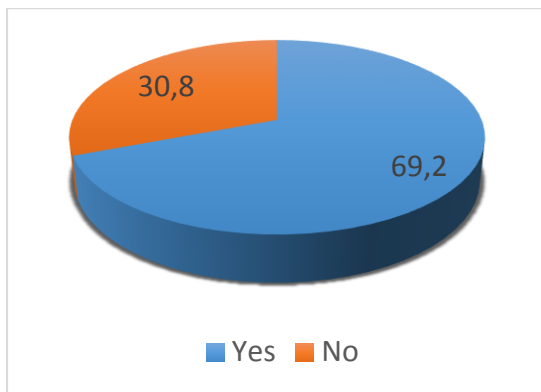


Figure 7. Possession of e-mail address

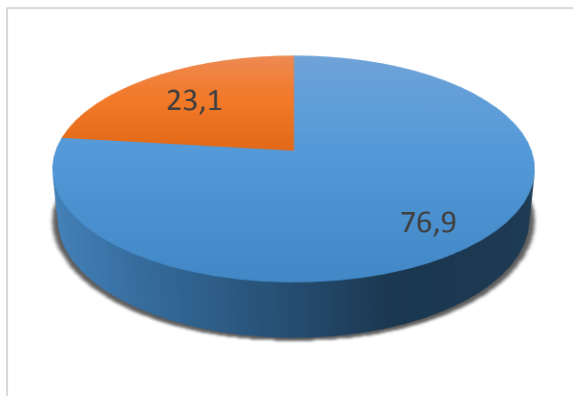


Figure 8. Possession of e-mail address – observed by gender

Most respondents have profile(s) on some of social networks (83.3%). In most cases, this is a profile on the social network Facebook, while one fifth has a profile on the social network Instagram. The percentage is lower when observing female respondents, as 69.2% have at least one profile on social networks.

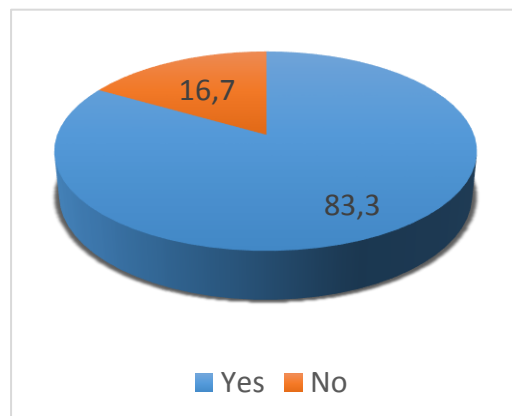


Figure 9. Possession of a profile on social networks

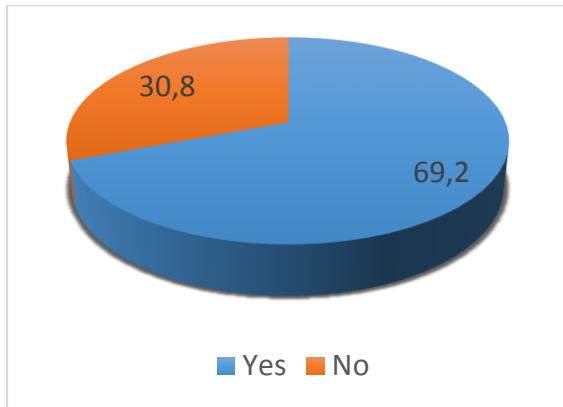


Figure 10. Possession of a profile on social networks – observed by gender

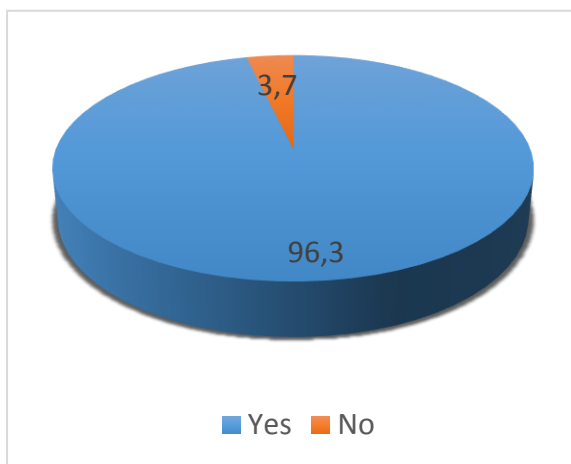


Figure 11. Preference for receiving notice of potential employment

Almost all respondents said that it would be important for them to be informed of job offers. It would be important to all women in the sample to be informed of job offers. The preferred channel for notifying job offers is email, with 72.2% of respondents opting in this manner (69.2% in case of female respondents). A fifth of them would like to receive SMS notifications.

Table 82. Preferred channels for receiving notices of potential jobs

Information channel	Frequency	Percent	Cumulative Percent
E-mail	39	72.2	72.2
SMS	11	20.4	92.6
Social networks	4	7.4	100.0

Table 83. Preferred channels for receiving notices of potential jobs – observed by gender

Gender		Answer		
		E-mail	SMS	Social networks
Male	Number	30	8	3
	Percent	73.2	19.5	7.3

Female	Number	9	3	1
	Percent	69.2	23.1	7.7

7.2. Field research results – asylum centre Krnjača

The total sample consisted of 43 respondents, i.e. migrants from the reception center in Krnjača, on the territory of the city of Belgrade.

7.2.1. Socio-demographic structure of the sample

Within the sample, the majority of respondents are aged 21 to 30 years (67.4%), followed by those aged 31 to 40 years (18.6%). There are 9.4% of persons under the age of 20 within the sample.

Table 84. Age structure of the sample

Age	Frequency	Percent	Cumulative Percent
18 and less	2	4.7	4.7
from 19 to 20	2	4.7	9.3
from 21 to 30	29	67.4	76.7
from 31 to 40	8	18.6	95.3
from 41 to 50	1	2.3	97.7
from 50 to 60	1	2.3	100.0

There were more female respondents (74.4%) than male (25.6%) in the sample.

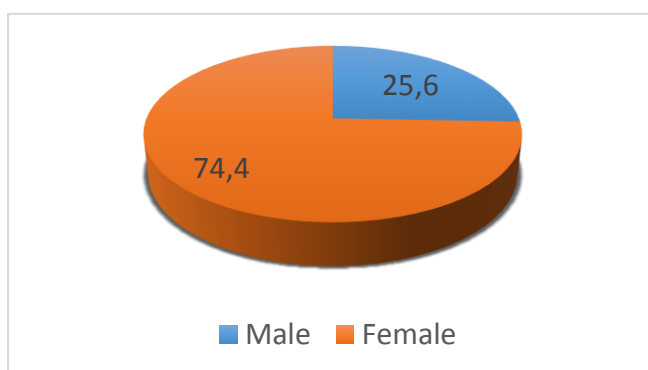


Figure 12. Gender structure of the sample

Respondents mostly came from Afghanistan, Iran and Iraq.

Table 85. Sample of respondents by Number of origin

	Frequency	Percent	Cumulative Percent
Afghanistan	23	53.5	53.5
Syria	1	2.3	55.8
Iraq	6	14.0	69.8
Pakistan	5	11.6	81.4

Iran	8	18.6	100.0
------	---	------	-------

Most respondents came to Serbia with family members (81.4%), while others are unaccompanied. Among all of them, 74.4% are not employed in the labor market of the Republic of Serbia, while in 9.3% cases one of family members and 16.3% singles are employed.

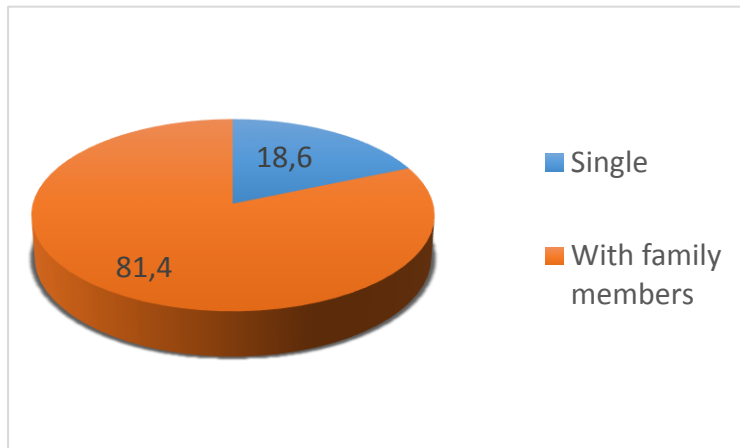


Figure 13. Accompanied and unaccompanied respondents

Table 86. The employment of respondents and their family members

Number of employed family members	Frequency	Percent	Cumulative Percent
Single	7	16.3	16.3
One	4	9.3	25.6
No one	32	74.4	100.0

7.2.2. Period and purpose for residing in the Republic of Serbia

Most of respondents (76.7%) resides in Serbia less than 3 months, while 14% reside between 3 and 6 months and the rest more than that.

Table 87. Length of stay in the territory of the Republic of Serbia

Period of time	Frequency	Percent	Cumulative Percent
Less than 3 months	33	76.7	76.7
From 3 to 6 months	6	14.0	90.7
From 6 to 12 months	2	4.7	95.3
From one to two years	2	4.7	100.0
Total	43	100.0	

Vast majority of respondents (95.3%) does not have the intention to apply for an asylum in the Republic of Serbia. All but two women do not have such an intention.

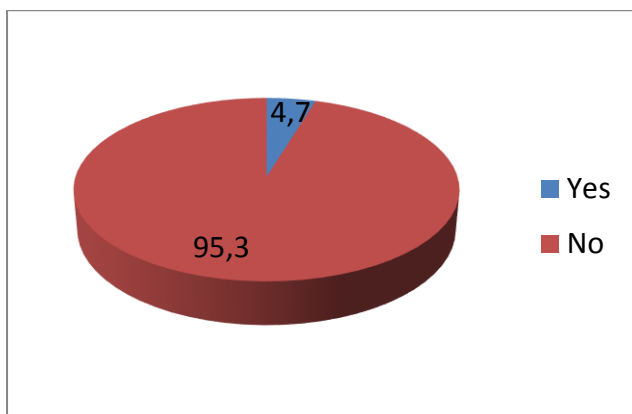


Figure 14. Intention to apply for an asylum

As regarding destination Numberberries, the most wanted destination is Germany, while, as the least preferred, respondents mentioned Romania.

Table 88. Destination countries for migration

Destination country	Frequency	Percent	Cumulative Percent
Germany	19	44.2	44.2
Switzerland	5	11.6	55.8
Netherlands	7	16.3	72.1
France	4	9.3	81.4
Wherever	8	18.6	100.0
Total	43	100.0	

7.2.3. Employment of respondents – previous and current

Majority of respondents (95.3%) had not been employed since arriving in Serbia. When it comes to women, none of them still seek employment in Serbia, and thus could not even be exposed to any form of employment discrimination.

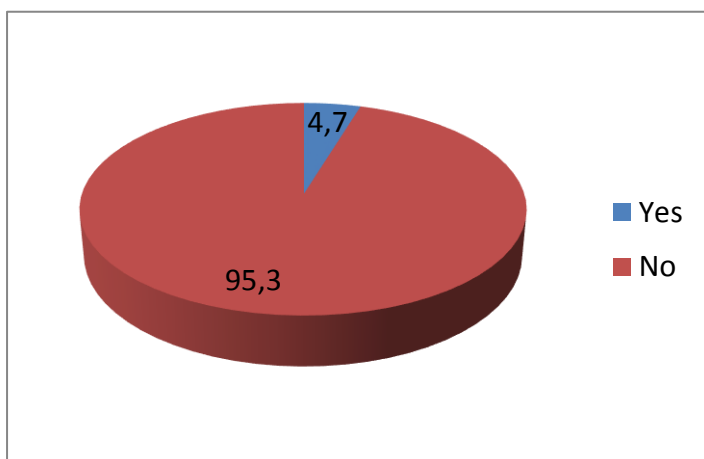


Figure 15. Employment of respondents

The biggest percentage of respondents (74.4%) stated not to be interested in finding a job in the labor market in the Republic of Serbia, while 18.6% want to find a job but is still inactive on this matter. On the other hand, 7% of respondents actively look for a job in the labor market in the Republic of Serbia.

Table 89. Respondents' interest in finding a job in the labor market in the Republic of Serbia

Answer	Frequency	Percent	Cumulative Percent
Yes, actively looking for a job	3	7.0	7.0
Yes, but still inactive	8	18.6	25.6
No	32	74.4	100.0

Within the sample, 34.9% of respondents are even without primary education, while the majority, 55.8% have a primary education. None of the respondents possess a document for proving their education level (diploma, certificate).

Table 90. Education level of respondents

Answer	Frequency	Percent	Cumulative Percent
Without primary education	15	34.9	34.9
Primary education	24	55.8	90.7
Secondary education	3	7.0	97.7
University education	1	2.3	100.0

As many as 79.1% of respondents do not have work experience gained in their home country. One fifth of the total number of respondents has previous work experience. Majority of women in the sample have never worked before and mentioned gender roles in their cultural frameworks (husband's employment is considered more culturally acceptable, while their role is taking care of children).

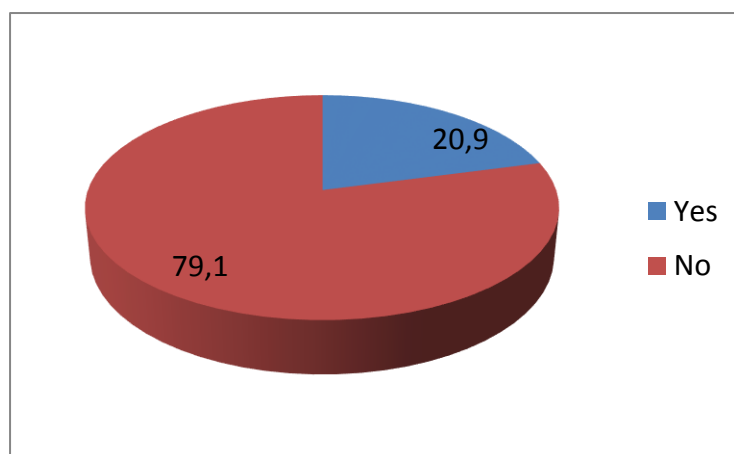


Figure 16. Previous work experience of respondents

Table 91. Length of the previous work experience

Length	Frequency	Percent	Cumulative Percent
Up to one year	2	4.7	4.7

1-3 years	4	9.3	14.0
3-5 years	2	4.7	18.6
5-7 years	1	2.3	20.9
Do not have	34	79.1	100.0

7.2.4. Language skills of respondents

Majority of respondents do not speak any foreign language in addition to their mother language. In 18.6 cases it is English, while 3% speak another foreign language besides English. Majority of women in the sample (all but two) do not speak a foreign language.

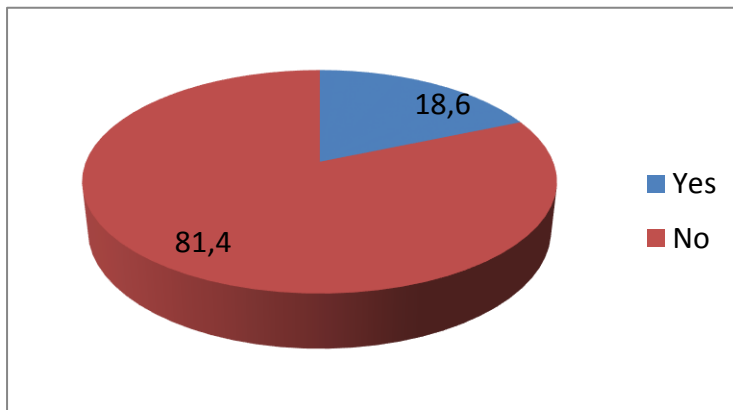


Figure 17. Knowledge of foreign languages

All respondents stated that they have no knowledge of reading and talking Serbian language. In the same manner, 97.7% of respondents are not able to write in Serbian at all, while the rest of 2.3% have very weak knowledge of that. One fifth of respondents (20.9%) have no ability to understand Serbian, while 79.1% possess a weak knowledge.

If considering the mean values assigned to different segments of Serbian and English proficiency, it can be concluded both are below a satisfactory level, while the knowledge of Serbian language is even weaker.

Table 92. Average knowledge of foreign languages

Languages	N	Min	Max	Mean	Std. Deviation
Serbian language - reading	43	1	1	1.00	.000
Serbian language - writing	43	1	2	1.02	.152
Serbian language - conversation	43	1	1	1.00	.000
Serbian language - understanding	43	1	2	1.79	.412
English language - reading	43	1	3	1.26	.581
English language - writing	43	1	3	1.28	.630
English language - conversation	43	1	3	1.33	.715
English language - understanding	43	1	4	1.56	1.181

Language of destination country	43	1	2	1.30	.465
---------------------------------	----	---	---	------	------

When it comes to reading English, most respondents (81.4%) cannot read English at all. As for English writing, same percent do not know English at all. When it comes to conversations in English, same percent have no conversational skills nor is able to understand English. On the other hand, 18.6% have excellent knowledge.

Table 93. English language - reading

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	35	81.4	81.4
2- Weak	5	11.6	93.0
3 - Good	3	7.0	100.0

Table 94. English language - writing

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	35	81.4	81.4
2- Weak	4	9.3	90.7
3 - Good	4	9.3	100.0

Table 95. English language - conversation

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	35	81.4	81.4
2- Weak	2	4.7	86.0
3 - Good	6	14.0	100.0

Table 96. English language - understanding

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	35	81.4	81.4
4 - Excellent	8	18.6	100.0

Respondents do not speak language of their destination country (69.8%) or speak it very weak (30.2%).

Table 97. Language of destination country – general knowledge

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	30	69.8	69.8
2 - Weak	13	30.2	100.0
Total	43	100.0	

7.2.5. Computer skills of respondents

Respondents generally have very low level of computer literacy, at least when it comes to working in MS Office Word and other MS Office programs (Excel, Power Point, Visio, etc.). In the same manner, 90.3% of respondents do not know how to use Internet search engines. The situation is better when it comes to using of e-mail, since 41.9% have excellent knowledge and 27.9% good knowledge.

Table 98. Knowledge of working in MS Office Word

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	29	67.4	67.4
2 - Weak	14	32.6	100.0

Table 99. Knowledge of working in other MS Office programs (Excel, Power Point, Visio etc.)

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	40	93.0	93.0
2 - Weak	3	7.0	100.0

Table 100. Using of Internet search engines

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	40	93.0	93.0
2- Weak	2	4.7	97.7
3 - Good	1	2.3	100.0

Table 101. Using of e-mail

Level of knowledge	Frequency	Percent	Cumulative Percent
1 - Not at all	8	18.6	18.6
2- Weak	5	11.6	30.2
3- Good	12	27.9	58.1
4 - Excellent	18	41.9	100.0

Average computer literacy is at the low level. The situation is best when it comes to using e-mail.

Table 102. Average computer literacy of respondents

Computer literacy	N	Min	Max	Mean	Std. Deviation
Knowledge of working in MS Office Word	43	1	2	1.33	.474
Knowledge of working in other MS Office programs	43	1	2	1.07	.258
Using of Internet browsers	43	1	3	1.09	.366
Using of e-mail	43	1	4	2.93	1.142

7.2.6. Perceived barriers to enter Serbian labor market

Mastering the Serbian language and insufficient access to immigrant organizations are not perceived as barriers to entry into the labor market by all of the respondents. Bridging cultural differences were assessed by most of respondents as a key barrier (97.7%). The residence permit procedure was perceived as a serious barrier to labor market entry by all respondents. Majority (88.4%) did considered procedure for recognizing diplomas as a barrier to entry into the labor market.

Table 103. Bridging cultural differences as barriers to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
3 – Important barrier	1	2.3	2.3
4 – Key barrier	42	97.7	100.0

On the other hand, the recognition of diplomas and the recognition of previous studies / work experience were viewed by majority of respondents (83.7%) as a weak barrier to entry into the labor market.

Table 104. Procedure for recognizing diplomas as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
2 – Weak barrier	1	2.3	2.3
3 - Important barrier	4	9.3	11.6
4 – Key barrier	38	88.4	100.0

Table 105. Procedure for recognizing previous studies / work experience as barriers to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	36	83.7	83.7
2 – Weak barrier	2	4.7	88.4
3 – Important barrier	5	11.6	100.0

Education or continuing education in the Republic of Serbia was not perceived as key barrier by 86% of respondents. Most respondents, 97.7%, perceive retraining for a new occupation as weak barrier to entry into the labor market. Contacting potential employers has been assessed as weak barrier to inclusion in the labor market.

Table 106. Gaining or continuing education in the Republic of Serbia as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	37	86.0	86.0
2 – Weak barrier	1	2.3	88.4
3 – Important barrier	5	11.6	100.0

Table 107. Retraining for a new occupation as a barrier to inclusion in the labor market

Estimation	Frequency	Percent	Cumulative Percent
2 – Weak barrier	42	97.7	97.7
3 – Important barrier	1	2.3	100.0

Lack of awareness or lack of information from employers was evaluated by most respondents (90.7%) as a weak barrier to entry into the labor market. Familiarity with labor legislation has not been identified as an essential barrier to inclusion in the labor market by the largest number of respondents (88.4%), although 11.6% considers the impact of this factor to be important.

Table 108. Lack of awareness or information among employers as a barrier to entry into the labor market

Estimation	Frequency	Percent	Cumulative Percent
2 – Weak barrier	39	90.7	90.7
3 – Important barrier	4	9.3	100.0

Table 109. Unfamiliarity with labor legislation as a barrier to inclusion in the labor market

Estimation	Frequency	Percent	Cumulative Percent
1 – Not perceived as barrier at all	38	88.4	88.4
3 – Important barrier	5	11.6	100.0

If observing the average values assigned to these factors, it is recognized that the most important barrier Mastering Serbian language and Procedure for obtaining a residence permit, while the weakest obstacle is the insufficient access to immigrant organizations. Bridging cultural differences and Procedure for recognizing diplomas were also considered as important barriers to the integration of asylum seekers into the labor market.

Table 110. Intensity of influence of various factors on the integration of asylum seekers into the labor market

Factor	N	Min	Max	Mean	Std. Deviation
Mastering Serbian language	43	4	4	4.00	.000
Bridging cultural differences	43	3	4	3.98	.152
Procedure for obtaining a residence permit	43	4	4	4.00	.000
Procedure for recognizing diplomas	43	2	4	3.86	.413
Procedure for recognizing previous studies / work experience	43	1	3	1.28	.666
Gaining or continuing education in the Republic of Serbia	43	1	3	1.26	.658
Retraining for a new occupation	43	2	3	2.02	.152

Establishing contact with potential employers	43	2	2	2.00	.000
Lack of awareness or information among employers	43	2	3	2.09	.294
Unfamiliarity with labor legislation	43	1	3	1.23	.649
Insufficient access to immigrant organizations	43	1	1	1.00	.000

7.2.7. Attendance to different educational and training programs

The largest percentage of respondents (79.1%) attended programs in the fields of: language, civic education and intercultural adjustment. None of the respondents participated in training and / or education programs for various professions, providing professional advice on active job search and employment or any other.

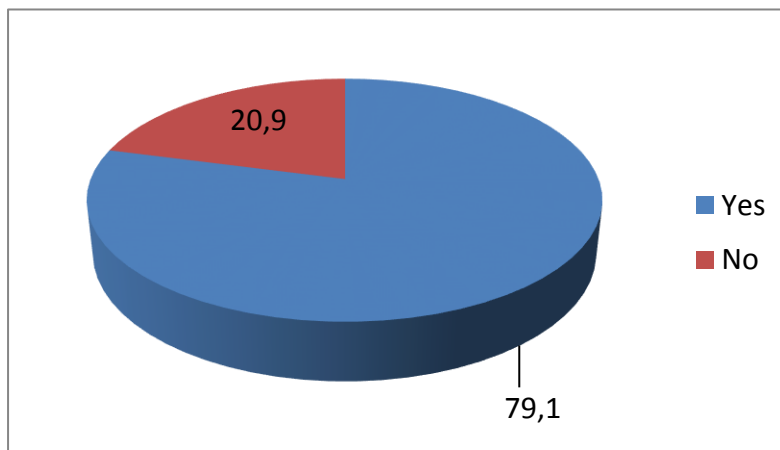


Figure 18. Attendance to programs in the fields of: language, civic education and intercultural adjustment since arrival in the Republic of Serbia

Majority of respondents (81.4%) said that their participation in the Serbian language learning program would be important or crucial in the preparation for job searching process. When it comes to providing professional employment advice, this program was rated as not important at all by 97.7% of the respondents. Majority of the respondents (95.3%) rated the training / education program for new professions as not important or not important at all for employment, as well as the program of mentoring and professional practice in companies.

Table 111. The importance of participation in the Serbian language learning program in the process of employment preparation

Estimation	Frequency	Percent	Cumulative Percent
1 – Not important at all	1	2.3	2.3
2 – Weak barrier	7	16.3	18.6
3 – Important barrier	7	16.3	34.9
4 – Very important	28	65.1	100.0

Table 112. The importance of participating in the program of providing professional employment advice in the process of employment preparation

Estimation	Frequency	Percent	Cumulative Percent
1 – Not important at all	13	30.2	30.2
2 – Weak barrier	29	67.4	97.7
4 – Very important	1	2.3	100.0

Table 113. The importance of participating in a training / education program for new professions in the employment preparation process

Estimation	Frequency	Percent	Cumulative Percent
1 – Not important at all	15	34.9	34.9
2 – Weak barrier	26	60.5	95.3
3 – Important barrier	1	2.3	97.7
4 – Very important	1	2.3	100.0

Table 114. The importance of participating in a mentoring program and practice in companies in the employment preparation process

Estimation	Frequency	Percent	Cumulative Percent
1 – Not important at all	13	30.2	30.2
2 – Weak barrier	28	65.1	95.3
4 – Very important	2	4.7	100.0

By observing the mean values of the participation rates in the programs, it can be seen that on average, respondents perceive these programs as not important for their inclusion in the labor market.

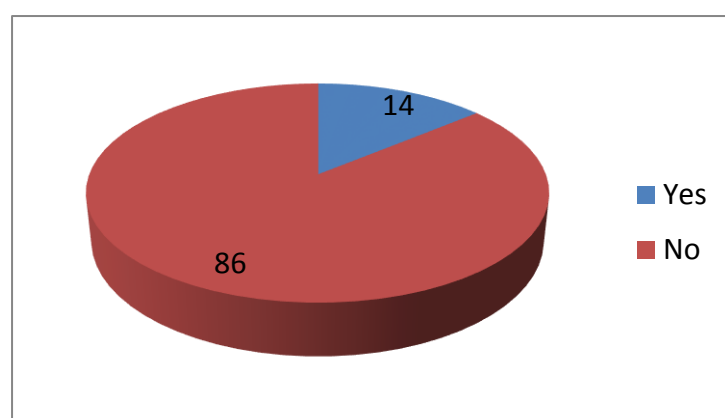


Figure 19. Respondent interest in language learning or vocational training through digital / online platforms

Most respondents (86%) would not prefer to have access to online platforms for language learning or vocational training, although 14% claimed to prefer to have an access.

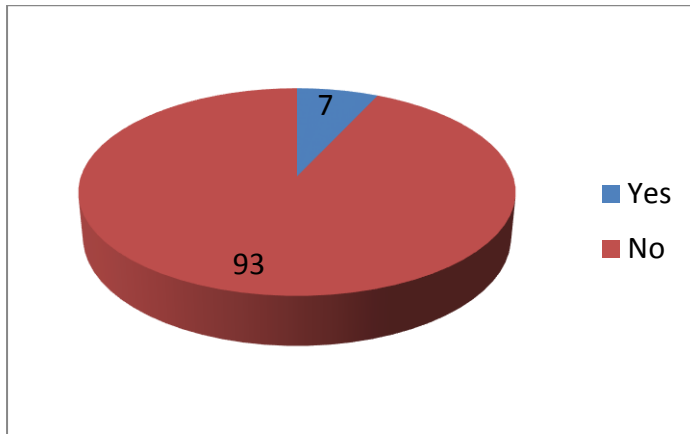


Figure 20. Preference for receiving notice of potential employment

7.2.8. Channels of communication regarding employment

All respondents have an e-mail address and a profile on some of social networks. In most cases, this is a profile on the social network Facebook, while one fifth has a profile on the social network Instagram. Almost all respondents (93%) said that it would not be important for them to be informed of job offers. Remaining 7% who would like to receive such information, would like to receive it via SMS.

7.3. Field research results – interviews with asylum centre coordinators

Coordinator from the Asylum Center in Banja Koviljaca said that there were 51 people currently residing at the center out of which 21 were women and 30 were men. In terms of age structure, 12 are up to 20 years old, 13 between 21 and 30, 16 between 31 and 40, three between 41 and 50 and 7 over 50. Persons located in the center are from the following countries: Iran, Afghanistan, Russian Federation, Nigeria, Bangladesh, Somalia, China, Kazakhstan, Pakistan. Eighteen of them reside independently, while 33 reside with some of their family members. On average, people in this center stay between 9 and 12 months. Persons with secondary school qualifications dominate, with the coordinator considering that there are several persons whose professions are tailoring and hairdressing, for which there is demand in the labor market in Serbia. Some of the accommodated persons have gained work experience in car service (washing and vulcanizer) since their arrival at the Asylum Center. Coordinator finds that the people located in the center are less active in their job search. Coordinator estimates that the Serbian language skills of asylum seekers in Center are very low, considering that they do not have any knowledge of reading and writing Serbian at all, while conversational skills and ability to understand others is poor. In conversation with the coordinator it was concluded that most asylum seekers are not willing to learn Serbian and that it represents the biggest problem for them in finding jobs. Coordinator thinks the situation is a little better when it comes to speaking and understanding English, which is at a satisfactory level, although they have no knowledge of reading and writing English at all. Persons accommodated in the Center have attended the Serbian language learning program since they were staying at the Center, as they were obliged to do so. Persons accommodated in the Center do not have access to digital / online platforms for language learning or vocational training. Coordinator pointed out that the Center has a connection with business entities - potential employers for asylum seekers and that several hairdressing salons and one carpentry company have expressed interest in employment of asylum seekers so far. Persons accommodated at the Center are informed about job opportunities through personal contacts and through national employment service.

Coordinator from Asylum Center Bogovadja stated that 124 asylum seekers currently reside in the center, of which 36 are women and 65 are men. Regarding the age structure of persons residing in the Center, 26 are up to 20 years of age, 47 are between 21 and 30 years of age, 36 are between 31 and 40 years of age, 13 are between 41 and 50 and 2 above 50. Residing persons come from following countries: Burundi, Somalia, Iraq, Syria, Iran, Pakistan. Fifty eight of them live alone, while 66 are accompanied by one or more family members. On average, people in the center stay for about one year. Persons with secondary school education dominate, and since their arrival in the Center, some have achieved work engagement in a local factory. According to the coordinator, the knowledge of reading and writing Serbian asylum seekers is low, while conversational skills are at a satisfactory level and the ability to understand is good. Accommodated persons have a satisfactory level of reading, writing and communication skills in English, while their ability to understand this language is at a good level. Since coming to the Center, the placement has undergone basic programs in the fields of: language, civic education and intercultural adjustment, as well as receiving professional advice on active job search and employment and training and / or education for new professions. Persons accommodated at the Center have access to digital / online platforms for language learning or vocational training. The Coordinator pointed out that there was no connection of the Center with potential employers for asylum seekers, but that so far, there were offers from certain factories and restaurants. Asylum seekers are informed about potential employment by recommendations or info sessions. Coordinator implied that asylum seekers accommodated in the center are highly well-mannered, hardworking and ambitious and that they regularly attend Serbian language classes. Coordinator also pointed out that their religious and moral principles are at a very high level.

Coordinator from the Center for the Protection of Infants, Children and Youth - Zvecanska said that currently, there are eight male persons between the ages of 16 and 18 accommodated in the Center. They originate from Syria, Afghanistan and Iran. They spent an average of three years in different asylum centers and several of them are enrolled in secondary education in Serbia. Three have achieved work engagement at a car center and a fast food store, however, there is still not enough activity from everyone regarding the job search. In the coordinator's opinion, their ability to read, write and communicate in Serbian is at a satisfactory level, while the ability to understand Serbian is good. On the other hand, English language skills are at a lower level, as their reading and writing skills are low and their ability to speak and understand this language is satisfactory. Asylum seekers attended a Serbian language learning and adjustment program. Coordinator pointed out that there is a connection between the Center and potential employers, namely fast food restaurants / kiosks and car washes. Persons accommodated in the Center are informed about the employment opportunities by personal contacts and by recommendations, both from the employees of the Center and the employers themselves.

Coordinator from the Asylum Center Krnjaca stated that the center currently accommodates 351 people, of which 76 are women and 114 are men. They are from Afghanistan, Iraq, Iran, Syria. Sudan, Yemen, Ghana, China, Russia, Nigeria. Eighty two people reside in the center alone, and 269 with some of the family members. Unaccompanied minors have been in the Center for 62 days, while others wait for legal travel for about 2.5 years. It is dominated by migrants with primary education, mainly different craftwork. Since arriving at the Asylum Center, some individuals have gained work experience as interpreters, workers at an ice cream factory, ceramists and restaurant staff. Most of the them are inactive in job searching. Coordinator considers that Serbian language skills are at the

intermediate level in the segments: reading, writing and understanding of others, while conversation is at a lower level. On the other hand, the coordinator considers that the persons located in the center have a good command of English, in all segments. During their stay at the Center, accommodated persons have participated in programs of learning Serbian and intercultural adjustment and training and / or education for the professions in the sectors with the greatest need for employees. Persons housed at the Center have access to digital / online platforms for language learning or vocational training. Coordinator pointed out that there was a connection between the Center and potential employers for asylum seekers, and that, so far, there was interest in employment of asylum seekers to perform ceramic and gypsum-sculpting works. Persons accommodated in the Center are informed about job opportunities through the Commissariat for Refugees and Migration of the Republic of Serbia, NGOs, as well as through information tables and verbal communication at the Center.

7.4. Field research results – potential employers

An empirical survey of potential employers in Serbia was conducted in October 2019 to examine their willingness to employ asylum seekers, refugees and their family members. The survey sample included top managers from a total of **53 companies**, of which 31 were limited liability companies and the remaining 22 were entrepreneurs. Out of these 53 companies, 12 are IT companies, 8 tourist agencies, 10 restaurants, 5 fast food restaurants, 5 beauty salons, 5 consultant companies, 8 manufactory productions. Criteria was to send questionnaire to trusted companies with at least 3 years of doing business. The survey was conducted primarily in the territory of Belgrade, so that as many as 70% of the surveyed employers were from the territory of the City of Belgrade, while 30% were managers from companies from the following districts: North Banat District, North Backa District, South Banat District, Srem District, Macva district, Kolubara district, Zlatibor district, Kolubar district, Bor district, Zaječar district, Raska district and Nisava district.

Of the total number of interviewed managers, 74% said they would not hire asylum seekers and refugees, while only 26% answered positively to the employment of these persons.

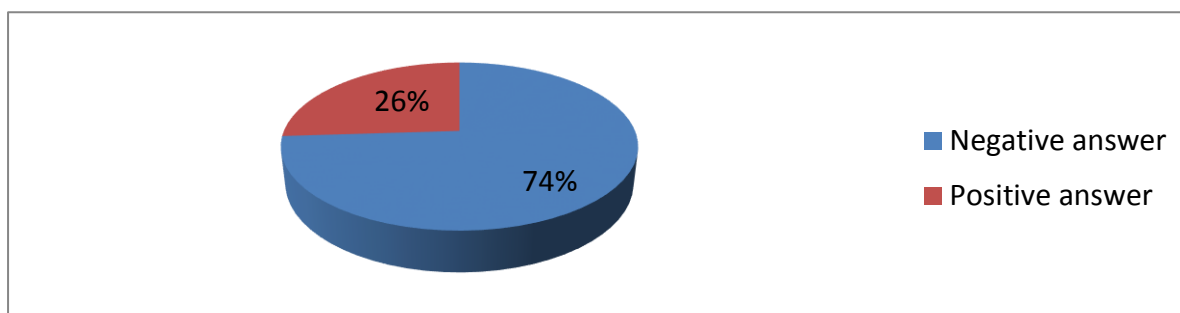


Figure 21. Employer willingness to hire asylums

The main **reason against employment of asylum seekers and refugees** are is language barrier (65%), while others mentioned fear and mistrust. Employers who said they would hire asylum seekers and refugees said in a largest number that a decisive factor for their employment would be their university degree (62%), while 30% of them would demand secondary education and 8% would employ asylum seekers and refugees without qualifications. Employers who demand a university degree to hire asylum seekers considered this requirement as primarily evidence of their emancipation, which leads to the decrease of insecurity and mistrust. Further results reveal that out of 26% employers who positively observe the employment of asylum seekers and refugees, a vast majority (91%), said that

the previous experience in similar jobs would be their primary factor in employment. Out of them, 53% said that if prior experience was present, higher education would not be an important factor, while for the rest of them, university degree still would be a crucial factor.

In relation to **gender equality in employment process**, 45% of surveyed employers who positively expressed the employment of asylum seekers and refugees said they would prefer to hire male, 30% would prefer to employ women, while 25% of employers said gender is irrelevant. Among the employers who would rather employ female asylum seekers and refugees, 90% said that higher education would not be crucial criteria.

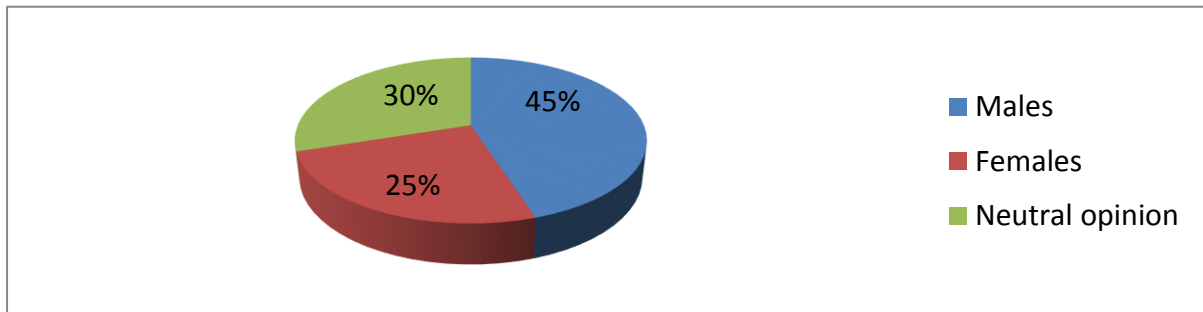


Figure 22. Employer willingness to hire asylums according to gender criteria

Some of the obtained results confirmed findings of the analysis of secondary data, especially in case of employers' mistrust and risk perception, it is associated with a lack of emancipation and education, especially among male asylum seekers and refugees. This criterion was crucial in the responses of many of the surveyed employers, so 69% of interviewed employers perceive female asylum seekers and refugees to be more peaceful in nature and not prone to causing problems at work. Then, further analysis reveals that 72% of the surveyed employers who are willing to hire female members, stated that having previous experience could have an influence on the final decision on employment, and that 82% of them would give an advantage to experienced women over those without previous business experience.

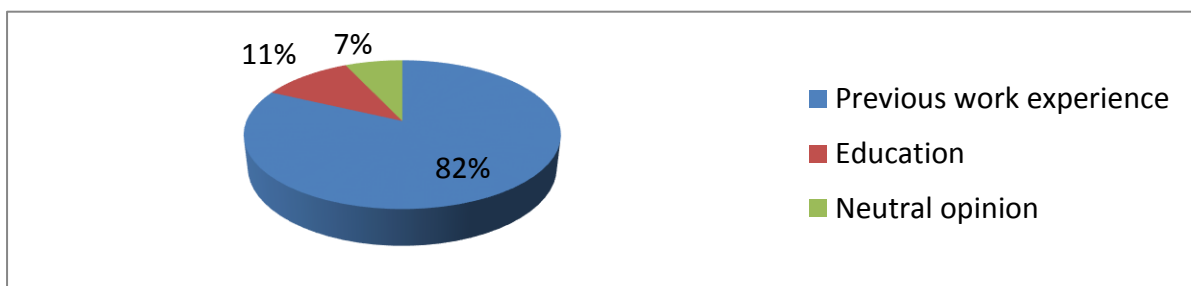


Figure 23. The main criteriums for hiring asylums with preference for female asylums

Surveyed employers who would rather hire male members state that their reason is that male members are more physically fit for the field work and work in sectors which required some physical ability and physical effort. Out of this group of employers, 87% would not consider previous experience as a crucial factor when employing asylum seekers on physically demanding jobs.

By applying **segmentation criteria relating to the age** of asylum seekers and refugees, it is concluded that 52% of employers who would employ asylum seekers and refugees, would prefer to employ workers between the ages of 18 and 30, 39% of them stated that the preferred age of asylum seekers and refugees would be 30 to 45, 5% of the surveyed employers said that their preferred age of asylum

seekers and refugees would be more than 45, while 4% said that age is not an important factor in employment. There is a markedly high presence of the willingness to employ females within the group of employees who have declared to prefer employees aged of 30 to 45. As many as 83% of this group of surveyed employers said that male and female members would have an equal chance of getting a job without having a college degree as a crucial factor. Of these employers, **61% believe that language skills and previous experience are the main factors for getting a job in their businesses**. Also, there is a high number of interviewed employers who are willing to hire asylum seekers aged of 18-30, to rather choose male members (77% of them). Of this number, 62% said that readiness for physical work would be their primary criterion. This clearly indicates that the willingness of these employers to employ males of this age is closely linked to the offer of jobs that have a high level of physical demand.

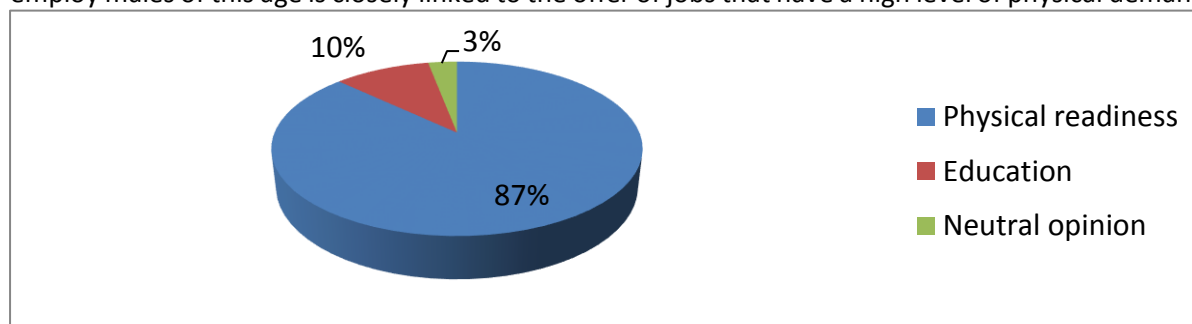


Figure 24. The main criteria for hiring asylums with preference for male asylums

8. Conclusions and recommendations

In accordance with human rights standards, it is necessary to introduce programs of professional development, training, professional practice, as well as the provision of consulting services in the labor market to migrant population, under the same conditions as for Serbian citizens.

A major obstacle to entry into the labour market is the language barrier. Most migrants do not speak Serbian, which is a necessary skill for working in domestic market. Given that most such persons do not speak Serbian, the Commissariat for Refugees and Migration has organized institutionalized courses for persons who have received asylum protection in Serbia. Also, language courses are organised by NGOs, within asylum centres or at other locations.

Second most comment problems is identification of educational level and existence of documentary evidence. The National Employment Service may offer programs to migrants who obtain a work permit, but the first obstacle is the formal **recognition of diplomas/school degrees**, given that most migrants who come to Serbia often do not have original documents of education obtained in their country of origin. In some cases, even when they have an adequate document, they first have to complete the nostrification process, which can take up to several years, so the only way to register with the National Employment Service is without any diploma. The rules on recognition of diplomas, certificates and other qualifications can significantly affect the degree of migrant's qualification according to which they have the right to access the labour market, which can greatly affect their degree of economic and social contribution in the Republic of Serbia. There are two types of nostrification in Serbia: academic, which serves for continuing education in Serbia, and professional, for employment. Since 2015, students who have obtained their diplomas abroad can complete the nostrification within the ENIC/NARIC Centre, established at the Ministry of Education, Science and Technological Development of Serbia which is a part of an international network for the recognition

and recognition of higher education documents. The whole process takes 90 days and costs from 3,500 RSD. This centre deal only with the nostrification of the diplomas required for employment, while universities are in charge for graduates who have a university diploma and who want to pursue further education in Serbia. In 2018, the Republic of Serbia adopted the Law on National Framework for Qualifications of the Republic of Serbia. The law prescribes what should be considered formal, non-formal education, informal learning, lifelong learning and defines the concept of recognition of prior learning.¹⁶⁷ In 2018 the Government of the Republic of Serbia established Qualifications Agency, which, in addition to the Council for the National Qualifications Framework of Serbia (NQF), has a predominant authority for monitoring and implementation of the process of recognizing foreign school documents.¹⁶⁸

Women within migrant population are facing additional challenges in relation with males. Actually, in addition to general challenges related to language and cultural barriers, lack of educational and previous experience evidence documents, women are in greater risk of various forms of trafficking (sexual exploitation, forced labour, criminal offenses). This is also recognized in the international protection system - the starting point of the UNHCR is that forced migrants fleeing war and persecution are particularly vulnerable to exploitation. They represent potential victims of exploitation that may occur during their journey to the destination country. Different types of abuse, exploitation, violence, abuse during the journey facilitated by legal invisibility - lack of identification documents and inability to exercise rights, lack of knowledge of the languages and cultures of the countries they pass through.¹⁶⁹

The problem with translation, and especially the absence of male and female translators for Pashto and Urdu who are regularly engaged and available, becomes especially alarming when it comes to working with vulnerable groups among the migrant population, among which women who are victims of trafficking and violence.¹⁷⁰ Poor economic situation leads to exposure of women to greater levels of violence, including domestic violence.

There are specific programs targeting migrant women who can contribute to improving their position in the labour market. For example, Asylum Centres Bogovadja and Krnjaca organize various workshops for women, such as knitting and jewellery making.

When it comes to analysing the results of a survey conducted at a asylum and reception center in Krnjača, there is a completely different situation. Many migrants residing in the center of Krnjaca do not want to stay in Serbia, primarily because they already have someone who lives in one of the EU countries (such as Switzerland, Germany, France, Belgium, etc.). It is a very impressive information that indicates that most women in Krnjaca center do not want to be incorporated into the labour market, stating that they do not have work experience, that they believe that it is primarily men who work in the family, and that woman's primary task is caring about the children and they are dedicated to it most of the time. It is a fascinating fact that majority migrants, and most of migrant women, do not have even basic Serbian language knowledge nor they intend to learn it.

¹⁶⁷ Law on the National Qualifications Framework ("Official Gazette of RS", no. 27/2018)

¹⁶⁸ Latkovic, B. and Grujicic, G. (2018). Access to the labor market for asylum seekers and asylum granted persons. Belgrade: Group 484.

¹⁶⁹ Moraca, T. (2014). Migrant men and women in local communities in Serbia. Belgrade: Athens - Association of Citizens for Combating Trafficking in Human Beings and All Forms of Violence Against Women

¹⁷⁰ Ibid.

The interest of male migrants to work, is primarily based on the need to raise funds, and in order to make it easier to continue in the migration process to desired destination. The excess of free time is evident, as is the general disinterest in the activation of any kind on the territory of the Republic of Serbia.

Based on the obtained information, as well as lack of ambition, need and desire to integrate into the labour market, it is suggested that workshops and / or training for migrants be based primarily on leisure-related training and skills development and techniques related to hobbies, crafts, such as the sewing, tailoring, culinary, etc.

Although the Republic of Serbia is generally perceived as a transit country when it comes to international migration, this area requires a systematic approach to enable migrants and asylum seekers to enjoy their rights guaranteed under international and domestic law. Regarding that, it is necessary, in addition to respecting relevant international instruments and improving the legal framework, to establish effective mechanisms to monitor migratory flows and to integrate refugees and asylum seekers into the socio-economic system of the country as efficient as possible. In this context, the following is recommended:

- To establish **maximum coordination of responsible government bodies** in the field of migration, and employees of state and local authorities must be specially educated and trained in access to the migrant population in order to provide them necessary assistance in all relevant fields.
- To consider major migration challenges that local communities face, local capacity improvement must be encouraged, operational measures and activities created in order to overcome these migration challenges in a way that will bring benefit to both - migrants and local communities. **Local authorities** are key in **formulating programs that respond to the needs of migrants and asylum seekers** and can be sustainable at the local level in the long term. Therefore, it is necessary to support development of local action plans for employment, programmes and measures for migrant population considering labour market demand.
- To increase the **availability of professionals at the local level** to engage in assistance and integration programs for migrants, to provide services: translation, legal counselling, administrative counselling, employment counselling and the like. This is especially important in cases requiring urgent interventions, as well as in all cases involving trafficking victims and minors.
- To continuously work on raising awareness and disseminating information on **opportunities and legal bases for work engagement** of asylum seekers and migrants with relevant representatives of the local economy and other local actors. There should be contact and information exchange established between employers and asylum centres. It is recommended to develop promotional material containing basic information about employment services and possibilities.
- To **develop the awareness of the wider community** about the necessity of integrating migrants and asylum seekers into the social and economic system, so that they can achieve socio-economic benefits and culturally adapt. In this regard, it is necessary to influence citizens to change their perceptions about security and other risks they associate with the migrant population and reduce the prejudices and social distance they have towards them.

- To develop **specially designed programs for working with particularly vulnerable groups** within the migrant population - **women and children** who are potential victims of abuse, exploitation, trafficking and discrimination. In this context, the determination of competent state bodies is crucial, as is the involvement of the non-governmental sector and the wider community.
- The media play an important role in the process of integrating migrants and asylum seekers into the socio-economic system and changing public awareness, so it is very important to create and implement programs at the national level aimed at **informing representatives of traditional and online media** about migration phenomena, Serbia's obligations in this context and the rights that migrants and asylum seekers enjoy in Serbia, which would further contribute to the elimination of stereotypes and prejudices pertaining to this population;
- To set a system for **identification of the competences** and skills and assessment of the educational level in case of documentary evidence absence in order to enable participation in the NES programs. Also, it is recommended to establish **systematic one to one support** (individualized support) in providing employment services and development of individual employment plans. For example, on the bases of identified competences and skills to develop individual employment plan consisting of training requirements in order to respond to the market needs, steps to be taken, etc. Trainings should be organised in the asylum and reception centres if possible.
- To establish systematic approach for language learning for the purpose of faster preparation for labour market as well as other trainings/workshops/info days in order to familiarise with Serbian culture and social context. To introduce programme for professional development i.e. vocational trainings considering labour market requirements.
- To **encourage self-employment** for the asylum seekers especially asylum seekers with higher educational level.

If we have to integrate the results of the research related to asylum seekers accommodated in centres in Bogovađa, Banja Koviljača and Zvečanska, we would definitely conclude that a majority has a secondary, higher or university degree, they have never worked in Serbia although most of them show a desire to work. This is the information that indicates the unused potential of asylum seekers in order to incorporate into the labour market. And if we just look at the information that as many as 89% of them had previous work experience, and 76.9% of women had previous experience, that is certainly a good base for their incorporation in labour market of Republic of Serbia.

Although asylum seekers do not understand the legislative system in Serbia, they are aware that they should not be prevented from being employed. They also prefer to be employed in private sector, rather than Government sector. However, the key problem is insufficient level of Serbian language. Most asylum seekers are aware that this represents the biggest obstacle for them to find a job. English language and computer skills are at a satisfactory level. Reasonably, 59.2% of respondents would attend job training for specific jobs, while as many as 100% women would be happy to attend these trainings. As most of the available workshops are mainly based on the intercultural or hobby-based workshops, there should be diverse in workshops. Serbian language classes are organized two times a week which is not enough for mastering the language. Asylum seekers have submitted proposals for future workshops that will first address the advanced level of the Serbian language, then IT sector workshops, arts and manufacturer skills (such as hairdressers, nail specialist, etc.). It is noticeable that even educated ones and ones with college degrees would work as translators, teachers, IT developers,

restaurant managers, while the less educated asylum seekers are focused on less demanding jobs related to manufacture, hairdressing and makeup.

Mutual opinion is that they have troubles getting information about a possible open job position and would be happy to get such tips and information. The absolute majority do not dismiss the opportunity to learn via internet platform and they would like to be informed via emails or SMS about currently available jobs.

If we take a look at the coordinators comments, we came to the conclusion that in their opinion there is a lack of knowledge of the Serbian language as well as a lack of their initiatives to take steps on their own regarding the need for a job, which is again connected to insufficient level of Serbian language. However, the coordinators mostly point out that most of those who have secondary, high school or university degrees are willing to work, ambitious and very hardworking (this opinion is primarily for asylum seekers located in Bogovadja).

At the end of the integrated analysis, we also addressed the opinion of the employer. Conclusion is that most employers considered that the primary barrier to the employment of asylum seekers is insufficient knowledge of the Serbian language. For high demanding jobs, where are usually employed high education level persons, employers point out the educational factor, as well as previous work experience.

After this integrated analysis, we come to the crucial part, a recommendation of some of the future activities related to working with asylum seekers for the purpose of incorporating them into the labour market of Republic of Serbia. Suggestions are based on variable factors. Considering all of the above, it is suggested that different trainings and / or workshops should be designed for asylum seekers. Firstly, it is suggested that there is an option for further improvement of the Serbian language or even advanced level of Serbian language which would be voluntary. Thus, those who are aware of their current knowledge and who wish to have an additional level of proficiency in the Serbian language, would have the opportunity to attend additional Serbian language lessons.

Asylum seekers with previous work experience and higher education levels should be offered trainings and / or workshops with an upgrade level to refine the required skills and techniques. It is emphasized that there is the greatest interest in employment in the form of translators, IT professionals, restaurant workers. As there are a smaller number of those with knowledge but no practical experience, it would be desirable for them to attend training and / or workshops for mastering basic skills and techniques. Social media platforms, Google analysis, basic web sites production along with SEO skills is something that would most of the IT orientated asylum seekers accept as a training. And, for asylum seekers who do not have a higher level of education but have a desire and will to integrate into the labour market, trainings and / or workshops that primarily relate to catering, hairdressing, makeup and art are suggested.

There is also noticeable interest in trainings that would further help in highlighting the required characteristics when contacting employers. None of the women has so far had the opportunity for training closely related to presenting to the potential employer. It is believed that workshops that would train asylum seekers to perform job interviews would certainly be helpful. Workshops and / or trainings such as job interview simulations, job search, training related to making a CV, contacting employers, are suggested.

Using questionnaires method certain groups of asylum seekers would be defined, according to their tendencies to attend future classes and workshops.

Actions suggested:

- Organization of **language trainings** as one of the preconditions for participation in the labour market.
- Awareness raising through trainings related to **job search procedures**, existing employment services and possibilities. Brochure is planned to be developed for this purpose.
- Development of the **individual dossiers** (identification of educational levels, job preference, skill assessment) and planes.
- **IT sector workshops** (social media, Google, WordPress, SEO);
- On the bases of individual planes' development of the training **programmes for the vocational trainings** such as cooking, hairdressing, etc.
- Development of the one stop shop approach and **individual support to asylum seekers** in job search.

Upon mastering the certain skills, asylum seekers should be also instructed in work placements, internships or other training courses, that would further lead to complete asylum seeker's integration to labour market.

The whole process related to preparation of asylum seekers to enter labour market is a crucial part. Proper preparation of asylum seekers is rather long-term period that includes different activities. It is very important to further work out on this entry phase in a way elaborated above. This is the only way that leads to systematic and long-term solutions.

References

1. Anti-Trafficking Council, http://arhiva.mup.gov.rs/cms_lat/sadrzaj.nsf/savet-vlade-za-borbu-protiv-trgovine-ljudima.h
2. Asylum Commission, <https://www.azilsrbija.rs/komisija-za-azil/>
3. Babic, J. and Volarevic, S. (2018). *Migration challenges, local policies and citizen participation*. Belgrade: Group 484.
4. Commissariat for Refugees and Migration, <http://www.kirs.gov.rs/>
5. Constitution of the Republic of Serbia, "Official Gazette of RS", no. 98/2006
6. Convention on the Rights of the Child, Articles 28 and 29
7. Criminal code, "Official Gazette of RS", no. 85/2005, 88/2005 - corr., 107/2005 - corr., 72/2009, 111/2009, 121/2012, 104/2013, 108/2014 and 94/2016)
8. Regulation on the Method of Inclusion into the Social, Cultural and Economic Life of Persons Recognized the Right to Asylum, ("Official Gazette of RS", no 101/2016 and 56/2018)
9. Department for Foreigners, http://arhiva.mup.gov.rs/cms_lat/direkcija.nsf/odeljenje-za-strance.h
10. Family Law, ("Official Gazette of RS", no. 18/2005, 72/2011 - oth. laws and 6/2015)
11. Foundation Ana and Vlade Divac, <http://www.divac.com>
12. Huddleston, T. (2012). *Serbia - A MIPEX assessment*. Group 484 and Migration Policy Group.
13. International Organization for Migration - Mission to Serbia (2012), *Migration Management in the Republic of Serbia*.
14. Krstic, I. (2012). *Protection of the Rights of Migrants in the Republic of Serbia*. International Organization for Migration - Mission to Serbia.
15. Latkovic, B. and Grujicic, G. (2018). *Access to the labor market for asylum seekers and asylum granted persons*. Belgrade: Group 484.
16. Law on Asylum and Temporary Protection ("Official Gazette of RS", no. 24/2018)
17. Law on Citizenship of the Republic of Serbia, ("Official Gazette of RS", no. 135/2004, 90/2007 and 24/2018)
18. Law on Employment of Foreigners ("Official Gazette of RS", no. 128/2014, 113/2017, 50/2018 and 31/2019)
19. Law on Adult Education („Official Gazette of RS“ no. 55/2013, 88/2017 - oth. law and 27/2018 - oth. law)
20. Law on foreigners (Official Gazette of the RS no 24/2018 and no 31/2019)
21. Law on Fundamentals of the Education System („Official Gazette of RS“ no. 88/2017)
22. Law on Health Care, ("Official Gazette of RS", No. 25/2019)
23. Law on Higher Education („Official Gazette of RS“ no. 88/17, 27/18- oth.law, 73/18)
24. Law on Local Self-Government ("Official Gazette of RS“ no. 129/2007, 83/2014 - oth. law, 101/2016 - oth. law and 47/2018)
25. Law on Migration Management ("Official Gazette of RS", no. 107/2012)
26. Law on Ministries, "Official Gazette of RS", no. 44/2014, 14/2015, 54/2015, 96/2015 - oth. law and 62/2017)
27. Law on Preschool Education („Official Gazette of RS“ no. 18/10, 101/17, 113/17 – oth. law 10/19)
28. Law on Primary Education („Official Gazette of RS“ no. 55/13, 101/17, 27/18 – oth. law and 10/19)
29. Law on Republic Administrative Fees ("Official Gazette of RS", No. 43/2003, 51/2003 - ed., 61/2005, 101/2005 - other law, 5/2009, 54/2009, 50/2011, 70/2011 - harmonized din., 55/2012 - harmonized din., 93/2012, 47/2013 - harmonized din., 65/2013 - other law, 57/2014 - harmonized

- din., 45/2015 - matched din., 83/2015, 112/2015, 50/2016 - matched din., 61/2017 - harmonized din., 113/2017, 3/2018 - ed., 50/2018 - harmonized din., 95/2018, and 38/2019 - harmonized din.)
30. Law on Secondary Education („Official Gazette of RS“ no. 55/13, 101/17)
 31. Law on Social Protection, "Official Gazette of RS", no. 24/2011
 32. Law on Foundations of Educational System, "Official Gazette of RS", no. 88/2017, 27/2018 - oth. laws and 10/2019)
 33. Law on the National Qualifications Framework ("Official Gazette of RS", no. 27/2018)
 34. Markovic, J. and Cvejic, M. (2017). Violence against women and girls in the refugee and migrant population in Serbia. Belgrade: Athens - Association of Citizens for Combating Trafficking in Human Beings and All Forms of Violence against Women
 35. Migration Management Strategy, RS Official Gazette, No. 59/2009.
 36. Ministry for European Integration, available at: <http://www.mei.gov.rs/srl/dokumenta/nacionalna-dokumenta/npaa>
 37. Ministry of Education, Science and Technological Development, <http://www.mpn.gov.rs/>
 38. Ministry of Health, <https://www.zdravlje.gov.rs/>
 39. Ministry of Interior, <http://www.mup.gov.rs/>
 40. Moraca, T. (2014). Migrant men and women in local communities in Serbia. Belgrade: Athens - Association of Citizens for Combating Trafficking in Human Beings and All Forms of Violence against Women
 41. National Employment Strategy 2011-2020 ("Official Gazette of RS", no. 37/2011)
 42. National Employment Action Plan for 2019
 43. National Strategy for Resolving Problems of Refugees and IDPs 2015-2020 ("Official Gazette of RS", no. 62/2015)
 44. Office for Human and Minority Rights, <https://www.ljudskaprava.gov.rs>
 45. Pantovic, J., Bradas, S. and Petovar, K. (2017). The position of women in the labor market. Belgrade: Center for Democracy Foundation.
 46. Registration of the Asylum Application, <https://www.asylumineurope.org/reports/country/serbia/registration-asylum-application>
 47. Rulebook on Criteria, Methods and Other Issues of Importance for the Implementation of Active Employment Policy Measures („Official Gazette“, no. 102/15, 5/17 and 9/18)
 48. Rulebook on social assistance for asylum seekers and / or persons who have been granted asylum (Official Gazette of RS, no. 44/2008, 78/2011)
 49. Rulebook on the Conditions of Accommodation and the Provision of Basic Living Conditions in the Asylum Center ("Official Gazette of RS", No. 31/2008)
 50. Statistical Office of the Republic of Serbia, <http://www.stat.gov.rs/sr-cyrl/oblasti/stanovnistvo/procene-stanovnistva/>
 51. Strategy for Combating Trafficking of Human Beings in the Republic of Serbia ("Official Gazette of RS", no. 111/2006)
 52. Strategy for Integrated Border Management in the Republic of Serbia 2017-2020 ("Official Gazette of RS", no. 9/2017)
 53. Strategy for Prevention of Trafficking in Human, particularly Women and Children and Protection of victims 2017-2022 ("Official Gazette of RS", no. 77/2017)
 54. The Rulebook on Work Permits ("Official Gazette of RS", no. 63/2018 and 56/2019)
 55. The Strategy for Combating Illegal Migration in the Republic of Serbia for the period 2018-2020 ("Official Gazette of RS, no 105/2018)

56. *The Strategy of Returnees Reintegration Based on the Readmission Agreement ("Official Gazette of RS ", no. 15/2009)*
57. *Toskovic, S. (2017). Human rights of migrants and refugees in the Republic of Serbia - with special reference to the right to work and the right to education. Belgrade: Belgrade Center for Human Rights.*
58. *Toskovic, S. (Ed.) (2018). The Right to Asylum in the Republic of Serbia 2017, Belgrade: Belgrade Center for Human Rights.*
59. *UNDP Serbia, <https://www.rs.undp.org/content/serbia/en/home.html>*