



Government  
of the Republic of Serbia

Ministry of Labor, Employment, Veterans  
and Social Affairs

# **ACTION PLAN 2021–2023 FOR THE IMPLEMENTATION OF THE EMPLOYMENT STRATEGY OF THE REPUBLIC OF SERBIA 2021–2026**







Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

**Swiss Agency for Development  
and Cooperation SDC**



**SOCIAL INCLUSION AND  
POVERTY REDUCTION  
UNIT**



## **ACTION PLAN 2021–2023 FOR THE IMPLEMENTATION OF THE EMPLOYMENT STRATEGY OF THE REPUBLIC OF SERBIA 2021–2026**

### **PUBLISHER:**

Social Inclusion and Poverty Reduction Unit of the Government of Serbia

### **PUBLISHED IN:**

Belgrade, June 2021

### **DESIGN AND PRE-PRESS:**

Miloš Radulović

### **PRESS:**

JP Službeni glasnik, Belgrade

### **CIRCULATION:**

200

**ACKNOWLEDGMENTS:** The publication was made within the “Education to Employment - E2E” Program with the support of the Government of Switzerland

**DISCLAIMER:** This publication does not reflect the official views of the Government of Switzerland. All terms used in the publication in the masculine grammatical gender shall be understood to include both sexes.





# CONTENTS

## I

INTRODUCTION

page 8

## II

ACTION PLAN  
DEVELOPMENT  
METHODOLOGY

page 9

## III

ACHIEVEMENT OF THE  
OVERALL AND SPECIFIC  
OBJECTIVES THROUGH  
THE IMPLEMENTATION OF  
MEASURES

page 12

## IV

ESTIMATED FUNDS  
REQUIRED FOR ACTION  
PLAN IMPLEMENTATION

page 13

## V

TABULAR OVERVIEW OF  
THE ACTION PLAN

page 15

## VI

ACTIVE LABOUR  
MARKET POLICY  
MEASURES

page 48

## VII

SUPPORT FOR THE  
IMPLEMENTATION OF  
LOCAL EMPLOYMENT  
PLANNING DOCUMENTS

page 60

## VIII

HARD-TO-EMPLOY  
CATEGORIES

page 63

## IX

OVERVIEW OF OVERALL  
AND SPECIFIC  
OBJECTIVE INDICATORS

page 65

## X

ACRONYMS

page 68

## XI

FINAL PROVISION

page 69







**(Official Gazette of RS, No. 30/21)**

**Pursuant to Article 38, paragraph 1 of the Law on the Planning System of the Republic of Serbia (Official Gazette of RS, No 30/18),**

**The Government hereby adopts the following**

## **ACTION PLAN 2021–2023 FOR THE IMPLEMENTATION OF THE EMPLOYMENT STRATEGY OF THE REPUBLIC OF SERBIA 2021–2026**

# I INTRODUCTION

The Action Plan 2021–2023 for the Implementation of the Employment Strategy of the Republic of Serbia 2021–2026 (hereinafter: Action Plan) is a policy document adopted with the aim to operationalize and fulfil the overall goal and objectives of the Employment Strategy of the Republic of Serbia 2021–2026 (Official Gazette of RS, No. 18/21).

The overall goal of the Employment Strategy of the Republic of Serbia 2021–2026 (hereinafter: Strategy) is to create a stable and sustainable employment growth underpinned by knowledge and decent work, whereas its objectives are:

1. Growth of high-quality employment achieved through cross-sectoral measures aimed to enhance labour supply and demand ;
2. Improved labour market position of the unemployed;
3. Improved institutional framework for employment policy.

The Strategy envisages the adoption of two action plans with a view to achieving its goal/objectives and implementing the planned measures. These are the Action Plan 2021–2023 and the Action Plan 2024–2026.

Before the expiry of the reference period of the first three-year action plan, a report will be prepared on the results of its implementation, i.e. on the implementation results of the activities envisaged by the Action Plan.

Based on the results of implemented activities and before the expiry of the first three-year action plan, development of the second action plan will be initiated which, in conjunction with the activities implemented under the first three-year action plan, should be instrumental in achieving the Strategy's overall goal and objectives.

## II ACTION PLAN DEVELOPMENT METHODOLOGY

On June 22, 2020, the Ministry of Labour, Employment, Veteran and Social Affairs formed the Working Group for Preparing the Proposal of Employment Strategy of the Republic of Serbia 2021–2026 and the Accompanying Action Plan 2021–2023 (hereinafter: the Working Group).

The Working Group consisted of the representatives of various institutions: Ministry of Labour, Employment, Veteran and Social Affairs, Ministry of Economy, Ministry of Education, Science and Technological Development, Ministry of Public Administration and Local Self-Government, Ministry of European Integration, Ministry of Finance, Ministry of Youth and Sport, National Employment Service, Public Policy Secretariat, Chamber of Commerce and Industry of Serbia, Statistical Office of the Republic of Serbia, Development Agency of Serbia, Serbian Association of Employers, Confederation of Autonomous Trade Unions of Serbia, "Nezavisnost" Trade Union Confederation, Standing Conference of Towns and Municipalities, Social Inclusion and Poverty Reduction Unit, German Agency for International Cooperation (GIZ), International Labour Organisation, Belgrade Open School and the Centre for Youth Work.

During the development of the Strategy and the Action Plan, the consultation process was conducted on a continuous basis. Three meetings of the Working Group were held and, at its third meeting, the Proposal of Action Plan was presented to the Working Group members, who were invited to give additional suggestions and comments. The activities proposed and adopted by the Working Group members were incorporated in the text of the Action Plan. The Proposal of Action Plan was submitted to the relevant authorities for opinion, as well as to the Socio-Economic Council and the National Employment Council.











### III ACHIEVEMENT OF THE OVERALL AND SPECIFIC OBJECTIVES THROUGH THE IMPLEMENTATION OF MEASURES

The table below provides an overview of the overall goal, specific objectives and measures as determined by the Strategy, whereas chapter V. Tabular Overview of the Action Plan shows the individual activities for the implementation of each measure.

OVERALL GOAL	SPECIFIC OBJECTIVES	MEASURES
Created stable and sustainable employment growth underpinned by knowledge and decent work	1. Growth of high-quality employment achieved through cross-sectoral measures aimed to enhance labour supply and demand	1.1. Improve the conditions for the development of a high-quality labour force
		1.2. Make work pay and enhance job quality
		1.3. Stimulate job creation
		1.4. Integration of social protection beneficiaries into the labour market
		1.5. Јачање локалне политике запошљавања
	2. Improved labour market position of the unemployed	2.1. Implementation of active labour market policy measures
		2.2. Improve implementation and design of new active labour market policy measures
		2.3. Improvement of monitoring labour market situation and trends and the system for monitoring/evaluation of active labour market policy measures' outcomes and impact
		2.4. Improvement of women's labour market position
		2.5. Improvement of the labour market position of youth
		2.6. Improvement of labour market position of persons with disabilities
		2.7. Improvement of labour market position of the unemployed Roma
	3. Improved institutional framework for employment policy	3.1. Improvement of legal framework
		3.2 Strengthening the capacities of employment service providers, improvement of coordinated efforts and dialogue in the field of employment policy



## **IV ESTIMATED FUNDS REQUIRED FOR ACTION PLAN IMPLEMENTATION**

As envisaged by the Action Plan, the overall goal is to be achieved through three objectives, whose fulfilment will be pursued through the measures and the activities specified within each measure in the period 2021-2023.

The implementation of the measures and activities specified in the Action Plan will be funded through allocations in the budget of the Republic of Serbia, the National Employment Service Financial Plan, the budget of the Autonomous Province of Vojvodina and local self-government budgets.

Under the Law on the Republic of Serbia Budget 2021 (Official Gazette of RS, No. 149/20), funds are provided in Budget Section 30 – Ministry of Labour, Employment, Veteran and Social Affairs for Programme 0803 – Active Labour Market Policy:

- 1) Programme Activity/Project 0005 – Promoting employment of persons with disabilities through the National Employment Service, in the amount of RSD 550,000,000.00 for 2021, with projections of the same amounts for 2022 and 2023;
- 2) Programme Activity/Project 0007 – Support for IT retraining, in the amount of RSD 150,000,000.00 for 2021.

In the National Employment Service Financial Plan 2021 (Official Gazette of RS, No. 152/20), funds are allocated for Programme 0803 – Active labour market policy:

- 1) Programme Activity/Project 0006 – Active labour market policy programmes and measures, in the amount of RSD 5,200,000,000.00 for 2021, with projections in the amount of RSD 5,500,000,000.00 for 2022 and RSD 6,000,000,000.00 for 2023;
- 2) Programme Activity/Project 0008 – Active labour market policy programmes and measures funded from the budgets of local self-governments – municipalities, in the amount of RSD 900,000,000.00 with projections of the same amounts for 2022 and 2023;
- 3) Programme Activity/Project 4002 – Support to the National Employment Service Employment Programme (IPA 2013) in the amount of RSD 52,796,000.00 for 2021.

Under the Law on the Republic of Serbia Budget 2021, funds are provided in Budget Section 31 – Ministry of Youth and Sport for Programme 1302 – Youth policy, Programme Activity/Project 0006 – Youth employment support programmes and projects, in the amount of RSD 100,000,000.00 for 2021, with projections of the same amounts for 2022 and 2023.

Under the Law on the Republic of Serbia Budget 2021, funds are provided in Budget Section 26 – Ministry of Education, Science and Technological Development for Programme 2001 – Regulation, oversight and development of all levels of the education system:

1) Programme Activity/Project 0011 – Education quality evaluation, in the amount of RSD 14,832,000.00, with projections of the same amounts for 2022 and 2023;

2) Programme Activity/Project 0020 – Promotion of dual education, in the total amount of RSD 10,000,000.00 for 2021, with projections of the same amounts for 2022 and 2023.

Under the Law on the Republic of Serbia Budget 2021, funds are provided in Budget Section 21 – Ministry of Economy for Programme 1509 – Incentives for economy competitiveness development, Programme Activity/Project 4002 – Support to entrepreneurship development, in the amount of RSD 200,000,000.00 for 2021, with projections of the same amounts for 2022 and 2023.

The allocated funds by individual measures are presented in chapter V. Tabular Overview of the Action Plan.

In order to provide additional funds from international sources (grants, IPA projects etc.) for the implementation of the planned measures, negotiations are still ongoing.

In chapter V. Tabular Overview of the Action Plan, the section titled “Funding sources for the measure” also includes donors whose funds are directly used for financing training, seminars, analyses and other activities.

The financial effects of Action Plan implementation are consistent with the medium-term expenditure framework laid down in the 2021 budgeting procedure, and comply with the limits for the relevant budget sections to be set by the Ministry of Finance for the coming years.

## V TABULAR OVERVIEW OF THE ACTION PLAN

Policy document:		Employment Strategy of the Republic of Serbia 2021–2026						
Action Plan:		Action Plan 2021–2023 for the Implementation of the Employment Strategy of the Republic of Serbia 2021–2026						
Coordination and reporting:		Ministry of Labour, Employment, Veteran and Social Affairs						
Overall goal: Created stable and sustainable employment growth underpinned by knowledge and decent work								
Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs								
Indicators at the level of the overall goal (impact indicator)	Unit of measurement	Source of verification <sup>1</sup>	Baseline value		Baseline year	Target for 2023 <sup>2</sup>		Final year of AP implementation
Employment rates by age groups and sex (15+, 15-29, 15-64)	Percentage (%)	LFS, SORS	(15+)	49%	2019	(15+)	50.3%	2023
			Men	56.6%		Men	58.1%	
			Women	41.9%		Women	43%	
			(15-29)	36.9%		(15-29)	38.9%	
			Men	42.4%		Men	44.7%	
			Women	31.1%		Women	32.8%	
			(15-64)	60.7%		(15-64)	62.5%	
			Men	67.1%		Men	69.1%	
			Women	54.3%		Women	55.9%	
Activity rates by age groups and sex (15+, 15-29, 15-64)	Percentage (%)	LFS, SORS	(15+)	54.6%	2019	(15+)	56.8%	2023
			Men	62.7%		Men	65.2%	
			Women	47.1%		Women	49%	
			(15-29)	47%		(15-29)	48.6%	
			Men	53.6%		Men	55.4%	
			Women	40.1%		Women	41.5%	
			(15-64)	68.1%		(15-64)	71.1%	
			Men	74.9%		Men	78.2%	
			Women	61.3%		Women	64%	
Unemployment rates by age groups and sex (15+, 15-29, 15-64)	Percentage (%)	LFS, SORS	(15+)	10.4%	2019	(15+)	11.5%	2023
			Men	9.8%		Men	10.9%	
			Women	11.1%		Women	12.2%	
			(15-29)	21.5%		(15-29)	20%	
			Men	20.8%		Men	19.3%	
			Women	22.5%		Women	20.9%	
			(15-64)	10.9%		(15-64)	12.1%	
			Men	10.4%		Men	11.6%	
			Women	11.5%		Women	12.8%	
Share of vulnerable employment <sup>3</sup> (15+)	Percentage (%)	LFS, SORS	24.3%		2019	23.8%		2023

<sup>1</sup> Being a member of the European statistical system, the Statistical Office of the Republic of Serbia is obliged to comply with the European legislation. Accordingly, as of 1 January 2021, it will implement the Regulation 2019/1700 of the European Parliament and of the Council of 10 October 2019 establishing a common framework for European statistics relating to persons and households, based on data at individual level collected from samples. Among other changes, this Regulation stipulates the use of the new Labour Force Survey methodology. In order to ensure data comparability with the new methodology, the previously published data will be revised and this fact should be taken into account when conducting an ex-post analysis of the Strategy's impacts based on the baseline and target values of the defined impact, outcome and output indicators (expected changes in percentage points to be taken into account).

<sup>2</sup> Source of projections – Study on the Position of Youth in Serbia, FREN (2020) and the Ex-ante Analysis of the Employment Strategy of the Republic of Serbia 2021–2026, Institute of Economic Sciences (2020)

<sup>3</sup> Share of self-employed workers without employees and of contributing family workers in the total employment (Source: LFS).

**Objective 1: Growth of high-quality employment achieved through cross-sectoral measures aimed to enhance labour supply and demand:**

**Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs**

Indicators at the level of the objective (outcome indicator)	Unit of measurement	Source of verification	Baseline value	Base-line year	Target for 2021	Target for 2022	Target for 2023
Registered employment	Number	Registered employment – Statistics of Employment and Earnings, SORS	2,173,135	2019	2,260,930	2,306,148	2,352,271
Informal employment (15+)	Number	LFS, SORS	529,200	2019	487,100	467,300	448,400
Employment by type of work	Percentage (%)	LFS, SORS	Open-ended: 77.2% Fixed-term: 19.5% Seasonal and casual work: 3.3%	2019	Open-ended: 76.5% Fixed-term: 20.9% Seasonal and casual work: 2.6%	Open-ended: 76% Fixed-term: 21.6% Seasonal and casual work: 2.4%	Open-ended: 75.6% Fixed-term: 22.3% Seasonal and casual work: 2.1%
In-work at-risk-of-poverty rate <sup>4</sup>	Percentage (%)	SILC	9.2%	2019	7.6%	6.9%	6.3%

4 Share of persons who are employed and have an equivalised disposable income below the risk-of-poverty threshold, which is set at 60 % of the national median equivalised disposable income, after social transfers (Source: SILC).

**Measure 1.1: Improve the conditions for the development of a high-quality labour force**

Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs / Ministry of Education, Science and Technological Development

Implementation period: 2021-2023

Type of measure: *regulatory*

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Students enrolled in the first year in the dual education system as a proportion of total number of students enrolled in the first year of vocational secondary education	Percentage (%)	MoESTD	5.3%	2019	5.3%	7.2%	8.8%
Share of participation of adults (25-64) in formal and non-formal education and training	Percentage (%)	LFS, SORS	4.2%	2019	4.7%	4.8%	5.0%
Share of participation of youth (15-24) in formal and non-formal education and training	Percentage (%)	LFS, SORS	66.9%	2019	67.1%	67.1%	67.3%
Approved adult education activities conducted by NFESP (non-formal education, CGC, PLR and the like)	Number, per year	MoESTD report Subregister of NFESPs	250	2020	50	50	50
Coverage of persons who received CGC services under accredited CGC programmes	Number, per year	MoESTD report	0	2019	50	100	200
Adopted occupational standards	Number, per year	MoLEVSA report	0	2020	0	20	30
Improved regulatory framework for the NQFS system and the area of adult education	Yes / No	MoESTD report	No	2020	Yes	/	/

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
1.1.1. Further development of the dual education system	MoESTD	Schools CCIS Serbian Association of Employers Employers	2023	RS budget	Programme 2001			
					Programme Activity 0011	14,832	14,832	14,832
					Programme Activity 0020	10,000	10,000	10,000
				Donor funds	/	/	/	/
1.1.2. Accreditation of NFESPs for: provision of CGC services, PLR, non-formal education etc.	MoESTD	Qualifications Agency	2023	No funds required	/	/	/	/
1.1.3. Alignment of internal training programmes for the NES staff providing employment counselling, career planning and career information services with the CGC standards and verification by the quality management system	NES	/	2021	No funds required	/	/	/	/
1.1.4. Training of employment counsellors and career planning and information counsellors in the provision of CGC services in line with the adopted standards	NES	"Education to Employment - E2E" programme	2023	Donor funds	/	/	/	/
1.1.5. Preparation of the Draft Occupation Standards Development Methodology	MoLEVSA	Working Group for NSCO Development <sup>5</sup>	2021	Donor funds	/	/	/	/

<sup>5</sup> The Working Group consists of the representatives of: MoLEVSA, NES, MoESTD, Qualifications Agency, IIE, SORS, CRSSI, CCIS, Serbian Association of Employers, CATUS, Nezavisnost TUC, Infostud and the "Education to Employment - E2E" programme.

11.6. Testing of the Draft Occupation Standards Development Methodology on a selected sample of occupations	MoLEVSA	Working Group for NSCO Development NES "Education to Employment - E2E" programme	2022	Donor funds	/	/	/	/
11.7. Establishing the institutional framework for the development of occupation standards	MoLEVSA	Working Group for NSCO Development	2023	Donor funds	/	/	/	/
11.8. Development of occupation standards in line with the adopted Occupation Standards Development Methodology	MoLEVSA	Relevant actors identified in accordance with the Methodology	2023	Donor funds	/	/	/	/
11.9. Improvement of the standards for approval of the NFESP status, as well as of the standards and procedures for self-evaluation and external evaluation of NFESP activities	MoESTD	Qualifications Agency IIE "Education to Employment - E2E" programme	2023	Donor funds	/	/	/	/
11.10. Piloting of the PLR procedure	MoESTD	MoLEVSA NFESPs NES	2021	Donor funds	/	/	/	/

**Measure 1.2: Make work pay and enhance job quality**

Body responsible for implementing (coordinating the implementation of) the measure: Ministry of Finance / Ministry of Labour, Employment, Veteran and Social Affairs

Implementation period: 2021–2023

Type of measure: *regulatory*

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Net average wage	RSD	SORS, Earnings Statistics	54,919	2019	62,210	65,500	70,098
Tax burden on labour decreased	Yes/No	Law on Personal Income Tax Law on Compulsory Social Insurance Contributions	He	2020	He	He	Да
Number of employment contracts concluded with persons found to be working informally by the Labour Inspectorate relative to the total number of persons found to be working informally	Percentage (%)	Labour Inspectorate report	95%	2017	93%	93%	93%
Inspection of businesses in high-risk economic activities conducted	Percentage (%)	Labour Inspectorate report	70%	2017	73%	73%	73%

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
Donor funds	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time



Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
1.2.1. Establishing cross-sectoral cooperation in the process of determining tax incentives for hiring hard-to-employ categories of unemployed persons	MoF	MoLEVSA MoE NES	2023	No funds required	/	/	/	/
1.2.2. Analysis of the tax burden on labour from the perspective of the introduction of the progressive taxation model	MoF	MoLEVSA MoE Social partners	2022	No funds required	/	/	/	/
1.2.3. Review and revision of the regulations in order to decrease precarious and vulnerable employment	MoLEVSA	MoE MoF Social partners	2022	Donor funds	/	/	/	/
1.2.4. Inspection of employers aimed at protecting the rights of employees in the area of labour relations and ensuring occupational safety and health of every employee	Labour Inspectorate	/	2023	No funds required	/	/	/	/

### Measure 1.3: Stimulate job creation

Body responsible for implementing (coordinating the implementation of) the measure: Ministry of Economy

Implementation period: 2021-2023

Type of measure: regulatory

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Net job creation rate in small, medium-sized and large enterprises	Percentage (%)	Employers' Survey, NES	Small enterprises: 5.6% Medium-sized enterprises: 2.9% Large enterprises: -2.4%	2019	Small enterprises: 5% to 5.2% Medium-sized enterprises: 2% to 2.2% Large enterprises: -1% to 0.7%	Small enterprises: 5% to 5.9% Medium-sized enterprises: 2% to 2.5% Large enterprises: -0.2% to 0.1%	Small enterprises: 5% to 5.6% Medium-sized enterprises: 2% to 2.8% Large enterprises: 0% to 0.1%
Number of businesses' development projects supported	Number	MoE report	175	2019	40	140	150
Share of persons placed from the NES register in the total number of persons employed in newly created jobs, through contracts on the award of incentives	Percentage (%)	NES report	/	2019	/	10%	20%

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
RS Budget	Programme 1509 Programme Activity 4002	200,000	200,000	200,000
Donor funds	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme -based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
1.3.1. Redefining the criteria for measures supporting direct investments in order to promote the employment of hard-to-employ persons from the NES register	MoE	MoLEVSA DAS NES	2023	No funds required	/	/	/	/
1.3.2. Strengthening cross-sectoral cooperation for synchronised implementation of direct investments and ALMP measures	MoE MoLEVSA	DAS NES	2023	No funds required	/	/	/	/
1.3.3. Establishing cooperation between NES and DAS in the provision of support to entrepreneurship development	MoLEVSA	MoE DAS NES	2023	No funds required	/	/	/	/
1.3.4. Implementation of the Programme of Entrepreneurship Promotion through Development Projects	MoE	RS Development Fund	2023	RS Budget	Programme 1509 Programme Activity 4002	200,000	200,000	200,000
1.3.5. Study on the prevalence and forms of telemigrant jobs in the national labour market and identification of formalisation modalities	MoF MoLEVSA	MoE CCIS Social partners	2023	Donor funds	/	/	/	/

**Measure 1.4: Integration of social protection beneficiaries into the labour market**

**Body responsible for implementing (coordinating the implementation of) the measure:** Ministry of Labour, Employment, Veteran and Social Affairs

**Implementation period:** 2021-2023

**Type of measure:** *incentive*

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Number of FSA recipients and social protection beneficiaries participating in ALMP measures as a proportion of the total number of these recipients/beneficiaries on the NES register	Percentage (%)	NES report	19%	2019	21%	22%	23%
Number of FSA recipients and social protection beneficiaries placed from the NES register as a proportion of the total number of these recipients/beneficiaries on the NES register	Percentage (%)	NES report	13%	2019	13%	14%	15%
Regulations stimulating labour market activation of able-to-work social protection beneficiaries and regulating the cooperation between NES and CSW adopted	Yes/No	Official Gazette of RS	No	2020	No	Yes	Yes
FSA recipients and other social protection beneficiaries covered by the integrated service of NES and CSW	Number, per year	NES report CSW report	756	2019	800	850	1.000

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
NES Financial Plan	Programme 0803 Programme Activity 0006	Funding is provided from the total funds allocated for the Programme Activity 0006 (5,200,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (5,500,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (6,000,000)
RS Budget	Programme 0803 Programme Activity 0005	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)
Donor funds (UNDP, GIZ etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
1.4.1. Provision of the integrated service of CSW and NES	CSW NES	LGs	2023	No funds required	/	/	/	/
1.4.2. Referral of FSA recipients and social protection beneficiaries to ALMP measures	NES	MoLEVSA SAE CCIS LGs	2023	NES Financial Plan	/ Programme 0803 Programme Activity 0006	Included in 5,200,000	Included in 5,500,000	Included in 6,000,000
				----- RS Budget	----- Programme 0803 Programme Activity 0005	----- Included in 550,000	----- Included in 550,000	----- Included in 550,000
1.4.3. Training of CSW and NES staff for integrated service provision	CSW NES	/	2023	Donor funds	/	/	/	/
1.4.4. Preparation of the regulatory framework that stimulates labour market activation of able-to-work social protection beneficiaries and regulates the cooperation between NES and CSW	MoLEVSA	Working Group	2022	No funds required	/	/	/	/

**Measure 1.5: Strengthening local employment policy**

**Body responsible for implementing (coordinating the implementation of) the measure:** Ministry of Labour, Employment, Veteran and Social Affairs

**Implementation period:** 2021–2023

**Type of measure:** *incentive*

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Implemented local employment planning documents	Number, per year	NES, LG reports	160	2019	160	160	162
Share of allocations from LG budgets in the total funds earmarked for the implementation of local employment planning documents	Percentage (%)	NES report	66.83%	2019	68%	70%	72%
Unemployment persons on the NES register referred to ALMP measures implemented under local employment planning documents	Number, per year	NES report	7,132	2019	7,150	7,200	7,200
Share of persons on the NES register who are employed after participation in ALMP measures implemented under local employment planning documents (on 180th day from measure completion/expiry of contractual obligation)	Percentage (%)	NES report	58%	2018	60%	62%	63%
Institutional framework for the implementation of innovative solutions in local employment policies established	Yes/No	MoLEVSA	No	2020	No	Yes	Yes
Decree Establishing the Single List of Regions and LGs by Development Levels adopted	Yes/No	Official Gazette of RS	No	2020	Yes	Yes	Yes

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
NES Financial Plan	Programme 0803			
	Programme Activity 0008	900,000 <sup>6</sup>	900,000	900,000
	Programme Activity 0006	450,000	460,000	470,000
Donor funds (SDC, GIZ etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

<sup>6</sup> Current transfers from other levels of government to the NES and/or local self-governments.

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
1.5.1 Organisation of regional meetings with LGs	MoLEVSA	NES LGs SCTM	2023	Donor funds	/	/	/	/
1.5.2. Training in the development of local employment planning documents	MoLEVSA	SCTM PPS	2023	Donor funds	/	/	/	/
1.5.3. Implementation of local employment planning documents	NES LGs	MoLEVSA	2023	NES Financial Plan	Programme 0803			
					Programme Activity 0008	900,000	900,000	900,000
					Programme Activity 0006	450,000 <sup>7</sup>	460,000 <sup>8</sup>	450,000 <sup>9</sup>
1.5.4. Piloting of innovative solutions for local employment policy development	MoLEVSA	NES LGs	2023	Donor funds	/	/	/	/

7 Budgeted within 5,200,000.

8 Budgeted within 5,500,000.

9 Budgeted within 6,000,000.

**Objective 2: Improved labour market position of the unemployed**

**Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs**

Indicators at the level of the objective (outcome indicator)	Unit of measurement	Source of verification	Baseline value	Base-line year	Target for 2021	Target for 2022	Target for 2023 <sup>10</sup>
Long-term unemployment rate (15+)	Percentage (%)	LFS, SORS	6.1%	2019	4.4%	3.7%	3.2%
Gender pay gap by age groups (15+, 15-29) <sup>11</sup>	Percentage (%)	Earning survey based on Tax Administration data, i.e. withholding tax returns	15+ 10.6% 15-29 5.4%	2019	15+ 9.9% 15-29 5.9%	15+ 9.7% 15-29 5.7%	15+ 9.5% 15-29 5.6%
NEET rate (15-29)	Percentage (%)	LFS, SORS	18.9%	2019	17.7%	16.7%	15.7%
The long-term unemployed placed from the NES register, as a proportion of the total long-term unemployed registered with the NES	Percentage (%)	NES report	23.1%	2019	25%	27%	29%
Employment effect of financial measures (on 180th day from measure completion/expiry of contractual obligation)	Percentage (%)	NES report	60%	*12	66%	68%	71%

10 Source of projections: Ex-ante Analysis of the Employment Strategy of the RS 2021-2026, Institute of Economic Sciences (2020) and MoLEVSA calculation.

11 Pay gap is the difference in average hourly gross earnings between men and women, expressed as a percentage of men's average hourly gross earnings.

12 Average 2016/2017/2018



**Measure 2.1: Implementation of active labour market policy measures**

**Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs**

**Implementation period: 2021–2023**

**Type of measure: *incentive***

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Registered vacancies	Number, per year	Number, per year	119,950	2019	125,000	130,000	135,000
Filled vacancies	Percentage (%)	Number, per year	49%	2019	55%	60%	65%
Share of persons placed from the NES register in the total number of unemployed persons on the NES register	Percentage (%)	Number, per year	46%	2019	49%	53%	56%
Share of persons who have registered with the NES as a result of information on the services and ALMP measures received through employment caravans, in the total number of persons who received this information	Percentage (%)	Number, per year	/	2019	15%	18%	20%
Employment effect of job creation and self-employment subsidies (on 180th day from the expiry of contractual obligation)	Percentage (%)	Number, per year	90%	*13	87%	90%	92%
Employment effect of further education and training (on 180th day from measure completion/expiry of contractual obligation)	Percentage (%)	Number, per year	52%	*14	60%	60%	63%

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
NES Financial Plan	Programme 0803 Programme Activity 0006	5,200,000	5,500,000	6,000,000
	Programme Activity 0008	900,000	900,000	900,000
	Programme Activity 4002 (IPA 2013)	52,796	/	/
RS Budget	Programme 0803 Programme Activity 0005	550,000	550,000	550,000
	Programme Activity 0007	150,000	/	/

13 Average 2016/2017/2018

14 Average 2016/2017/2018

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme -based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
2.1.1. Provision of job matching and employment support services	NES	SAE CCIS	2023	NES Financial Plan	/	/	/	/
2.1.2. Provision of career guidance and counselling services	NES	/	2023	NES Financial Plan	/	/	/	/
2.1.3. Implementation of active job search measures	NES	/	2023	NES Financial Plan	Programme 0803 Programme Activity 0006	2,000 <sup>15</sup>	2,104 <sup>16</sup>	2,278 <sup>17</sup>
2.1.4. Provision of further education and training	NES	MoLEVSA SAE CCIS LGs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 0008	3,654,000 <sup>18</sup> Included in 900,000	3,847,800 <sup>21</sup> Included in 900,000	4,165,800 <sup>22</sup> Included in 900,000
					Budget RS	-----	-----	-----
					Programme 0803 Programme Activity 0005 Programme Activity 0007	3,000 <sup>20</sup> 150,000	/	/
							/	/
2.1.5. Provision of job creation and self-employment subsidies	NES	MoLEVSA SAE CCIS LGs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 4002 (IPA 2013) Programme Activity 0008	1,319,000 <sup>23</sup> 38,138 <sup>24</sup> Included in 900,000	1,412,116 <sup>26</sup> / Included in 900,000	1,572,306 <sup>27</sup> / Included in 900,000
					Budget Rs	-----	-----	-----
					Programme 0803 Programme Activity 0005	380,700 <sup>25</sup>	383,700	383,700
2.1.6. Organisation of public works	NES	MoLEVSA LGs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 0008	225,000 <sup>28</sup> Included in 900,000	237,980 <sup>30</sup> Included in 900,000	259,616 <sup>31</sup> Included in 900,000
					Budget RS	-----	-----	-----
					Programme 0803 Programme Activity 0005	115,200 <sup>29</sup>	115,200	115,200
2.1.7. Implementation of the measures for PWD employed under special conditions	NES	SAE CCIS	2023	Budget RS	Programme 0803 Programme Activity 0005	51,000 <sup>32</sup>	51,000	51,000

15 Budgeted within 5,200,000.

18 Budgeted within 5,200,000.

20 Budgeted within 550,000.

23 Budgeted within 5,200,000.

26 Budgeted within 5,500,000.

29 Budgeted within 550,000 for 2021, 2022 and 2023.

31 Budgeted within 6,000,000.

16 Budgeted within 5,500,000.

19 The amount is decided in line with the ALMP measures planned in local employment planning documents

21 Budgeted within 5,500,000.

24 Budgeted within 52,796.

27 Budgeted within 6,000,000.

32 Budgeted within 550,000 for 2021, 2022 and 2023.

17 Budgeted within 6,000,000..

22 Budgeted within 6,000,000.

25 Budgeted within 550,000 for 2021, 2022 and 2023.

28 Budgeted within 5,200,000.

30 Budgeted within 5,500,000.

**Measure 2.2: Improvement of implementation and design of new active labour market policy measures**

**Institution responsible for implementation monitoring and control: National Employment Service**

**Implementation period: 2021–2023**

**Type of measure: *regulatory***

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Existing ALMP measures modified and/or new ALMP measures designed	Number, per year	MoLEVSA report	0	2020	1	2	3
Persons participating in modified existing ALMP measures and/or newly created ALMP measures	Number, per year	MoLEVSA report	0	2020	50	150	200
Employers using ALMP services/measures	Number, per year	NES report	21,803	2019	25,000	30,000	36,000

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
Donor funds (IPA, GIZ, SDC etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
2.2.1. Improvement of the jobseeker employability assessment instrument	NES	MoLEVSA	2023	Donor funds	/	/	/	/
2.2.2. Enhancement of the cooperation with employers	NES	SAE CCIS	2023	Donor funds	/	/	/	/
2.2.3. Redesigning active job search measures to cater to the needs of individuals and labour market requirements	NES	MoLEVSA	2023	Donor funds	/	/	/	/
2.2.4. Digitalisation of ALMP services/measures	NES	MoLEVSA	2023	Donor funds	/	/	/	/
2.2.5. Analysis of prerequisites for the introduction of training vouchers	MoLEVSA	NES MoF	2023	Donor funds	/	/	/	/
2.2.6. Modification of existing and design of new ALMP measures (work practice, training at employer's request, the set of entrepreneurship support services, training in digital skills, the package of measures for hard-to-employ persons and so on) in response to labour market needs and the impact evaluation of ALMP measures.	MoLEVSA	NES MoYS Social partners "Education to Employment - E2E" programme	2023	Donor funds	/	/	/	/

**Measure 2.3: Improvement of monitoring labour market situation and trends and the system for monitoring/evaluation of active labour market policy measures' outcomes and impact**

Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs

Implementation period: 2021–2023

Type of measure: *regulatory*

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Integrated vacancy database established	Yes/No	NES report	No	2020	No	Yes	Yes
Employer survey methodology and procedure enhanced	Yes/No	NES report	Yes	2019	No	Yes	Yes
Functional platform for a single labour market information system established	Yes/No	Website	No	2020	No	No	Yes
Evaluation of net effects of ALMP measures conducted	Number, per year	MoLEVSA	0	2020	0	1	2

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
RS Budget	/	No funds required	The exact amount is not known at this time	The exact amount is not known at this time
Donor funds (SDC, GIZ, IPA etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
2.3.1. Consolidation of information on labour market demand from various sources	NES	SORS Employment agencies	2023	RS Budget	/	/	The exact amount is not known at this time	The exact amount is not known at this time
2.3.2. Consideration of the tendencies and employers' future needs	NES	CCIS SAE	2023	No funds required	/	/	/	/
2.3.3. Development of the system for coordinating different sources of information and of the framework for establishing a single labour market information system	MoLEVSA SORS	NES CRCSI MoESTD BRA	2023	RS Budget	/	/	The exact amount is not known at this time	The exact amount is not known at this time
				Donor funds	/	/	/	/
2.3.4. Development and improvement of the system for monitoring ALMP measures and services (improved reporting forms through the NES Performance Agreement)	MoLEVSA	NES	2021	No funds required	/	/	/	/
2.3.5. Monitoring of ALMP measures' effects (net and gross)	MoLEVSA	NES	2023	Donor funds	/	/	/	/

#### Measure 2.4: Improvement of women's labour market position

Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs

Implementation period: 2021-2023

Type of measure: *incentive*

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Share of unemployed women participating in ALMP measures in the total number of unemployed persons participating in the measures	Percentage (%)	NES report	55.5%	2019	56%	56%	56%
Effect of financial measures on the employment of women (on 180th day from measure completion/expiry of contractual obligation)	Percentage (%)	NES report	60%	*33	66%	68%	71%
Share of women placed from the NES register in the total number of women on the NES register	Percentage (%)	NES report	45%	2019	47%	49%	50%
Share of women who have started their own businesses after receiving self-employment subsidies in the total number of persons who received the subsidies	Percentage (%)	NES report	49,8%	2019	51%	52%	53%

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 0008	Funding is provided from the total funds allocated for the Programme Activity 0006 (5,200,000) and the Programme Activity 0008 (900,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (5,500,000) and the Programme Activity 0008 (900,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (6,000,000) and the Programme Activity 0008 (900,000)
RS Budget	Programme 0803 Programme Activity 0005	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)
Donor funds (IPA etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
2.4.1. Referral of unemployed women from particularly vulnerable groups to ALMP measures	NES	MoLEVSA CCIS SAE LGs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 0008	Included in 5,200,000 Included in 900,000	Included in 5,500,000 Included in 900,000	Included in 6,000,000 Included in 900,000
				RS Budget	Programme 0803 Programme Activity 0005	Included in 550,000	Included in 550,000	Included in 550,000
2.4.2. Analysis of the preconditions for reconciling work and family life	MoLEVSA	/	2023	Donor funds	/	/	/	/
2.4.3. Implementation of special measures aimed at the activation and employment promotion of inactive women in underdeveloped and devastated areas (information campaigns, employment caravans and others)	NES	MoLEVSA MoYS LGs CSOs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006	Included in 5,200,000	Included in 5,500,000	Included in 6,000,000
				Donor funds	/	/	/	/



**Measure 2.5: Improvement of the labour market position of youth**

**Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs**

**Implementation period: 2021–2023**

**Type of measure: regulatory**

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Share of unemployed youth participating in ALMP measures in the total number of youth on the NES register	Percentage (%)	NES report	41%	2019	42%	43%	44%
Model for reaching, registering and activating youth in the NEET group who are left out of the system developed	Yes/No	MoLEVSA report	No	2019	No	Yes	/
Elements of the Youth Guarantee piloted	Yes/No	NES report	No	2019	No	No	Yes
Youth participating in employment promotion projects implemented within the youth policy	Number, per year	MoYS report	4,340	2016	7,000	7,100	7,200

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 0008	Funding is provided from the total funds allocated for the Programme Activity 0006, (5,200,000) and the Programme Activity 0008 (900,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (5,500,000) and the Programme Activity 0008 (900,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (6,000,000) and the Programme Activity 0008 (900,000)
RS Budget	Programme 0803 Programme Activity 0005	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)
RS Budget	Programme 1302 Programme Activity 0006	100,000	100,000	100,000
Donor funds (IPA, GIZ, SDC etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme -based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
2.5.1. Referral of unemployed youth to ALMP measures	NES	MoLEVSA CCIS SAE LGs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 0008	Included in 5,200,000 Included in 900,000	Included in 5,500,000 Included in 900,000	Included in 6,000,000 Included in 900,000
				----- RS Budget	----- Programme 0803 Programme Activity 0005	----- Included in 550,000	----- Included in 550,000	----- Included in 550,000
2.5.2. Development of the model for reaching, registering and activating youth in the NEET group who are left out of the system	MoLEVSA	MoYS CSOs NES LGs/ Youth offices "Education to Employment - E2E" programme	2022	Donor funds	/	/	/	/
2.5.3. Development of the policy coordination system within the Youth Guarantee	MoLEVSA	NES MoESTD MoYS	2022	Donor funds	/	/	/	/
2.5.4. Development of the management mechanism to guide the activities at the national and local level within the Youth Guarantee	MoLEVSA	MoESTD MoYS NES LGs/Youth offices	2022	Donor funds	/	/	/	/
2.5.5. Establishing the framework and piloting the elements of the Youth Guarantee	MoLEVSA NES	MoESTD MoYS CSOs Youth offices	2023	Donor funds	/	/	/	/
2.5.6. Support to the implementation of youth employment promotion projects within the youth policy	MoYS	CSOs LGs/ Youth offices	2023	Donor funds	Programme 1302 Programme Activity 0006	100,000	100,000	100,000

**Measure 2.6: Improvement of labour market position of persons with disabilities**

**Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs**

**Implementation period: 2021-2023**

**Type of measure: regulatory**

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Share of unemployed PWDs participating in ALMP measures in the total number of PWDs on the NES register	Percentage (%)	NES report	44.6%	2019	45%	46%	48%
Effect of financial measures on the employment of PWDs under special conditions (on 180th day from measure completion/expiry of contractual obligation)	Percentage (%)	NES report	93%	*34	93%	93%	93%
Share of PWDs placed from the NES register in the total number of PWDs on the NES register	Percentage (%)	NES report	32%	2019	29,5%	31%	33%
Data on employed PWDs available	Yes/No	CRC SI	He	2020	He	He	Да

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 0008	Funding is provided from the total funds allocated for the Programme Activity 0006, (5,200,000) and the Programme Activity 0008 (900,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (5,500,000) and the Programme Activity 0008 (900,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (6,000,000) and the Programme Activity 0008 (900,000)
RS Budget	Programme 0803 Programme Activity 0005	550,000	550,000	550,000
Donor funds (UNDP, GIZ etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme -based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
2.6.1 Referral of unemployed PWDs to ALMP measures	NES	MoLEVSA CCIS SAE LGs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006 Programme Activity 0008 ----- Programme 0803 Programme Activity 0005	Included in 5,200,000  Included in 900,000  ----- Included in 550,000	Included in 5,500,000  Included in 900,000  ----- Included in 550,000	Included in 6,000,000  Included in 900,000  ----- Included in 550,000
2.6.2. Developing the concept of advisory and professional support for employers in defining jobs and tasks, and in adapting working conditions and other aspects, in line with the needs of PWDs.	NES	SAE CSOs	2023	No funds required	/	/	/	/
2.6.3. Ensuring job retention through the development of new activities/measures that envisage monitoring of and support to employers and employees with disabilities for a certain period after starting their job	NES	SAE CSOs	2023	Donor funds	/	/	/	/
2.6.4. Designing flexible motivation and activation training programmes for PWDs	NES	CSOs	2023	No funds required	/	/	/	/
2.6.5. Analysis of the approval procedure for the implementation of professional rehabilitation measures and activities, with a view to its alignment with the regulations in the area of adult education regulating the NFESP status.	MoLEVSA MoESTD	NES	2023	Donor funds	/	/	/	/
2.6.6. Analysis of the procedure for assessing work ability and the possibility of contracting and retaining employment, with a view to enhancing this procedure	MoLEVSA	NPDIF NHIF NES	2021	Donor funds	/	/	/	/

2.6.7. Training of the members of the committee for the assessment of work ability and the possibility of contracting or retaining employment	MoLEVSA	NPDIF NHIF NES	2023	Donor funds	/	/	/	/
2.6.8. Amendment of the Decree on the content, form and method of filing the single application for compulsory social insurance registration, the uniform methodological principles and the common codebook for data entry in the integrated database of the Central Registry of Compulsory Social Insurance	MoF	CRCSI MoLEVSA	2022	No funds required	/	/	/	/

#### Measure 2.7: Improvement of labour market position of the unemployed Roma

Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs

Implementation period: 2021-2023

Type of measure: *incentive*

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Share of unemployed Roma participating in ALMP measures in the total number of the Roma on the NES register	Percentage (%)	NES report	25%	2019	25%	26%	27%
Share of the Roma placed from the NES register in the total number of the Roma on the NES register	Percentage (%)	NES report	21%	2019	22%	23%	24%

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
NES Financial Plan	Programme 0803 Programme Activity 0006	Funding is provided from the total funds allocated for the Programme Activity 0006 (5,200,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (5,500,000)	Funding is provided from the total funds allocated for the Programme Activity 0006 (6,000,000)
RS Budget	Programme 0803 Programme Activity 0005	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)	Funding is provided from the total funds allocated for the Programme Activity 0005 (550,000)
Donor funds (GIZ, IPA etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme -based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
2.7.1 Referral of the unemployed Roma to FAPE measures	NES	Schools	2023	NES Financial Plan	Programme 0803 Programme Activity 0006	Included in 5,200,000	Included in 5,500,000	Included in 6,000,000
				----- RS Budget	Programme 0803 Programme Activity 0005	Included in 550,000	Included in 550,000	Included in 550,000
2.7.2. Referral of the unemployed Roma to motivation and activation training	NES	CSOs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006	Included in 5,200,000	Included in 5,500,000	Included in 6,000,000
				Donor funds	/	/	/	/
2.7.3. Reaching and informing the Roma about the NES measures and services	NES	CSOs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006	Included in 5,200,000	Included in 5,500,000	Included in 6,000,000
				Donor funds	/	/	/	/
2.7.4. Referral of the multiply vulnerable Roma to the package of measures	NES	MoLEVSA CSOs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006	Included in 5,200,000	Included in 5,500,000	Included in 6,000,000
				----- RS Budget	Programme 0803 Programme Activity 0005	Included in 550,000	Included in 550,000	Included in 550,000
				Donor funds	/	/	/	/
2.7.5. Promotion of entrepreneurship through additional support and mentoring	NES	CSOs	2023	NES Financial Plan	Programme 0803 Programme Activity 0006	Included in 5,200,000	Included in 5,500,000	Included in 6,000,000

### Objective 3: Improved institutional framework for employment policy

Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs

Indicators at the level of the objective (outcome indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Negotiation chapter 19 – Social policy and employment	/	* Relevant documents from the EU accession negotiations process	Moderate progress	2020	Moderate progress	Moderate progress	Moderate progress
Allocations for ALMP as a proportion of the GDP	Percentage (%)	MoF	0.08%	2019	0.10%	0.12%	0.14%

### Measure 3.1: Improvement of legal framework

Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs

Implementation period: 2021–2023

Type of measure: *regulatory*

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Regulations in the area of labour and employment adopted	Number, per year	Official Gazette of RS	0	2020	2	2	1

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
Donor funds (ILO, GIZ, SDC etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

Activity title:	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
3.1.1. Establishment of a legal framework in the area of social entrepreneurship for the purpose of labour and social activation of persons belonging to hard-to-employ categories and vulnerable groups	MoLEVSA	Institutions and stakeholders involved in Working Group activities	2023	Donor funds	/	/	/	/
3.1.2. Development of the Law on Employment and Unemployment Insurance, in two phases:  Phase I – alignment with the Law on the Planning System; Phase II – improvement of legislation in line with the ex post analysis findings	MoLEVSA	Institutions and stakeholders involved in Working Group activities	2023	Donor funds	/	/	/	/
3.1.3. Development of regulations in the area of labour and labour relations with the aim of harmonisation with the <i>acquis communautaire</i> and international labour standards	MoLEVSA	Institutions and stakeholders involved in Working Group activities	2023	Donor funds	/	/	/	/
3.1.4. Improvement of the legal framework for professional rehabilitation and employment of persons with disabilities	MoLEVSA	Institutions and stakeholders involved in Working Group activities	2023	Donor funds	/	/	/	/
3.1.5. Further development of the regulatory framework on seasonal work by extending its application to include other economic activities	MoLEVSA	Institutions and stakeholders involved in Working Group activities	2023	Donor funds	/	/	/	/



**Measure 3.2: Strengthening the capacities of employment service providers, improvement of coordinated efforts and dialogue in the field of employment policy**

**Institution responsible for implementation monitoring and control: Ministry of Labour, Employment, Veteran and Social Affairs**

**Implementation period: 2021–2023**

**Type of measure: institutional/management/organisational**

Indicators at the level of the measure (output indicator)	Unit of measurement	Source of verification	Baseline value	Baseline year	Target for 2021	Target for 2022	Target for 2023
Employees in the MoLEVSA organisational units dealing with employment policy	Number, by years	MoLEVSA instrument on job classification	11	2019	15	17	20
Training events attended by employees from organisational units dealing with employment policy	Number, per year	MoLEVSA report	3	2020	5	5	6
Average number of job-seekers per employment counsellor/employment counsellor for PWD	Number, by years	NES report	827	2019	700	650	600
Trained employees in the NES functions of job matching, further education and training, PWD employment and professional rehabilitation programmes	Number, by years	NES report	462	2020	600	750	850
Mechanism for implementation monitoring, reporting on and evaluation of the Strategy and Action Plan provided	Yes/No	MoLEVSA report	No	2020	Yes	/	/
Meetings, conferences, info-sessions, seminars on employment organised	Number, per year	MoLEVSA report	2	2020	3	4	5

Funding source for the measure	Reference to the programme-based budget	Total estimated funds, RSD thousands		
		In 2021	In 2022	In 2023
NES Financial Plan		/	The exact amount is not known at this time	The exact amount is not known at this time
Donor funds (SDC, GIZ, EU, ILO, UNDP etc.)	/	The exact amount is not known at this time	The exact amount is not known at this time	The exact amount is not known at this time

ACTION PLAN 2021-2023 FOR THE IMPLEMENTATION  
OF THE EMPLOYMENT STRATEGY OF THE REPUBLIC OF SERBIA 2021-2026

Activity title	Implementing body	Implementing partners	Activity completion deadline	Funding source	Reference to the programme-based budget	Total estimated funds by sources, RSD thousands		
						2021	2022	2023
3.2.1. Formation of the Strategy and Action Plan Monitoring Working Group (hereinafter: Working Group)	MoLEVSA	/	Q2 2021	No funds required	/	/	/	/
3.2.2. Organisation of meetings, conferences, info-sessions, seminars and training events on labour and employment	MoLEVSA	NES	2023	Donor funds	/	/	/	/
3.2.3. Participation of MoLEVSA representatives in events organised by other stakeholders	International organisations CSOs Social partners	MoLEVSA	2023	Donor funds	/	/	/	/
3.2.4. Involvement in the work of standing bodies at the EU level and bilateral and multilateral project activities	EU organisations RCC	MoLEVSA	2023	Donor funds	/	/	/	/
3.2.5. Strengthening employee capacities in the MoLEVSA organisational units dealing with employment policy	MoLEVSA	NAPA International organisations	2023	Donor funds	/	/	/	/
3.2.6. Training delivery for employees in the NES functions of job matching, professional guidance and career planning, further education and training, PWD employment and professional rehabilitation programmes	NES	International organisations	2023	Donor funds	/	/	/	/
3.2.7. Organisation of training for employment counsellors and employment counsellors for PWD in case management	NES	International organisations	2023	Donor funds	/	/	/	/
3.2.8. Training delivery for employment agencies	MoLEVSA	Employment agencies	2023	Donor funds	/	/	/	/
3.2.9. Implementation of activities aimed at ensuring the accessibility of NES services intended for PWD	NES	/	2023	NES Financial Plan	/	/	The exact amount is not known at this time	The exact amount is not known at this time
				Donor funds	/	/	/	/
3.2.10. Strengthening CSO capacities for reaching, activating and providing support to hard-to-employ unemployed persons and monitoring and evaluating the impact of interventions carried out	MoLEVSA	NES MoYS CSOs	2023	Donor funds	/	/	/	/







## **VI ACTIVE LABOUR MARKET POLICY MEASURES**

Active labour market policy measures are implemented by the National Employment Service in accordance with the Law on Employment and Unemployment Insurance, Law on Professional Rehabilitation and Employment of Persons with Disabilities and regulations on state aid; the criteria, modality and other matters relevant to ALMP measures implementation are regulated by statutory instruments of the Ministry of Labour, Employment, Veteran and Social Affairs and the National Employment Service.

For the purpose of implementation of ALMP measures, the National Employment Service launches open calls and competitions, and/or public procurement procedures in accordance with public procurement regulations, in Q1 of a calendar year.

Job matching services for jobseekers, active job search measures and professional orientation and career counselling are performed by National Employment Service staff on an ongoing basis throughout a calendar year.

### ***1. Job matching and employment support***

Job matching refers to the activities of matching jobseekers with employers that request job matching services, with the aim of concluding employment contract or other form of work engagement. In the interest of successful matching, a range of activities targeting jobseekers and/or employers are performed.

Employment counselling is an activity whereby an employment counsellor provides professional support to a jobseeker at the individual level by providing information about jobseekers' rights and obligations, services provided by the National Employment Service, employment opportunities and high-demand occupations. Employment counselling involves assessing a jobseeker's employability, i.e. his/her professional capacities and inclinations, with the aim of determining the level of support needed. The types of support agreed between the jobseeker and employment counsellor and occupations to be considered in the job search are specified in the individual employment plan.

Services to employers include providing information about the labour market situation and profiles of jobseekers registered with the National Employment Service, advice on the possibilities and modalities of meeting their staffing needs, including information on active labour market policy measures, surveying future employer needs for the purpose of planning training and other active labour market policy measures, jobseeker selection according to the criteria specified in the vacancy registration form – job matching on employers' request and online job matching via the National Employment Service website. The National Employment Service provides services to employers free of charge. By improving the quality of its job matching services, the National Employment Service will increase its visibility among those employers that are oriented towards finding high-quality candidates, rather than solely towards accessing funding, while the unemployed will be offered additional opportunities to find high-quality jobs.

## *2. Professional guidance and career counselling*

Professional guidance and career counselling are provided through information provision and counselling regarding career development opportunities, in order to prevent wrong choices of educational pathways or occupations, as well as strengthen clients' competencies for making effective decisions throughout their professional careers. These services are provided in person at the National Employment Service branch offices, in career guidance and counselling centres, and via the National Employment Service website.

## *3. Active job search measures*

Active job search measures are implemented by providing services to jobseekers in the process of active job search, promoting their employability and strengthening their motivation, confidence and self-efficacy through developing active job search skills. Active job search measures such as active job search training, training delivered in job clubs, self-efficacy training etc. are forms of group work with jobseekers aimed at informing them about the local labour market situation and strengthening their self-presentation skills in contacts with employers.

Support to jobseekers and employers is also provided by organising job fairs. Job fairs are a job matching measure, since they facilitate direct contacts between multiple employers offering vacancies and jobseekers who largely fulfil the requirements of specific jobs; at the same time, job fairs are also an activation measure, since real, specific vacancies are presented to jobseekers, which has a positive impact on their motivation for active job search.

Employment caravans are a measure that allows persons residing in underdeveloped local self-governments to participate in active labour market policy measures. Thus, with counsellors' assistance, the unemployed who are not able to personally visit National Employment Service branch, local or employment offices owing to difficult circumstances can access information, counselling, be advised of all relevant details concerning their rights and obligations and register as unemployed.

## *4. Further education and training*

Further education and training are measures whereby individuals gain new knowledge, skills and work experience. They are based on an analysis of labour market needs, i.e. employers' needs in terms of the knowledge and skills needed to perform specific jobs, as identified through contacts with employers. Accordingly, further education and training are provided in the occupational sectors in which a shortage of knowledge and skills has been identified.

Further education and training include the following measures:

**Professional practice** – entail vocational training for unassisted occupation-specific work for which participants have received adequate formal education, in order to complete an internship period required for taking the professional examination, where this is stipulated by a law or a rulebook as a requirement for practising an occupation. This programme targets unemployed persons without occupation-specific work experience, with at least secondary education, and does not entail entering into an employment relationship. Priority is given to unemployed persons with disabilities and the Roma.

Professional traineeships are implemented at private-sector employers, and up to 40% of the total number of participants planned may be engaged in the public sector, in the following priority areas:

- 1) health care jobs;
- 2) social protection jobs;
- 3) education jobs;
- 4) judicial jobs.

As an exception, in the Autonomous Province of Kosovo and Metohija and devastated areas, professional traineeships will be realised at private- or public-sector employers, with priority given to the private sector.

Professional traineeship duration is stipulated by a law or a rulebook, and the National Employment Service provides funding for up to 12 months.

The National Employment Service sets the amount of monthly allowance for the unemployed pursuing professional traineeships, in proportion to the total planned number of participants and the funds available, in accordance with employment legislation.

In 2021, the planned number of participants is 3,000.

In 2022, the planned number of participants is 4,200.

In 2023, the planned number of participants is 4,400.

**Internship for youth with higher education** – entails vocational training for unassisted occupation-specific work for which participants have received at least three- or four-year higher education, in order to complete an internship period required for taking the professional examination, where this is stipulated by a law or a rulebook as a requirement for practising an occupation. The measure entails entry into an employment relationship.

It targets unemployed persons up to 30 years of age, without occupation-specific work experience and with the average grade of at least 8.0 during their studies, as well as unemployed persons with disabilities and the Roma, irrespective of age and average grade.

Internships for youth with higher education are realised at private-sector employers. The employer is entitled to reimbursement of the intern's monthly wages amounting to the minimum wage including the appertaining income tax and social insurance contributions, increased by 20%.

The duration of internships for youth with higher education is stipulated by a law or a rulebook, and the National Employment Service provides funding for up to 12 months.

In 2021, the planned number of participants is 550.

In 2022, the planned number of participants is 600.

In 2023, the planned number of participants is 650.

**Internship for the unemployed with secondary education** – entails vocational training for un-assisted occupation-specific work for which participants have received adequate education, in order to complete an internship period required for taking the professional examination, where this is stipulated by a law or a rulebook as a requirement for specific jobs. The measure entails entry into an employment relationship.

Eligible participants are the unemployed with secondary education, without occupation-specific work experience, as follows:

- 1) youth up to 30 years of age who have been registered as unemployed for over six months;
- 2) unemployed persons with disabilities;
- 3) the Roma;
- 4) youth in institutional care, foster or guardian families.

Internships for the unemployed with secondary education are realised at private-sector employers. The employer is entitled to reimbursement of the intern's monthly wages amounting to the minimum wage including the appertaining income tax and social insurance contributions.

The duration of internships for the unemployed with secondary education is stipulated by a law or a rulebook, and the National Employment Service provides funding for up to six months.

In 2021, the planned number of participants is 500.

In 2022, the planned number of participants is 550.

In 2023, the planned number of participants is 600.

**Programme for acquiring practical knowledge** – entails gaining practical knowledge and skills through the performance of concrete tasks and entry into an employment relationship with a private-sector employer. It targets:

- the unemployed without secondary education and persons with functional adult primary education, who will account for at least 40% of the planned total number of participants;
- the unemployed with secondary education who have been registered as unemployed for over 12 months, irrespective of the type of education and work experience, and who have no adequate and applicable knowledge, skills and competences to perform specific tasks.

Priority is given to unemployed persons with disabilities and the Roma.

The employer enters into a fixed-term employment relationship with the unemployed person and is entitled to reimbursement of the participant's wages amounting to the minimum wage including the appertaining income tax and social insurance contributions for three months. The employer is required to retain the employee for another three months after measure completion. If the employer enters into an open-ended employment relationship with the participant at the beginning of the measure or before the expiry of the third month, i.e. before measure completion, it is entitled to reimbursement of wages for additional three months, i.e. for a total of six months. The employer is required to retain the employee for at least another six months after the funding expires.

In 2021, the planned number of participants is 820.

In 2022, the planned number of participants is 860.

In 2023, the planned number of participants is 900.

**Labour market training** – gaining additional theoretical and practical knowledge and skills in line with labour market and employer needs, with the aim of enhancing the employability of unemployed persons, primarily those hard to employ, with no or low qualifications.

*Training for unemployed persons with disabilities* is delivered by professional rehabilitation providers holding approval from the ministry responsible for employment affairs to perform professional rehabilitation measures and activities.

In 2021, the planned number of participants is 400.

In 2022, the planned number of participants is 500.

In 2023, the planned number of participants is 500.

*Training for persons without secondary education and those finishing primary education according to the functional adult primary education model (FAPE)* is delivered by non-formal education service providers (NFESP) and/or vocational secondary schools, which issue publicly recognised documents.

In the period 2021–2023, the planned number of participants is 200 in each calendar year.

*Training for other unemployed persons* is delivered by non-formal education service providers. In the period 2021–2023, the planned number of participants is 500 in each calendar year.

*Specialist IT training* in line with labour market needs is delivered by licensed providers. Priority is given to unemployed women registered with the National Employment Service.

The National Employment Service bears the costs of labour market training delivery; in accordance with employment and professional rehabilitation regulations and subject to the availability of funds, it sets the amount of the monthly allowance and transport costs for training participants.



**Training at employer's request** – for the unemployed – gaining additional knowledge and skills required for a specific job, at the request of a private-sector employer or a majority state-owned enterprise for professional rehabilitation and employment of persons with disabilities, if there are no persons with the knowledge and skills required for the job in question on the National Employment Service unemployment register, and/or the existing knowledge and skills do not meet the job requirements. The employer is required to enter into an employment relationship with at least 50% of those who successfully complete the training and retain them for at least six months.

The National Employment Service co-funds training costs and sets the amount of the monthly allowance and transport costs for training participants, subject to the availability of funds and in accordance with employment and professional rehabilitation regulations. For unemployed participants with disabilities, the training co-funding amount may be increased by up to 20%.

In 2021, the planned number of participants is 500.

In 2022, the planned number of participants is 600.

In 2023, the planned number of participants is 700.

**Employee training at employer's request** – a private-sector employer may apply to the National Employment Service for co-funding training costs for an employee who lacks additional knowledge and skills to perform his/her job and tasks, with the aim of retaining his/her job with that employer. Co-funding for employee training may be provided by the National Employment Service subject to the availability of funds and in accordance with regulations on state aid.

**Functional adult primary education** – finishing primary education in conformity with the law, with the option of acquiring competencies for simple jobs. The programme targets the unemployed without primary education. The National Employment Service disburses transport cost allowances to participants or educational institutions.

In the period 2021-2023, the planned number of participants is 1,500 in each calendar year.

## ***5. Subsidised employment and self-employment***

### **Subsidies for hiring unemployed persons from the hard-to-employ category**

Subsidies for hiring unemployed persons from the hard-to-employ category entail a one-off financial incentive to private-sector employers to hire:

1. youth up to 30 years of age – youth without secondary education, youth in institutional care, foster or guardian families;
2. persons over 50 years of age;
3. the Roma;
4. persons with disabilities;
5. financial social assistance recipients able to work;
6. persons registered as unemployed for over 12 months;
7. domestic violence victims.

By local self-government development levels determined in accordance with a special Government regulation, subsidies for hiring unemployed persons from hard-to-employ categories amount to:

- 1) RSD 200,000.00 per beneficiary – for group 1 (development level above the national average) and group 2 (development level ranging from 80% to 100% of the national average);
- 2) RSD 225,000.00 per beneficiary – for group 3 (development level ranging from 60% to 80% of the national average);
- 3) RSD 250,000.00 per beneficiary – for group 4 (development level below 60% of the national average) and devastated areas (development level below 50% of the national average).

The above subsidies are increased by 20% for hiring the following hard-to-employ categories:

1. persons with disabilities;
2. financial social assistance recipients able to work;
3. youth in institutional care, foster or guardian families;
4. domestic violence victims;

and amount to:

- 1) RSD 240,000.00 per beneficiary – for group 1 (development level above the national average) and group 2 (development level ranging from 80% to 100% of the national average);
- 2) RSD 270,000.00 per beneficiary – for group 3 (development level ranging from 60% to 80% of the national average);
- 3) RSD 300,000.00 per beneficiary – for group 4 (development level below 60% of the national average) and devastated areas (development level below 50% of the national average).

Implementation is monitored for 12 months.

In 2021, the planned number of unemployed persons to be placed is 3,500, of which 300 persons with disabilities.

In 2022, the planned number of unemployed persons to be placed is 3,700, of which 300 persons with disabilities.

In 2023, the planned number of unemployed persons to be placed is 4,000, of which 300 persons with disabilities.

### **Self-employment support**

Self-employment support includes professional assistance and self-employment subsidies.

Professional assistance available to an unemployed person who opts for self-employment includes information and advisory services, entrepreneurship development training, and support in the first year of operation in the form of mentoring programme and specialist training at the NES, regional development agencies etc.

In 2021, self-employment funds are awarded to the unemployed in the form of a one-off subsidy amounting to RSD 250,000.00 per beneficiary for the establishment of a sole proprietorship, cooperative or other form of entrepreneurship, as well as for the establishment of a company, if the founder is employed in it.

Self-employment subsidies are granted on the basis of business plan assessment, and priority is given to the following unemployed categories:

1. youth up to 30 years of age;
2. redundant workers;
3. the Roma;
4. persons with disabilities;
5. women.

With regard to self-employment of persons with disabilities, a one-off subsidy amounting to RSD 270,000.00 per beneficiary is awarded for the establishment of a sole proprietorship, co-operative or other form of entrepreneurship, as well as for the establishment of a company, if the founder is employed in it.

In 2022 and 2023, self-employment subsidies will amount to RSD 300,000.00, and RSD 330,000.00 for persons with disabilities.

Implementation is monitored for 12 months.

In 2021, the planned number of beneficiaries is 3,500, of which 100 persons with disabilities.

In 2022, the planned number of beneficiaries is 3,700, of which 100 persons with disabilities.

In 2023, the planned number of beneficiaries is 4,000, of which 100 persons with disabilities.

### **Wage subsidies for persons with disabilities without work experience**

An employer that hires a person with disability without work experience on an open-ended basis is eligible for wage subsidies for this person for 12 months of entry into an employment contract. The subsidy is awarded in response to the employer's application and amounts to a maximum of 75% of the total wage costs including compulsory social insurance contributions, but may not exceed the minimum wage set in accordance with labour regulations.

In the period 2021–2023, the planned number of persons with disabilities without work experience to be placed is 400 per calendar year.

## ***6. Public works***

Public works are organised with the aim of engagement of hard-to-employ and socially disadvantaged unemployed persons in order to preserve and improve their working capabilities, as well as in pursuit of a specific social interest.

Public works are organised in local self-governments belonging to the following groups by development level, as determined in accordance with a special Government regulation:

- 1) group 3 (development level ranging from 60% to 80% of the national average) and
- 2) group 4 (development level below 60% of the national average) and devastated areas (development level below 50% of the national average).

The following unemployed categories are referred to the public works programme:

1. financial social assistance recipients able to work;
2. the Roma;
3. persons without secondary education;
4. persons seeking work for over 18 months;
5. persons with disabilities.

Priority is given to persons from these categories who are engaged in public works for the first time.

A minimum of five unemployed persons are to be engaged in public works.

The employer – public works contractor concludes a work engagement contract with the unemployed, in accordance with the labour legislation and the open call. The funds for organising public works are used for:

- 1) remuneration to persons engaged in public works (under a casual work contract, amounting to a maximum of RSD 22,000.00 per month for full working hours, or in proportion to the monthly working time, plus the appertaining income tax and compulsory social insurance contributions; this amount includes commuting costs);
- 2) reimbursement of public works implementation costs to the employer (up to RSD 2,000.00 per person, on a one-off basis, depending on public works duration);
- 3) reimbursement of training costs (one-off sum of RSD 1,000.00 per engaged person who completes training); depending on job type and complexity, training may be organised according to the public works contractor's internal training programme or an educational institution's curriculum. Upon training completion, beneficiaries receive internal certificates of competencies acquired, or publicly recognised documents in case training is delivered by a NFESP.

Public works are organised in the areas of social protection and humanitarian work, public infrastructure maintenance and reconstruction, and environmental and nature preservation and protection.

Autonomous province authorities, local self-government authorities, public institutions, public enterprises, companies, sole proprietors, cooperatives and associations are eligible to participate in public works organisation.

### **Public works for persons with disabilities**

Public works involving persons with disabilities may be organised in all local self-governments, irrespective of their development levels, in the areas of social protection and humanitarian work, public infrastructure maintenance and reconstruction, environmental and nature preservation and protection, and culture.

Public works involving only persons with disabilities may be approved if a minimum of three unemployed persons with disabilities are engaged.

In the period 2021–2023, the planned number of participants per calendar year is 2,800, including 800 persons with disabilities.

## ***7. Active labour market policy measures for persons with disabilities employed under special conditions***

**Workplace adaptation** (provision of technical and technological workplace conditions, working tools, space and equipment in accordance with the capabilities and needs of the employed person with disability) through reimbursing the employer for reasonable costs of workplace adaptation; the maximum amount is RSD 400,000.00 for actual workplace adaptation costs per person with disability.

In the period 2021–2023, the planned number of workplaces to be adapted for persons with disabilities is 25 in each calendar year.

**Professional support to the newly employed person with disability** (work assistance in the induction process or workplace assistance) through reimbursing the employer for the wage costs of the person providing professional support; the maximum amount is RSD 50,000.00 per month for full working hours, or in proportion to the monthly hours of providing professional support to the person with disability, plus the appertaining income tax and compulsory social insurance contributions, for up to 12 months.

In the period 2021–2023, the planned number of newly employed persons with disabilities to receive professional support is 30 in each calendar year.

As of 2021, the prior learning recognition pilot will be launched by conducting analyses to ascertain the prerequisites for piloting and introduction of training vouchers, legally regulating and piloting work practice, making preparations for piloting the Youth Guarantee scheme, package of measures for the unemployed from hard-to-employ categories etc., as envisaged under measures 1.1 and 2.2. On the basis of the findings and identified needs, the rationale for introducing the piloted measures in the active labour market policy system will be assessed; in line with the funds available, the coverage of persons by these measures until the expiry of the Action Plan will be specified in the annual National Employment Service Performance Agreements.

ACTIVE LABOUR MARKET POLICY MEASURES		Number of persons participating in measures (2021)	Number of persons participating in measures (2022)	Number of persons participating in measures (2023)	Employment effects <sup>35</sup> (2021, 2022 and 2023)		
<b>1.</b>	<b>ADDITIONAL EDUCATION AND TRAINING</b>	<b>7,970</b>	<b>9,510</b>	<b>9,950</b>			
1.1.	Professional traineeship	3,000	4,200	4,400	52%	53%	55%
1.2.	Internship for youth with higher education	550	600	650	70%	75%	80%
1.3.	Internship for the unemployed with secondary education	500	550	600	70%	75%	80%
1.4.	Acquiring practical knowledge	820	860	900	80%	83%	85%
1.5.	Labour market training	1,100	1,200	1,200	40%	42%	45%
1.5.1.	Specialist IT training*				75%		
1.6.	Training at employer's request – for the unemployed	500	600	700	80%	83%	85%
1.7.	Employee training	at employer's request					
1.8.	Functional adult primary education	1,500	1,500	1,500	n/a		
<b>2.</b>	<b>EMPLOYMENT SUBSIDIES</b>	<b>7,400</b>	<b>7,800</b>	<b>8,400</b>			
2.1.	Subsidies for hiring unemployed persons from the hard-to-employ category	3,500	3,700	4,000	85%	87%	90%
2.2.	Self-employment support	3,500	3,700	4,000	90%	93%	95%
2.3.	Wage subsidies for persons with disabilities without work experience	400	400	400	85%	87%	90%
<b>3.</b>	<b>PUBLIC WORKS</b>	<b>2,800</b>	<b>2,800</b>	<b>2,800</b>	35%		
<b>4.</b>	<b>ACTIVE LABOUR MARKET POLICY MEASURES FOR PERSONS WITH DISABILITIES EMPLOYED UNDER SPECIAL CONDITIONS</b>	<b>55</b>	<b>55</b>	<b>55</b>			
4.1.	Workplace adaptation	25	25	25	95%		
4.2.	Professional support to newly employed persons with disabilities	30	30	30	90%		
<b>TOTAL COVERAGE OF THE UNEMPLOYED BY ALMP MEASURES</b>		<b>18,225</b>	<b>20,165</b>	<b>21,205</b>			

\*Coverage will depend on the type of specialist IT training and cost per person.

<sup>35</sup> Employment effects are monitored on 180th day from measure completion/expiry of contractual obligation.

## VII SUPPORT FOR THE IMPLEMENTATION OF LOCAL EMPLOYMENT PLANNING DOCUMENTS

Under the Law on Employment and Unemployment Insurance, in the period 2021-2023, the implementation of the following active labour market policy measures will continue to be co-funded from the allocations for Action Plan implementation:

- 1. professional practice;**
- 2. internship for youth with higher education;**
- 3. internship for the unemployed with secondary education;**
- 4. acquiring practical knowledge;**
- 5. training at employer's request – for the unemployed;**
- 6. public works;**
- 7. subsidies for hiring unemployed persons from the hard-to-employ category** – may be awarded for hiring the unemployed belonging to one or multiple hard-to-employ categories identified in line with the local labour market situation and needs and specified in the local employment planning document;
- 8. self-employment subsidies** – awarded to the unemployed for the purpose of establishing a sole proprietorship, cooperative or other form of entrepreneurship, as well as for the establishment of a company, if the founder is employed in it, for economic activities specified in the local employment planning document in line with local economic development needs.

Measures 1-6 are implemented under the conditions specified in this Action Plan, while measures 7 and 8 are implemented under the conditions specified in the local employment planning document.

The autonomous province and/or local self-government must fulfil the following **requirements** in order to apply for co-funding active labour market policy measures from the allocations for Action Plan implementation:

- 1) it has established a local employment council;
- 2) it has adopted a local employment planning document;
- 3) the local employment planning document is aligned with the Action Plan and provincial employment action plan;
- 4) more than half of the funding required for a specific measure is provided.

Exceptionally, in case of an underdeveloped local self-government, the minister responsible for employment affairs may approve co-funding even when less than half of the required funding is provided, in accordance with the Law on Employment and Unemployment Insurance.



The **criteria** for granting the requested co-funding amounts for measures are as follows:

1. local self-government development level (local self-governments in underdeveloped areas receive a higher amount of funds from the national budget compared to higher-developed ones), with the proviso that the minimum amount to be provided from the national budget to group 4 local self-governments (development level below 60% of the national average) and devastated areas (development level below 50% of the national average) stands at 60%, except for those local self-governments that request less than 60% from the national budget in their applications for co-funding;
2. existence of a local employment council established for multiple local self-governments and a joint employment planning document covering those local self-governments.

By April 30, 2021, or by the last day of February 2022 and 2023, as appropriate, an autonomous province and/or local self-government may file an application for co-funding active labour market policy measures foreseen by the local employment planning document with the ministry responsible for employment affairs via the National Employment Service.

Upon expiry of the applications deadline, the National Employment Service will verify compliance with the requirements for co-funding active labour market policy measures, prepare an opinion on each individual local employment planning document (consistency with local economic development goals and local labour market indicators) and provide a proposal for co-funding active labour market policy measures according to the criteria and subject to the availability of funds.

The NES submits the proposal for co-funding active labour market policy measures to the ministry responsible for employment affairs within 30 days of expiry of the applications deadline, on the basis of which the minister responsible for employment affairs takes a decision.

The National Employment Service and the local self-governments named in the decision conclude agreements on the modality of and procedure for implementing active labour market policy measures, as well as other matters of relevance to the implementation of the decision.

In line with local labour market needs, local self-governments may also plan other active labour market policy measures, include them in the local employment planning documents and fund them entirely from the autonomous province and/or local self-government budgets. The National Employment Service provides professional and technical support to the implementation of active labour market policy measures that are entirely funded from the autonomous province and/or local self-government budgets.



## VIII HARD-TO-EMPLOY CATEGORIES

A hard-to-employ unemployed person is one who has difficulties finding a job as a consequence of his/her health status, insufficient or inadequate education, socio-demographic background, regional or occupational mismatch of labour market supply and demand, or other objective circumstances.

In accordance with the Law on Employment and Unemployment Insurance, the Action Plan specifies hard-to-employ categories to be given priority in referral to active labour market policy measures.

Hard-to-employ categories are defined broadly and include many people whose employability varies; it is, therefore, necessary to ensure that only those members of these categories who need such support in order to integrate into the labour market are referred to active labour market policy measures. It is also essential to determine the level of support needed on a case-by-case basis. Hence, referral to active labour market policy measures is based on employability assessment and individual employment plans. Employability assessment determines the level of support needed, while the individual employment plan specifies the activities and measures to be undertaken by the jobseeker and National Employment Service with the aim of promoting his/her employability and employment.

Under specific active labour market policy measures, the hard-to-employ categories to be included in the measure are specified; in the measures where no categories are specified, priority is given to the unemployed from the following categories:

- *persons without primary education;*
- *persons without secondary education;*
- *persons aged 50 and over;*
- *long-term unemployed persons seeking work for over 12 months, with special focus on those seeking work for over 18 months;*
- *women, especially those long-term unemployed;*
- *youth up to 30 years of age, especially young women, youth without secondary education and youth without work experience;*
- *persons with disabilities;*
- *the Roma;*
- *financial social assistance recipients;*
- *redundant workers.*



Further, the unemployed from the following hard-to-employ categories will be referred to active labour market policy measures:

- *youth in institutional care, foster or guardian families;*
- *domestic violence victims;*
- *human trafficking victims;*
- *refugees and internally displaced persons, returnees under the Readmission Agreement;*
- *single parents;*
- *spouses from families in which both spouses are unemployed;*
- *parents of children with disabilities;*
- *former criminal offenders.*

In referrals to active labour market policy measures, priority is given especially to persons facing multiple employment difficulty factors, i.e. belonging to two or more of the above hard-to-employ categories.

Local employment planning documents may also specify other hard-to-employ categories, according to the assessment of the local labour market situation.

In accordance with the implemented practice of gender-based budgeting, unemployed men and women will participate equally in active labour market policy measures in order to promote equal employment opportunities.

36 The category youth in institutional care, foster or guardian families includes youth up to 30 years of age who had or have the status of youth in institutional care, foster or guardian families.

## IX OVERVIEW OF OVERALL AND SPECIFIC OBJECTIVE INDICATORS

**Overall goal: Created stable and sustainable employment growth underpinned by knowledge and decent work**

Indicator at the level of the overall goal (impact indicator)	Source of verification	Baseline value		Base-line year	Target for 2023 <sup>37</sup>		Target for 2026 <sup>38</sup>	
Employment rates by age groups and sex, % (15+, 15-29, 15-64)	LFS, SORS	(15+)	49%	2019	(15+)	50.3%	(15+)	52.9%
		Men	56.6%		Men	58.1%	Men	61.1%
		Women	41.9%		Women	43%	Women	45.3%
		(15-29)	36.9%		(15-29)	38.9%	(15-29)	41%
		Men	42.4%		Men	44.7%	Men	47.1%
		Women	31.1%		Women	32.8%	Women	34.5%
		(15-64)	60.7%		(15-64)	62.5%	(15-64)	66.1%
		Men	67.1%		Men	69.1%	Men	73.1%
		Women	54.3%		Women	55.9%	Women	59.1%
Activity rates by age groups and sex, % (15+, 15-29, 15-64)	LFS, SORS	(15+)	54.6%	2019	(15+)	56.8%	(15+)	58%
		Men	62.7%		Men	65.2%	Men	66.5%
		Women	47.1%		Women	49%	Women	50%
		(15-29)	47%		(15-29)	48.6%	(15-29)	49%
		Men	53.6%		Men	55.4%	Men	55.8%
		Women	40.1%		Women	41.5%	Women	41.8%
		(15-64)	68.1%		(15-64)	71.1%	(15-64)	72.8%
		Men	74.9%		Men	78.2%	Men	80.1%
		Women	61.3%		Women	64%	Women	65.5%
Unemployment rates by age groups and sex, % (15+, 15-29, 15-64)	LFS, SORS	(15+)	10.4%	2019	(15+)	11.5%	(15+)	8.7%
		Men	9.8%		Men	10.9%	Men	8.3%
		Women	11.1%		Women	12.2%	Women	9.3%
		(15-29)	21.5%		(15-29)	20%	(15-29)	16.3%
		Men	20.8%		Men	19.3%	Men	15.8%
		Women	22.5%		Women	20.9%	Women	17.1%
		(15-64)	10.9%		(15-64)	12.1%	(15-64)	9.2%
		Men	10.4%		Men	11.6%	Men	8.8%
		Women	11.5%		Women	12.8%	Women	9.8%
Share of vulnerable employment, % (15+)	LFS, SORS	24.3%		2019	23.8%		21.1%	

37 Sources of projections: Study on the Position of Youth in Serbia, FREN (2020) and Ex-ante Analysis of the Employment Strategy of the RS 2021–2026, Institute of Economic Sciences (2020).

38 Sources of projections: Study on the Position of Youth in Serbia, FREN (2020) for ETF, and Ex-ante Analysis of the Employment Strategy of the RS 2021–2026, Institute of Economic Sciences (2020).

**Objective 1: Growth of high-quality employment achieved through cross-sectoral measures aimed to enhance labour supply and demand:**

Indicators at the level of the objective (outcome indicator)	Source of verification	Baseline value	Baseline year	Target for 2023	Target for 2026
Registered employment (number)	Registered employment - Statistics of Employment and Earnings, SORS	2,173,135	2019	2,352,271	2,540,000 - 2,631,000
Informal employment, % (15+)	LFS, SORS	529,200	2019	448,400	396,033
Employment by type of work, %	LFS, SORS	Open-ended: 77.2% Fixed-term: 19.5% Seasonal and casual work: 3.3%	2019	Open-ended: 5.6% Fixed-term: 22.3% Seasonal and casual work: 2.1%	Open-ended: 76.9% Fixed-term: 20.2% Seasonal and casual work: 2.9%
CIn-work at-risk-of-pov-erty rate, %	SILC	9.2%	2019	6.3%	4.7%

**Objective 2: Improved labour market position of the unemployed**

Indicators at the level of the objective (outcome indicator)	Source of verification	Baseline value	Base-line year	Target for 2023	Target for 2026
Long-term unemployment rate, % (15+)	LFS, SORS	6.1%	2019	3.2%	1.9%
Gender pay gap by age groups, % (15+, 15-29)	Earning survey based on Tax Administration data, i.e. withholding tax returns (PPP-PD form)	(15+) 10.6% (15-29) 5.4%	2019	(15+) 9.5% (15-29) 5.6%	(15+) 8.7% (15-29) 5.0%
NEET rate, % (15-29)	LFS, SORS	18.9%	2019	15.7%	12.8%
The long-term unemployed placed from the NES register, as a proportion of the total long-term unemployed registered with the NES, %	NES report	23.1%	2019	29%	33%
Employment effect of financial measures (on 180th day from measure completion/expiry of contractual obligation), %	NES report	60%	*39	71%	75%

**Objective 3: Improved institutional framework for employment policy**

Indicators at the level of the objective (outcome indicator)	Source of verification	Baseline value	Baseline year	Target for 2023	Target for 2026
Negotiation chapter 19 – Social policy and employment	* Relevant documents from the EU accession negotiations process	Moderate progress	2020	Moderate progress	EU membership requirements met (in 2024)
Allocations for ALMP measures as a proportion of the GDP, %	MoF	0.08%	2019	0.14%	0.2% (y 2026)

## X ACRONYMS

<b>ALMP</b>	Active labour market policy
<b>LFS</b>	Labour Force Survey
<b>GDP</b>	Gross domestic product
<b>BOS</b>	Belgrade Open School
<b>GIZ</b>	German Agency for International Cooperation
<b>EU</b>	European Union
<b>IIE</b>	Institute for the Improvement of Education
<b>IPA</b>	Instrument for Pre-accession Assistance
<b>LSG</b>	Local self-government
<b>NFESP</b>	Non-formal education service providers
<b>CGC</b>	Career guidance and counselling
<b>MoEI</b>	Ministry of European Integration
<b>ILO</b>	International Labour Organization
<b>MoYS</b>	Ministry of Youth and Sport
<b>MoE</b>	Ministry of Economy
<b>MoESTD</b>	Ministry of Education, Science and Technological Development
<b>MoLEVSA</b>	Ministry of Labour, Employment, Veteran and Social Affairs
<b>MoF</b>	Ministry of Finance
<b>NAPA</b>	National Academy of Public Administration
<b>NEET</b>	Not in employment, education or training
<b>NQFS</b>	National Qualifications Framework in Serbia
<b>NSCO</b>	National Standard Classification of Occupations
<b>NES</b>	National Employment Service
<b>FSA</b>	Financial social assistance
<b>OU</b>	Organisational unit
<b>PWD</b>	Persons with disabilities
<b>PPS</b>	Public Policy Secretariat
<b>CSO</b>	Civil society organisations
<b>PLR</b>	Prior learning recognition
<b>CCIS</b>	Chamber of Commerce and Industry of Serbia
<b>DAS</b>	Development Agency of Serbia
<b>SORS</b>	Statistical Office of the Republic of Serbia
<b>RS</b>	Republic of Serbia
<b>NHIF</b>	National Health Insurance Fund
<b>NPDIF</b>	National Pension and Disability Insurance Fund
<b>RCC</b>	Regional Cooperation Council
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>CATUS</b>	Confederation of Autonomous Trade Unions of Serbia
<b>Nezavisnost TUC</b>	Nezavisnost Trade Union Confederation
<b>SAE</b>	Serbian Association of Employers
<b>UNDP</b>	United Nations Development Programme
<b>FAPE</b>	Functional adult primary education
<b>CRCSI</b>	Central Registry of Compulsory Social Insurance
<b>CSW</b>	Centre for social work



## **XI FINAL PROVISION**

This Action Plan shall be published on the Government of Serbia website, e-Government portal and Ministry of Labour, Employment, Veteran and Social Affairs website within seven working days of its adoption.

This Action Plan shall be published in the Official Gazette of the Republic of Serbia.

05 No: 101-2332/2021  
in Belgrade, on 18th March 2021

GOVERNMENT

PRIME MINISTER

Ana Brnabić, sgd.









Government  
of the Republic of Serbia



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

Swiss Agency for Development  
and Cooperation SDC

**ACTION PLAN 2021–2023  
FOR THE IMPLEMENTATION OF THE EMPLOYMENT STRATEGY  
OF THE REPUBLIC OF SERBIA**  
2021–2026