

Annual report on the implementation of the Action Plan for 2025:		Action plan 2024-2026 for the Implementation of the Employment Strategy of the Republic of Serbia 2021-2026		
Institution responsible for coordination and reporting:		MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS		
The public policy document for which the Action Plan was defined:		Employment Strategy of the Republic of Serbia 2021–2026		
Overall goal: Created stable and sustainable employment growth underpinned by knowledge and decent work				
Proposer of the document: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS				
Indicator title	Baseline value and year	Target for 2026	Realized value in 2025	Note
Employment rate by age groups and gender (15+) (%)	47.0 (2019)	53.2	51.2	The value for 2019 has not been revised and, due to a break in the series in 2021, it is not comparable with the data from 2025.
Employment rate by age groups and gender (15+) Men (%)	54.6 (2019)	60.2	58.0	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment rate by age groups and gender (15+) Women (%)	39.8 (2019)	46.8	44.9	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment rate by age groups and gender (15-29) (%)	36.9 (2019)	42.8	40.0	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment rate by age groups and gender, (15-29) Men (%)	42.4 (2019)	48.1	45.5	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment rate by age groups and gender (15-29) Women (%)	31.1 (2019)	37.7	34.2	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment rate by age groups and gender (15-64) (%)	59.1 (2019)	69.6	66.5	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment rate by age groups and gender (15-64) Men (%)	65.8 (2019)	75.5	71.9	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment rate by age groups and gender, (15-64) Women (%)	52.4 (2019)	63.7	61.1	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Activity rate by age groups and gender, (15+) (%)	52.9 (2019)	58.4	56.0	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Activity rate by age groups and gender, (15+) Men (%)	61.1 (2019)	65.7	63.3	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Activity rate by age groups and gender, (15+) Women (%)	45.2 (2019)	51.6	49.3	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.

Activity rate by age groups and gender, (15-29) (%)	47.0 (2019)	52.1	48.8	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Activity rate by age groups and gender, (15-29) Men (%)	53.6 (2019)	59.9	55.2	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Activity rate by age groups and gender, (15-29) Women (%)	40.1 (2019)	43.9	42.1	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Activity rate by age groups and gender, (15-64) (%)	66.8 (2019)	76.6	73.0	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Activity rate by age groups and gender, (15-64) Men (%)	74.0 (2019)	82.6	78.7	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Activity rate by age groups and gender, (15-64) Women (%)	59.7 (2019)	70.3	67.3	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15+) (%)	11.2 (2019)	8.7	8.7	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15+) Men (%)	10.6 (2019)	8.3	8.4	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15+) Women (%)	12.0 (2019)	9.1	9.0	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15-29) (%)	21.5 (2019)	15.2	18.2	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15-29) Men (%)	20.8 (2019)	14.5	17.7	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15-29) Women (%)	22.5 (2019)	16.1	18.8	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15-64) (%)	11.6 (2019)	8.9	9.0	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15-64) Men (%)	11.1 (2019)	8.5	8.7	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Unemployment rate by age groups and gender, (15-64) Women (%)	12.2 (2019)	9.4	9.2	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.

Share of vulnerable employment (15+) (%)	24.3 (2019)	17.2	18.1	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Share of vulnerable employment (15+) Men (%)	26.8 (2019)	19.6	21.3	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Share of vulnerable employment (15+) Women (%)	21.2 (2019)	14.5	14.2	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.

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

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Registered employment (Number)	2,173,135 (2019)	2.480.447-2.456.803	2.364.301	
Informal employment (15+)	529,200 (2019)	339.242	328.500	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment by type of work, open-ended (%)	77.2 (2019)	81,0	81,3	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment by type of work, fixed term (%)	19.5 (2019)	17	16,0	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Employment by type of work, Seasonal and occasional work (%)	3.3 (2019)	2	2,7	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
In-work at-risk-of-poverty rate (%)	9.2 (2019) 8.5 (2019) ¹	5	5,7	
In-work at-risk-of-poverty rate (%) Men (%)	9.9 (2019) 9.3 (2019) ²	6,2	6,8	
In-work at-risk-of-poverty rate (%) Women (%)	8.3 (2019) 7.4 (2019) ³	3,6	4,5	

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

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS / MINISTRY OF EDUCATION

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Share of students enrolled in the first year in the dual education system in relation to the total number of students enrolled in the first year of vocational secondary education (%)	5.3 (2019)	10.8	8.1	

¹ Revised data SORS

² Revised data SORS

³ Revised data SORS

Share of employed persons 4 months after completing dual education system in relation to the total number of persons who completed education under the dual model (and did not continue their education) (%)	/ (2022)	42	/	Data for 2025 is not available.
Participation rate of adults (25-64) in formal and non-formal education and training (%)	4.2 (2019)	5.7	5.2	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Participation of youth (15-24) in formal and non-formal education and training (%)	66.9 (2019)	67.8	69.1	The value for 2019 has not been revised and, due to a break in the series in 2021, is not comparable with data from 2025.
Coverage of persons with non-formal education programs accredited with Publicly Recognized Organizers of Adult Education Activities/PROAEA (Number, per year)	5,000 (2022)	5,700	7,326	A total of 942 trainings were conducted with 7,326 involved participants (of whom 2,180 were under 30 years of age). 194 PROAEA were entered into the NQFS Register.
Coverage of persons who received CGC services with accredited CGC programmes (Number, per year)	150 (2022)	250	440	
Share of persons who were provided with CGC services within the educational system (primary and secondary schools and universities) in the total number of pupils and students (%)	0 (2023)	10	/	Data for 2025 is not available.
Coverage of persons who gained RPL (Number, per year)	5 (2022)	25	9	
Developed framework for introduction of qualifications (partial, micro-credentials) for employment and lifelong learning in the NQFS system (Yes/No)	No (2022)	Yes	No	A comparative study was conducted on various models for integrating (partial) qualifications acquired outside formal education into the NQFS. The study included an analysis of the framework in Serbia and a comparative analysis of the approaches taken by four EU countries (Denmark, France, Poland, and Slovenia). Additionally, qualifications obtainable in Serbia outside the formal education system, which are grounded in various sectoral regulations, were mapped. Future activities will focus on exploring possibilities for integrating these non-formal qualifications into the NQFS system, thereby supporting lifelong learning.
Developed qualification standards (Number per year)	106 (2022)	136	150	The NQFS Register contains 150 qualification standards and 4,773 qualifications.

Developed occupational standards (Number, per year)	10 (2022)	10	0	With the support of the "Education to Employment – E2E" project, an Analysis for Selecting Occupations for Standard Development has been conducted; following a consultation process with relevant institutions, 20 occupations will be selected for which draft standards will be developed. To ensure rational planning and implementation and to optimize the use of research resources, the development of the 10 draft occupational standards scheduled for 2025 and the 10 scheduled for 2026 will be consolidated into a single research study.
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Activity title	Deadline -> New deadline	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2025)	Reasons for deviation and measures taken	Future steps for implementation
1.1.1. Improvement of the dual education offer	2026	DENQFO	Ongoing	Program 2102 (PA 0030)⁴ 48.152 Program 2102 (Projects 5002,5003,4027, 4028) 2.130.142 of that 919.198 (source 01) and 1.210.945 (source 011)	As part of the project "Support for the Reform of the Dual Secondary Vocational Education System and the National Qualifications Framework in the Context of Lifelong Learning" implemented by DENQFO with the support of the Swiss Agency for Development and Cooperation, a Dual Education Monitoring and Evaluation Framework (hereinafter: the Framework) has been developed. The Framework was created with the active participation and consultation of all relevant institutions, including the Ministry of Education, Institute for the Improvement of Education and Training, Institute for Education Quality and Evaluation, and the Chamber of Commerce and Industry of Serbia (CCIS), as well as representatives of secondary vocational schools. The goal of the evaluation is to assess the current quality of dual education in the Republic of Serbia and to identify its strengths and challenges. Implementation of the Framework is scheduled to take place during the external evaluation of secondary vocational schools, in accordance with the Annual External Evaluation Plan for the 2025/2026 school year. To support schools and external evaluators (who have been trained in the methodology), DENQFO, in cooperation with its partners, organized four	/	The activity is carried out continuously. Plans are in place to evaluate 65 schools during the 2025/26 school year. Activities to promote dual education will continue, including a consultative process with employers through the organization of info sessions, seminars, and meetings.

⁴ Contracted services

					information meetings (in Belgrade, Novi Sad, Niš, and Kraljevo). These meetings were attended by principals and representatives from 65 schools and relevant school administration offices, with the aim of preparing schools for the evaluation process and ensuring its efficient and successful implementation. A Call for Applications was conducted to award funding to schools supporting student enrollment in dual education profiles that train students for occupations in high demand. For the 2024/2025 school year, the List of high-demand occupations included 28 professions, whereas for the 2025/2026 school year, it was expanded to 33 high-demand occupations, specifically, 33 dual education profiles across 10 fields of work. Financial support is provided through payments to the accounts of students enrolled in the educational profiles covered by the Call for Applications, amounting to 5,000 dinars per month for up to nine months of the school year; this is in addition to the mandatory remuneration for work-based learning that students receive from employers. In the 2025/2026 school year, this form of support covers 1,417 students (second grade), while the number for the first grade has increased to 1,443. For the 2024/2025 school year, DENQFO announced a Call for Applications to subsidize the work-based learning allowances paid by employers to students enrolled in dual education profiles for occupations facing labor shortages. The list of employers applying to participate in the program included a total of 39 companies, involving 115 students engaged in work-based learning. For the 2024/25 school year, the number of educational profiles within the dual education model has increased from 86 to 92. Regarding the development of the training center network, infrastructure works have been completed in Pančevo, Vlasotince, Vranje, and Požega, while training centers in Vrnjačka Banja and Valjevo, as well as the Aviation Training Center - Belgrade branch, have been equipped.		Training centers in Pančevo, Vlasotince, Vranje, and Vrnjačka Banja have received operating permits. The completion of training centers in Subotica, Svilajnac, and Užice is planned by the end of 2026, while the establishment of training centers in Paraćin, Pirot, Niš, Vršac, Kragujevac, and Čačak is planned for the coming period.
1.1.2. Improvement of non-formal education offer, CGC services and development of RPL procedure	2026	Ministry of Education	Ongoing	/	CGC services based on accredited programs were provided to 440 individuals (including 277 participants aged 30 or younger). Eighteen schools and other organizations hold PROAEA status for CGC programs and services, covering a total of 20 programs. A new proposal for enhanced CGC service standards has been developed, alongside the competencies for career practitioners.	/	The activity is carried out continuously.

				The process of developing tools for CGC has been initiated with the aim of supporting the entities responsible for CGC activities. The development of the CGC Portal is continuing, and activities aimed at digitalizing the procedure for obtaining PROAEA status are also underway, including CGC services, which are expected to be completed in early 2026 and which will facilitate the CGC accreditation process. A draft Rulebook on the type, name and content of forms and the manner of keeping records, as well as the name, content and appearance of forms for public documents and certificates in adult education, has been prepared. Documentation for the automatic printing of certificates from the JISP (Unified Information System for Education) has been prepared. The process of RPL has been gradually introduced across various sectors, with a focus on increasing the number of RPL service providers. This enables broader access for individuals seeking formal recognition of their non-formal and informal learning. A special Working Group has been formed within the IPA 2020 project "Increased Offer and Diversification of Accredited Training in the Field of Non-Formal Education and Adult Education Training Providers" with the aim of improving quality assurance and the implementation of adult education activities. A Public Document (cumulative) were issued to 45 individuals who completed the RPL procedure and acquired one of the following qualifications: Bricklayer, Construction Machinery Operator, Carpenter, Cook, and Locksmith-Welder. Seven (7) schools (Polytechnic School from Subotica, Technical School from Vlasotince, Technical School "Drvo Art" from Belgrade, Catering and Tourism School from Čajetina, Technical School from Požega, Technical School from Valjevo, and Economic-Commercial School from Zaječar) hold accreditation for the RPL procedure, for the recognition of 12 different qualifications (Construction Machinery Operator, Joiner, Bricklayer, Reinforcement-Concrete Worker, Fashion Tailor, Carpenter, Cook, Locksmith-Welder, Business Secretary, Metal Cutting Machine Operator, Motor Vehicle Mechanic, and Electrician) covering 76 occupations. The CCIS traditionally organizes trainings, seminars, courses, and workshops for the economy, aimed at acquiring additional knowledge and skills for the purpose of maintaining employment and career advancement. 105 specialist training courses were implemented in the fields of finance and accounting, legal affairs and legislation, foreign trade, quality infrastructure, management,		The adoption of developed bylaws and their implementation in practice and further implementation of activities with the support of the IPA 2020 project are expected.
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					marketing and public relations, sales and procurement, information technology, security and human resources for 1,956 participants, 42 workshops on the basics of applying artificial intelligence/AI in business were attended by 926 people (25 participants attended the AI manager training (according to ISO certificate 17024), and 20 passed the required exam upon completion of this training), 478 representatives of companies and entrepreneurs (operating for less than 24 months) and individuals who are just planning to start their own business underwent the Entrepreneurship and Self-Employment Promotion Program, 6 trainings were held on the topic of social enterprise development for 46 participants, 14 trainings were held in the field of circular economy for 342 participants, 12 trainings of instructors for dual education for 296 instructors, etc. Also, in the domain of acquiring competencies for personal and professional development and employment, during 2025, 529 participants completed training in preparation for taking the exam for an authorized representative and authorized insurance intermediary, 19 training courses were implemented for acquiring competencies and preparing for taking professional exams and licensing exams, in which 440 participants participated (e.g. risk assessment in the protection of persons, property and business, training for real estate value appraisers, training for professionals in the field of occupational health and safety, training in preparation for taking the exam for public procurement officers, Tax Advisor, as well as Training for independent bookkeeping).		
1.1.3. Improvement of the quality assurance system of the Publicly Recognized Organizers of Adult Education Activities/PROAEA	2026	Ministry of Education AoQ	Ongoing	/	Activities continued to improve standards, i.e. conditions for carrying out adult education activities through continuous work on improving procedures and forms required for obtaining PROAEA status (adaptation for different programs), as well as the necessary instructions and guidelines for applicants. The digitalized application procedure for obtaining PROAEA status was tested. Also, the improvement of standards for self-evaluation and external evaluation of the quality of PROAEA work continued. New PROAEAs were continuously trained in the self-assessment procedure in relation to the new standards, monitoring of compliance with the conditions and implementation of the PROAEA program was carried out by conducting an external quality check of the work of PROAEA, and in order to improve the system of non-formal adult education and achieve better results in the implementation, training and meetings were held at the regional and local level during which information was	/	The activity is carried out continuously. The implementation of the digitalized application process for obtaining PROAEA status is planned for 2026.

					provided on the conditions and importance of acquiring PROAEA status, as well as a faster and more flexible path to acquiring qualifications in accordance with the concept of lifelong learning. Mentoring activities were also carried out with secondary vocational schools, with the aim of acquiring PROAEA status. Within the framework of the IPA 2020 project, activities were initiated to map other service providers that do not have PROAEA status with the aim of introducing them to the conditions, advantages and importance of acquiring PROAEA status. The PROAEA Sub-Registry contains data on all PROAEA and approved programs. 27 external evaluations of the quality of PROAEA work were conducted by the AoQ. The interactive training platform of the AoQ website contains an online training course on self-assessment of the quality of work of the PROAEA, intended for members of the PROAEA Self-Assessment Team. Based on the previous implementation of the self-assessment standards and external evaluation of the quality of work of the PROAEA, AoQ participated in the work of the Working Group for the Revision of Standards. Employers' Union of Serbia/SAE submitted an initiative to amend the Law on Adult Education with the aim of ensuring the quality of work.		After the adoption of the amendment proposal, the publication of the Rulebook with revised standards for self-evaluation and external evaluation of the quality of the work of the PROAEA is expected. SAE will also actively participate in this process.
1.1.4. Improvement of the qualification system by introducing qualifications (partial, micro-credentials) for employment and lifelong learning in the NQFS system	2026	DENQFO AoQ	Ongoing	/	A comparative study of different models of including (partial) qualifications acquired outside formal education in the NQFS was carried out (a framework analysis was conducted in the Serbia and a comparative analysis of the approaches of four EU countries - Denmark, France, Poland and Slovenia) was also conducted. Qualifications that can be acquired in the Serbia outside the formal education system, which are based on numerous sectoral regulations, were also mapped.	/	The activity is carried out continuously. Continuation of activities towards including qualifications that can be acquired outside the formal system into the NQFS system is expected within the framework of the IPA 2020 project.
1.1.5. Development of the qualification standards in accordance with the methodology for development of qualification standards	2026	AoQ	Ongoing	SDC project "Support to reforms of the dual system of secondary vocational education and the National	Market-relevant standards have been developed for 11 qualifications at NQFS levels 3, 4, and 5, from the following ISCED sectors: Arts and Humanities, Engineering, Manufacturing and Construction, Health and Social Care/Welfare, and Agriculture, Forestry, Fisheries and Veterinary Science. Many relevant social partners participated in the development of the qualification standards - representatives of employers, the education	/	The activity is carried out continuously. Adoption of 4 qualification standard proposals developed during 2025 and preparation of new

				Qualifications Framework in the light of lifelong learning in Serbia" 6.548	system, professional chambers, associations, as well as trade union representatives. The NQFS Register contains 150 qualification standards and 4,773 qualifications, which indicates a steady growth in the capacity and offerings within the education system. As part of the implementation of the NQFS in higher education, a Proposal for a Methodology for the Development of Qualification Standards in the Higher Education System has been prepared, including initiatives and accompanying elaborations for the development of standards for the qualifications of Pedagogue, Andragog, Educator and Teacher. In parallel, key elements for improving standards for the accreditation of study programs and higher education institutions have been defined, to better align with the requirements of the NQFS.		proposals in accordance with the Regulation on the Methodology for the Development of Qualification Standards.
1.1.6. Development of occupational standards in accordance with the Proposal of the methodology for development of occupational standards	2026	MoLEVSA	Ongoing	/	With the support of the "Education to Employment – E2E" project, and in accordance with the Draft Methodology for the Development of Occupational Standards, an Analysis for Selecting Occupations for Standard Development has been carried out, and after a consultative process with relevant institutions, 20 occupations will be selected for which standards will be developed.	To ensure rational planning and implementation and to optimize the use of research resources, the development of the 10 draft occupational standards scheduled for 2025 and the 10 scheduled for 2026 will be consolidated into a single research study.	In 2026, a final selection of 20 occupations will be made for the development of proposed standards and occupational surveys will be conducted.

Measure 1.2: Make work pay and enhance job quality

Main institution: MINISTRY OF FINANCE / MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Net average wage (RSD)	74,933 (2022)	102.849	109.462	
Median wage (RSD)	60,413 ⁵	86.139	90.819	The realized value data refers to December 2025.
Concluded employment contracts with persons found to be working informally by the Labour Inspectorate in relation to the total number of persons found to be working informally (%)	65 (2022)	68,8	71	

⁵ December 2022, SORS.

Number of performed inspection supervisions resulting from reported workplace injuries (Annual number)	982 (2022)	960	1.021	
Share of inspection supervisions due to workplace fatalities relative to the number of performed inspection supervisions due to reported workplace injuries (%)	5.7 (2022)	5,2	4,8	

Activity title	Deadl ine -> New deadli ne	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2025)	Reasons for deviation and measures taken	Future steps for implementation
1.2.1. Status analysis in the field of labour relations and other forms of work engagement with the aim to reduce precarious and vulnerable employment	2026	MoLEVSA	Ongoing	/	Within the IPA 2022 Twinning project "Support to the improvement of working conditions and the preparation of the Republic of Serbia for participation in EURES", activities are underway to analyze the compliance of the labor legislation of the Republic of Serbia with EU directives. Social partners have taken an active part in working groups and project activities related to the improvement of workers' rights and the promotion of improving labor standards in sectors where workers are most vulnerable.	/	
1.2.2. Inspection of employers aimed at protecting the rights of employees in the area of labour relations and ensuring occupational safety and health at work	2026	Labour Inspectorate	Completed	/	Labor inspectors: - carried out 66,513 inspections of registered and unregistered entities, of which 32,894 in the field of labor relations, 33,300 in the field of occupational health and safety and 319 inspections of unregistered entities; - found 4,664 people working "undeclared", and after the measures taken by labor inspectors, employers established employment relationships with 3,316 people, or 71% of the people; - issued 6,185 decisions to eliminate identified irregularities with a total of 14,108 measures, as well as a total of 7,646 warnings, warnings and orders for minutes; - issued 851 decisions on the prohibition of work at the workplace; - filed 4,949 requests for the initiation of misdemeanor proceedings (2,498 in the field of labor relations, 2,136 in the field of occupational safety and health, 216 against individuals who perform unregistered activities, as well as 99 in accordance with other regulations); - issued 30 misdemeanor orders and concluded one agreement on the recognition of misdemeanors in the field of occupational safety and health;	/	The activity is carried out continuously. Labor inspectors will continue to conduct effective regular, extraordinary and enhanced inspections, inspections based on submitted representations and ex officio, in the field of occupational health and safety and in the field of labor relations.

					- filed 42 criminal charges (29 against persons responsible in the field of occupational safety and health and 13 against persons responsible in the field of labor relations); - carried out 1,021 inspections regarding reported injuries at work, of which 33 were fatal injuries at work, 13 were serious injuries at work with a fatal outcome, 910 were serious injuries, 15 were collective injuries at work (with another fatality and two serious injuries at work with a fatal outcome) and 50 were minor injuries at work. In total, 49 people died at work; - identified 319 unregistered entities, and in addition to 319 individuals engaged in unregistered activities, 240 people were found working in the "black market". Of the total number of identified unregistered entities, immediately after the measures taken by labor inspectors, 141 entities, or 44%, were registered in the appropriate register. SAE, within its work in working groups and national bodies, continued to actively influence the improvement of working conditions and the creation of an environment in which employees will be protected from risks and harmful factors. Several meetings were organized regarding by-laws during which, with a reasoned initiative, the implementation of the Regulation on amending the Regulation on preventive measures for safe and healthy work at height, the Regulation on amending the Regulation on the method and procedure for assessing risks at the workplace and in the working environment, the Regulation on amending the Regulation on the method of keeping and time limits for storing records in the field of occupational safety and health, the Regulation on amending the Regulation on the procedure for inspecting and checking work equipment and inspecting and testing electrical and lightning protection installations and testing working environment conditions was postponed. Also, the SAE participated in the activities of the project "Improving OSH and Labor Inspection in the Republic of Serbia", which is funded by the EU and implemented by the International Labor Organization.		
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Measure 1.3: Stimulate job creation

Main institution: MINISTRY OF ECONOMY

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
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Net job creation rate in small, medium-sized and large enterprises (small enterprises) (%)	5.6 (2019)	4-5	3,8	According to the findings of the Employer Survey.
Net job creation rate in small, medium-sized and large enterprises (medium enterprises) (%)	2.9 (2019)	2-3	1,2	According to the findings of the Employer Survey.
Net job creation rate in small, medium-sized and large enterprises (large enterprises) (%)	-2.4 (2019)	(-1) - 0,5	2	According to the findings of the Employer Survey.
Start-ups entrepreneurs, youth and women, involved in Entrepreneurship Promotion programmes	98 (2022)	380	113	34 requests related to the Financial Support Program for the Best 35 Business Ideas of Young People Under 35 and 79 requests related to the Support Program for the Development of Entrepreneurship of Women in Rural Areas were approved. Data on the number of beneficiaries of the Program for Stimulating the Development of Entrepreneurship through Financial Support for Women's Entrepreneurship and the Program for Stimulating the Development of Entrepreneurship through Financial Support for Beginners and Youth, are not available, since the implementation is ongoing. Within the program "Perspectives of Youth in Rural Areas", REDI supported a total of 36 entrepreneurs (18 of whom are women) during 2025. Of the stated number, 5 persons (5 women) are from the youth category.
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 (%)	/	10	/	Data for 2025 is not available.
Beneficiaries of NES subsidy for self-employment using the services of accredited RDA (including standardized sets of trainings) (Number, per year)	0 (2022)	400	76	According to data provided by Development Agency of Serbia - DAS (for the period May-December 2025), 76 persons who intended to apply for a self-employment subsidy used advisory services of Accredited regional development agencies (ARDA). In the mentioned period, ARDA implemented 164 training courses for business beginners, but data on training participants who applied for a self-employment subsidy is not available.

Activity title	Deadline -> New	Responsible institution	Status (not started, ongoing, completed)	Realization of funds	Explanation of progress (Activities implemented in 2024)	Reasons for deviation and measures taken	Future steps for implementation
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	deadli ne			(spent financial resources in 000 RSD in 2025)			
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, based on the previously conducted analysis	2026	Ministry of Economy	Not started	/	/	/	Implementation of a consultative process with the Ministry of Economy, with the aim of defining the modalities and deadlines for the implementation of activities.
1.3.2. Strengthening cross-sectoral cooperation for synchronised implementation of direct investments and ALMP measures	2026	Ministry of Economy MoLEVSA	Not started	/	/	/	Implementation of a consultative process with the Ministry of Economy for the implementation of activities.
1.3.3. Establishing cooperation between NES and DAS in the provision of support to entrepreneurship development	2026	MoLEVSA	Ongoing	/	Through the provision of information and advisory services, as well as the implementation of entrepreneurship development training (via an improved training program, both in a face-to-face setting and in digitalized form), the National Employment Service informed individuals starting or who have started a business about the services provided by the DAS/ARDA and referred them to these services.	/	/
1.3.4. Implementation of the Programme of Entrepreneurship Promotion for start-ups entrepreneurs, youth and women	2026	Ministry of Economy	Completed	Program 1509 (Project 4002) In total: 153,796 17,000 ⁶ 38,474 ⁷ 98,502 ⁸	34 requests were approved related to the Financial Support Program for the Best 35 Business Ideas of Young People Under 35, 79 requests as part of the Support Program for the Development of Entrepreneurship of Women in Rural Areas, and 85 requests as part of the Program for Encouraging the Development of Entrepreneurship through Financial Support for Women's Entrepreneurship. The implementation of the Program for Stimulating Entrepreneurship Development through financial support for start-ups and young people is currently underway. Within the "Prospects for Young People in Rural Areas" program, REDI supported a total of 36 entrepreneurs in 2025 (18 of whom were women). Of this number, 5 individuals (5 women) belonged to the youth category.	/	The activity is implemented on an annual basis.

⁶ Financial support program for the best 35 business ideas of young people under 35 years of age.

⁷ Support program for the development of rural women's entrepreneurship.

⁸ A program to encourage the development of entrepreneurship through financial support for female entrepreneurship.

1.3.5. Study on the prevalence and forms of telemigrant jobs in the national labour market and identification of formalisation modalities	2026	MoLEVSA	Not started	/	/	/	Implementation of a consultative process aimed at securing the necessary external support for the implementation of activities.
1.3.6. Study on the prevalence and forms of “green jobs” in the national labour market	2026	MoLEVSA	Ongoing	/	As part of the EU-funded Greenet project, the SAE organized a national workshop to present research results and how to involve employees in the implementation of green policies. The workshop was attended by representatives of industry and partner organizations. The key objective of this project is to promote a just and green transition in the industry, energy and transport sectors, while strengthening the capacity of cross-sectoral social partners.	/	/

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

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Share of FSA recipients and social protection beneficiaries participating in ALMP financial measures as a proportion of the total number of these recipients/beneficiaries on the NES register ⁹ (%)	2.7 (2022)	2,8	2,20	
Share 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 (%)	24.8 (2021)	30	29,74	
The effect of financial measures to employment of FSA recipients and social protection beneficiaries (%)	28.3 (2020)	32	29,57	
FSA recipients and social protection beneficiaries covered by the integrated service (Number, per year)	756 (2019)	600	595	

Activity title	Deadline -> New deadline	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2025)	Reasons for deviation and measures taken	Future steps for implementation
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⁹ The indicator has been adjusted to monitor individuals involved in the financial measures of the ALMP, and accordingly, new baseline and target values have been provided.

1.4.1. Provision of integrated service for FSA recipients and other social protection beneficiaries	2026	CSW	Ongoing	/	Unemployed recipients of FSA and social welfare services, who were referred to the NES by the CSW (Center for Social Work), were provided with support in accordance with the identified needs, through intensive individual counseling.	/	Within the IPA 2020 project "Improving social protection systems and preparing for the ESF", Output 2 refers to the development of active inclusion programs and policies, in line with EU standards and good practices. Within Activity 2.2, it is also planned to pilot harmonized activation approaches, including cooperation between CSW and NES, in selected LSGs (at least 3 LSGs with 100 beneficiaries covered by project activities).
1.4.2. Inclusion of FSA recipients and social protection beneficiaries in ALMP measures	2026	NES	Completed	Within the total funds spent for the implementation of ALMP measures FP Program 0803 (PA 0006) 4,798,548 (PA 0008) 790,164 Budget RS Program 0803 (PA 0005) 423,385 IPA 2020 (PA 7084) 306,540	The financial measures of the ALMP include 801 beneficiaries (484 women) of the FSA and beneficiaries of social protection services (victims of human trafficking, victims of domestic violence, young people in residential care, foster and guardian families and former perpetrators of criminal offenses, parents of children with developmental disabilities), as follows: - Professional practice: 25 persons (16 women); - Internship for youth with higher education: 1 person (1 woman); - Internship for youth with secondary education: 2 persons (2 women); - Acquisition of practical knowledge: 15 persons (5 women); - Training at the employer's request: 3 persons (1 woman) - Labour market training: 39 persons (26 women); - Functional adult primary education: 484 persons (305 women); - Self-employment support: 121 persons (71 women); - Subsidies for hiring unemployed persons from the hard-to-employ category: 61 persons (31 women); - Wage subsidies for PWDs without work experience: 18 persons (13 women);		The activity is implemented on an annual basis.

					- Public works: 14 persons (6 women); - ALMP measures for PWDs employed under special conditions: 4 persons (1 woman); - Labour activation of PWDs: 14 persons (6 women). 7,208 persons (3,942 women) are included in non-financial measures implemented by NES employees ¹⁰ .		
1.4.3. Organizing trainings for provision of integrated services based on the conducted analyses	2026	MoLEVSA	Ongoing	/		/	Within the IPA 2020 project "Improvement of Social Protection Systems and Preparation for the ESF", it is planned to organize two (2) regional peer-reviews on the topic of integrated services and individual activation plans.

Measure 1.5: Strengthening local employment policy

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Implemented local employment planning documents (Number, per year)	160 (2019)	145	119	
Share of allocations from the LSG budgets in the total funds earmarked for the implementation of local employment planning documents (%)	66.8 (2019)	72	72.56	
Unemployed on the NES register referred to ALMP measures implemented under local employment planning documents (Number, per year)	7,132 (2019)	7,150	3,165	A total of 1,603 persons were included in ALMP measures through the implementation of local employment planning documents under the co-financing modality, and 1,562 persons under the technical support modality (of which 94 persons were included on the basis of a concluded agreement with the AP Vojvodina).
Employment effects of measures implemented under local employment planning documents (%)	46.8 (2018)	53	56.54	

¹⁰ Non-financial measures described under activity 2.1.3.

Activity title	Deadline -> New deadline	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2025)	Reasons for deviation and measures taken	Future steps for implementation
1.5.1. Organisation of regional meetings with LSGs	2026	MoLEVSA	Completed	Within the total funds expended Budget RS IPA 2020 (PA 7084) 34.278	With the aim of exchanging experiences and transferring lessons learned from the piloting of the Youth Guarantee, as well as preparing relevant stakeholders for its implementation across the entire territory of the Republic of Serbia, the MoLEVSA, with the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring and Evaluation of Employment Policy at the National and Local Level and for Strengthening Capacities for Participation in the European Social Fund," organized four (4) regional conferences (in Belgrade, Novi Sad, Niš and Kragujevac) entitled "Youth Guarantee in Serbia – Experiences from the Pilot Districts", with the participation of a total of 169 representatives of LSGs, NES branch offices and the Head Office, CSOs, as well as other relevant institutions and organizations at the national and local level, from the fields of employment, education, social welfare, economy and finance.	/	The activity is implemented on an annual basis.
1.5.2. Implementation of local employment planning documents	2026	NES LSG	Completed	FP Program 0803 (PA 0006) 298.747 ¹¹ (PA 0008) 790,164	On 23 December 2024, the NES published information on the possibility of co-financing ALMP measures envisaged in local planning documents in the field of employment, on the basis of which 72 requests were submitted. By decisions of the minister responsible for employment affairs (dated April 7 and July 17), 72 requests from local self-government units were approved, with a maximum allocated amount of up to 330,537,435.43 RSD from the NES financial plan. 67 agreements were concluded/implemented (5 LSGs terminated the concluded agreements: Niš-Palilula, Vlasotince, Sombor, Sjenica and Leposavić). In addition, the NES concluded 51 technical cooperation agreements with LSGs for the implementation of local planning documents in the field of employment, as well as one agreement with the AP Vojvodina, in which case the LSG and the AP Vojvodina fully finance ALMP measures from their own budgets.	/	The activity is implemented on an annual basis.
1.5.3. Implementation of analysis of prerequisites for further decentralization of employment policy and development of	2024	MoLEVSA		Within the total funds spent Budget RS IPA 2020 (PA 7084)	The analysis, conducted with the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring and Evaluation of Employment Policy at the National and Local Level and for Strengthening Capacities for Participation in the European Social Fund," aimed to identify and assess the preconditions and possible solutions	/	/

¹¹ A total of 302.852.925,60 RSD has been allocated.

innovative solutions under local employment planning documents				34,278	for further building upon the initiated process of decentralization of employment policy in the Republic of Serbia. The analysis provides recommendations regarding the possible further development of the initiated process of decentralization of employment policy in the Republic of Serbia.		
1.5.4. Piloting of innovative solutions for local employment policy development	2026	MoLEVSA	Completed	/	The activity was completed in 2024.	/	/
1.5.5. Conducting an analysis of prerequisites and opportunities for development of intermunicipal/regional employment planning documents	2024	MoLEVSA	Completed	/	The analysis was completed in 2024. Based on the study's recommendations, the „Education to Employment – E2E” project piloted a solution in 2025 whereby the Accredited regional development agencies (ARDA), in agreement with the founding local self-government units (LSGs), would include Career Guidance and Counseling (CGC) services in its service portfolio. The LSG of the Pirot District signed an agreement designating the Regional Development Agency (RDA) "Jug" to coordinate the provision of CGC services at the regional level. Funds for the implementation of this agreement will be allocated in 2026.	/	/
1.5.6. Conducting the analysis of the effects of ALMP measures implemented under local employment planning documents with the focus on employment outcomes and recommendations for improvement	2025	MoLEVSA	Ongoing	Within the total funds spent Budget RS IPA 2020 (PA 7084) 34,278	Work on the analysis has commenced with the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring and Evaluation of Employment Policy at the National and Local Level and for Strengthening Capacities for Participation in the European Social Fund."	/	Completion of the analysis.
1.5.7. Organisation of workshops about employment policy at the national and local level	2026	MoLEVSA	Completed.	/	SCTM conducted two workshops (in Niš and Belgrade) as part of the "Partnership for Good Local Governance" program—supported by the Government of Switzerland—focusing on the development of local planning documents in the field of employment and preparing local self-government units for the new employment program cycle. Representatives from local economic development units participated in the workshops, where the processes of planning, formulating, and implementing local employment policies were discussed in alignment with the Law on the Planning System and local development plans.	/	The activity is implemented on an annual basis. With the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring, and Evaluation of Employment Policy at National and Local Levels and for Strengthening

							Capacity for Participation in the European Social Fund," training sessions are planned for members of local employment councils. The aim is to strengthen capacity for developing and implementing coherent, evidence-based, and results-oriented local planning documents in the field of employment.
1.5.8. Adoption of a Decree on establishment of a unified list of development of regions and LSGs	2024	Ministry of Economy	Not started	/		The need to adopt a new methodology for calculating the degree of development of regions and LSGs was considered.	Adoption of the Decree.
1.5.9. Designing a model for evaluating the quality of local employment planning document when approving the request of LSG to participate in ALMP measures funding from the RS budget	2025	MoLEVSA	Ongoing	/	Within the "Education to Employment – E2E" project, a Draft model for evaluating the quality of local planning documents in the field of employment was developed.		Harmonization of the Draft model for evaluating the quality of local planning documents in the field of employment with the MoLEVSA.
Objective 2: Improved labour market position of the unemployed							
Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS							
Indicator title	Baseline value and year		Target for 2025		Realized value in 2025	Note	
Long-term unemployment rate (15+) (%)	6.1 (2019)		3.3		3.4	In 2025, the methodology for calculating the long-term unemployment rate was changed; the figure is not comparable to data presented in previous reports. The value for 2019 has not been revised, and due to a break in the series in 2021, it is not comparable to the data from 2025.	

Gender wage gap by age group (15+) (%)	10.6 (2019)	9.9	12.8	
Gender wage gap by age group (15-29) (%)	5.4 (2019)	5.9	9.1	
NEET rate (15-29) (%)	18.9 (2019)	13.9	15.1	The value for 2019 has not been revised, and due to a break in the series in 2021, it is not comparable with data from 2025.
Share of long-term unemployed placed from the NES register, as a proportion of the total long-term unemployed registered with the NES (%)	23.1 (2019)	31	16.22	
Employment effect of financial measures (%)	50.7 (2019)	55	47.82	

Measure 2.1: Implementation of active labour market policy measures

Main institution: NATIONAL EMPLOYMENT SERVICE

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Registered vacancies (Number, per year)	119,950 (2019)	139,000	187,565	169,070 vacancies were registered at the NES branches, while 18,495 were registered via the website.
Filled vacancies (%)	49 (2019)	67	21.88	
Share of persons placed from the NES register in the total number of unemployed persons on the NES register (%)	46 (2019)	48	39.86	
Employment effect of active job search measures (%)	24.1 (2022 ^r)	26	18.27	
Employment effect of subsidized employment and self-employment (%)	64.6 (2021 ^r)	69	66.22	
Employment effect of further education and training (%)	45 (2021 ^r)	48	39.59	

Activity title	Deadline -> New deadline	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2025)	Reasons for deviation and measures taken	Future steps for implementation
2.1.1. Provision of job matching and employment support services	2026	NES	Completed	/	A demand for a total of 187,565 workers was registered at NES branch offices. Based on the criteria set by the employers who submitted vacancies, a preliminary selection of candidates was conducted, and they were informed of the offer terms; subsequently, 152,048 candidates were referred to employers for selection for employment or other forms of work engagement.		The activity is implemented on an annual basis.

					A total of 46,946 individuals were hired based on these requirements, meaning the fulfillment rate for the employers' stated needs stands at 21.88%. Out of the total number of reported vacancies, employers withdrew requests for 7,195 positions because the need for candidates ceased to exist, while needs for 61,979 positions could not be met for various reasons (e.g., no registered individuals with the required occupation in the NES database; candidates lacking the necessary knowledge and skills; candidates rejecting offers due to poor working conditions—such as substandard wages, unpaid overtime, the work location being too far away, or non-payment of wages; or the employer failing to provide feedback on whether the vacancy was filled, which is also a factor contributing to the lower-than-expected rate of filling job openings). For the 52,950 positions requested, preliminary selection and candidate referrals to employers, or the process of monitoring implementation, are currently underway; this entails awaiting feedback from employers regarding the selection of candidates they plan to hire. In terms of job complexity, 57.66% of the demand was for skilled workers (qualification levels 3 through 8), while the demand for unskilled workers (qualification levels 1 and 2) accounted for 42.34% of the total. By occupational group, the highest number of reported vacancies fell into the following categories: elementary occupations (25.31%), craft and related workers (23.37%), and professionals and artists (14.81%). Employers sought inter-regional placement services for 114,405 positions, including medical doctors, drivers, sewing machine operators, production operators, CNC operators, and others, to facilitate hiring or work engagement. Based on the stated needs for inter-regional employment placement, 3,006 candidates from the NES registry were hired.		
2.1.2. Provision of career guidance and counselling services	2026	NES	Completed	/	The service providing information on career development opportunities at Information and Career Counseling Centers covered 5,629 people (3,696 women). Career development counseling covered 9,047 people (5,742 women). Selection, specifically psychological assessment (for employment purposes, inclusion in supplementary education and training measures, and entrepreneurship training), covered 6,210 people (4,885 women); self-efficacy training covered 2,543 people (1,848 women); the workshop on coping with stress caused by job loss covered 964 people (717 women); and the "Psychological	/	The activity is implemented on an annual basis. Continuous implementation of activities promoting the importance of career guidance and counseling (CGC) and career orientation.

					Challenges of Entrepreneurship" workshop covered 326 people (180 women).		
2.1.3. Implementation of active job search measures	2026	NES	Completed	FP Program 0803 (PA 0006) 1,219	A total of 100,031 persons (57,237 women) are involved in active job-seeking measures, as follows: - Job fair: 48,726 persons (27,925 women); - Job club: 3,496 persons (2,181 women); - Job search training: 35,330 persons (20,116 women); - Self-efficacy training: 2,543 persons (1,848 women); - Workshop on coping with stress caused by job loss: 964 persons (717 women); - Workshop "Psychological Challenges of Entrepreneurship": 8,972 persons (4,450 women).	/	The activity is implemented on an annual basis.
2.1.4. Provision of further education and training	2026	NES	Completed	FP Program 0803 (PA 0006) 2,294,548 (PA 0008) 28,502 Budget RS (PA 4002) 88,782 IPA 2020 (PA 7084) 170,821	A total of 5,972 persons (3,890 women) are involved in further education and training measures, as follows: - Professional practice: 2,014 persons (1,487 women); - Internship for youth with higher education: 653 persons (448 women); - Internship for youth with secondary education: 327 persons (184 women); - Acquisition of practical knowledge: 594 persons (315 women); - Training at the employer's request: 601 persons (319 women) - Labour market training: 626 persons (425 women); - Functional adult primary education: 1,157 persons (712 women). An additional 498 persons (383 women) have been included in the "Talents in the Public Sector" professional internship program, in accordance with a Government Conclusion. In further education and training measures under technical cooperation agreements with LSGs/TA regarding the implementation of local employment planning documents, additional 209 persons (147 women) have been included. An additional 82 persons (52 women) have been included in further education and training measures under the IPA 2020 project "Implementation of innovative Active Labour		The activity is implemented on an annual basis.

					Market Policy measures and approaches aimed at the better integration of the long-term unemployed, youth, women, persons with disabilities, and hard-to-employ groups into the labour market," as well as in the piloting of the Youth Guarantee funded by the Republic of Serbia budget. Through the piloting of the Youth Guarantee, which is financed from the RS budget and DG IPA 2020, 738 persons (515 women) received support, of which 369 persons were included in short training courses (284 women).		
2.1.5. Provision of subsidized employment and self-employment	2026	NES	Completed	FP Program 0803 (PA 0006) 2,354,555 (PA 0008) 206,122 Budget RS Program 0803 (PA 0005) 395,216 PA (4002) 63,674 IPA 2020 (PA 7084) 134,336	A total of 7,844 persons (4,099 women) are involved in subsidized employment and self-employment measures, as follows: - Self-employment support: 4,448 persons (2,305 women); - Subsidies for hiring unemployed persons from the hard-to-employ category: 2,936 persons (1,550 women); - Wage subsidies for PWDs without work experience: 460 persons (244 women). In subsidized employment and self-employment measures under technical cooperation agreements with LSGs/TA regarding the implementation of local employment planning documents, additional 432 persons (266 women) have been included. An additional 92 persons (50 women) have been included in subsidized employment and self-employment measures under the IPA 2020 project "Implementation of innovative Active Labour Market Policy (ALMP) measures and approaches aimed at the better integration of the long-term unemployed, youth, women, persons with disabilities, and hard-to-employ groups into the labor market" and 288 persons (114 women) through the piloting of the Youth Guarantee funded by the RS budget and DG IPA 2020. Mentoring support was also available to persons who had been granted a self-employment subsidy.		The activity is implemented on an annual basis.
2.1.6. Organisation of public works	2026	NES	Completed	FP Program 0803 (PA 0006) 23,553 (PA 0008) 23,103 Budget RS	In the public works measure engaging persons with disabilities, which was implemented through the co-financing modality for local employment planning documents, 206 PWDs (111 women) were included. A total of 921 persons (421 women) were included in the public works measure based on technical cooperation agreements with LSGs regarding the implementation of local employment planning documents.		The activity is implemented on an annual basis.

				IPA 2020 (PA 7084) 1,340			
2.1.7. Implementation of measures for PWD activation on the labour market	2026	NES	Completed	FP Program 0803 (PA 0006) 74,350	A total of 222 PWDs (90 women) are included in the measure labour activation of PWDs. Public works measure engaging PWDs are presented in section 2.1.6.		The activity is implemented on an annual basis.
2.1.8. Implementation of measures for PWD employed under special conditions	2026	NES	Completed	FP Program 0803 (PA 0006) 50,323 Budget RS Program 0803 (PA 0005) 28,169	A total of 91 PWDs (47 women) are included in the measures for PWD employed under special conditions, as follows: - Workplace adaptation: 41 persons (22 women); - Professional support to newly employed PWDs: 50 persons (25 women).		The activity is implemented on an annual basis.

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

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Piloted modified existing or new ALMP measures (Number, per year)	0 (2020)	2	3	
Digitized work processes for the purpose of providing services and implementation of ALMP measures (Number, per year)	4 (2022)	1	1	
Employers using NES services/measures (Number, per year)	21,803 (2019)	41.000	4	Data for 2025 is not available.

Activity title	Deadline -> New deadline	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2024)	Reasons for deviation and measures taken	Future steps for implementation
2.2.1. Improvement of the jobseeker employability assessment instrument	2024	NES	Ongoing	/	After the statistical profiling application for unemployed persons was developed, the statistical profiling model was put into production. Activities were also carried out to implement the statistical model into the existing employment opportunity assessment instrument.	/	Full implementation of the pre-registration and statistical profiling model.

					With the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring and Evaluation of Employment Policies at National and Local Level and for Strengthening Capacity for Participation in the European Social Fund", training was implemented for employment counselors on the topic of individualized work with unemployed persons.		
2.2.2. Enhancement of the cooperation with employers based on the prior analysis	2024	NES	Ongoing	/	The NES Branch for the City of Belgrade has a separate Department for Working with Employers, which is piloting a new concept of working with employers, i.e. the beginnings of employer segmentation. In the NES branches where the Youth Guarantee is being piloted - Niš, Kruševac and Sremska Mitrovica - special counselors have been assigned to work with employers. In the NES branches Belgrade, Niš, Novi Sad and Kragujevac, a total of 28 counselors are participating in activities to establish contact with employers and candidates on the LinkedIn business network. Teams for cooperation with the economy have been formed within 29 branches of the NES, with the aim of providing comprehensive and timely support. A request was sent to the eGovernment portal to supplement the Economy section with information on the modalities of support for employers by the NES. Taking the above into account, a set of frequently asked questions and answers for employers has been prepared. With the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring and Evaluation of Employment Policies at National and Local Level and for Strengthening Capacity for Participation in the European Social Fund", the training "Cooperation of the NES with Employers" was implemented, in which counselors for work with employers took part.	/	/
2.2.3. Redesigning active job search measures to cater to the needs of individuals and labour market requirements	2025	NES	Completed	/	Active job search measures have been redesigned in accordance with the recommendations of the analysis "Assessment of Employment Services Provided by the NES", prepared with the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring and Evaluation of Employment Policies at National and Local Level and for Strengthening Capacity for Participation in the European Social Fund".		
2.2.4. Digitalisation of ALMP services/measures	2026	NES	Ongoing	/	The NES, in cooperation with the German Agency for International Cooperation (GIZ), has intensified its activities to optimize and digitize its services. The optimization phase has been successfully implemented and relates to the following administrative procedures/services in accordance with user needs: Registration with the NES for employment, Deregistration from the NES, Certificate		Implementation of the digitalization phase of procedures.

					of individuals registered with the NES, Assessment of work capacity and possibilities of employment or maintaining employment of PWDs and Submission of a claim for unemployment benefits. The NES has prepared two (2) career tools - the Soft Skills Self-Assessment Questionnaire and the Professional Interests Self-Assessment Questionnaire. With the technical support of GIZ, appropriate electronic self-assessment questionnaires have been developed, which, depending on the technical prerequisites related to domain designation and hosting, will be posted on the NES website in the coming period. 2 virtual job fairs were implemented (one as part of the 9th Advanced Technologies Forum in Niš and the other under the name Virtual Fair of the Serbian IT Association).		
2.2.5. Analysis of prerequisites for the introduction of training vouchers	2024	MoLEVSA	Completed	/	/	/	/
2.2.6. Modification of existing and design of new ALMP measures in response to labour market needs and the impact evaluation of ALMP measures	2026	MoLEVSA	Ongoing	/	A certain set of measures has been modified or new measures have been introduced, starting from 2024. With the support of the project „Education to Employment - E2E", the evaluation of the ALMP measure - labor market training has begun. The MoLEVSA has prepared a Report on the Implementation of the Youth Employment Incentive Program "My First Salary" in the period from 2020 to 2024.	/	The results of the evaluation of the ALMP measure - labor market training will be available at the beginning of the second quarter of 2026 to be taken into account when determining the public policy document in the field of employment for the period from 2027 to 2032. The SAE will continue to point out, through constructive social dialogue, the importance of increasing the flexibility of ALMP measures (adaptation to the labor market, reduction of administrative procedures, etc.). The reasons relate to changes in the labor

							market where it is necessary to strengthen support for subsidized training and advanced training of the workforce, both for existing employees and for the unemployed, which would enable workers to acquire new skills in accordance with the needs of the economy, thus reducing the gap between supply and demand for labor.
2.2.7. Designing and piloting of short trainings for acquiring transferable skills (eg. foreign language courses, IT literacy, financial literacy, time management, etc.)	2026	MoLEVSA	Ongoing	Budget RS Program 0803 (PA 4002) 13,544 IPA 2020 (PA 7084) 15,340	The NES implemented short training courses (as part of the preparation phase for piloting the Youth Guarantee with selected contractors according to the 2024 plan): basic IT training according to the ECDL standard, foreign language courses (English and German) and soft skills courses, involving a total of 479 young people.	/	/
2.2.8. Designing and piloting individualized support to persons participating in ALMP measures or employed through NES	2026	MoLEVSA	Ongoing	/	The project "Employment to Education - E2E" organized three (3) one-day trainings for NES employment counselors to provide individualized support after establishing an employment relationship. The trainings were attended by a total of 57 participants/employment counselors from the NES branches - Požarevac, Prokuplje, Pančevo and Jagodina, where this service is being piloted and other NES employees (Head Office).	/	/

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 impacts				
Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS				
Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Integrated vacancy database established (Yes/No)	No (2020)	No	No	
Functional platform for a single labour market information system established (Yes/No)	No (2020)	No	No	
Evaluation of net effects of ALMP measures conducted (Number, per year)	0 (2020)	1	0	

Activity title	Deadline -> New deadline	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2024)	Reasons for deviation and measures taken	Future steps for implementation
2.3.1. Consolidation of information on labour market demand from various sources	2026	NES	Ongoing	/	SORS has begun the implementation of the "EU4SORS" project, which is funded by the EU and is aimed at strengthening the national statistical system and improving the quality, accessibility and comparability of statistical data. Within the project, one of the components is specifically dedicated to the development of a methodological and technical framework for the integration of data from various administrative and statistical sources, including data relevant for the analysis and monitoring of labor market demand. Activities in this component include the analysis of existing data sources, the definition of common standards and classifications, as well as the establishment of a basis for the systematic linking and use of data for analytical purposes.	/	Continuation of project implementation.
2.3.2. Conducting survey on employers' needs according to improved methodology	2026	NES	Completed	/	In accordance with the request of the MoLEVSA, GIZ supported the implementation of the Employer Survey for the period 2025–2027, which covered 2,200 employers – from entrepreneurs and micro enterprises to medium and large ones – from the entire territory of the RS. A special focus was on the Nišava, Rasina and Srem districts, where the Youth Guarantee is being piloted. The survey was implemented in cooperation with the NES, SAE and CCIS is available at: https://www.minrzs.gov.rs/sr/dokumenti/ostalo/sektor-zarad-i-zaposljavanje/anketa-poslodavaca CCIS prepares a quarterly Report on Trends in Business Activity of Economic Entities, in order to better understand the circumstances in which the economy operates on the domestic market. It examines business performance in detail, starting from turnover, capacity utilization, through foreign trade activity and employment, to investments in the non-financial business economy. The latest research shows that the following sectors are at the top of the list in terms of demand for personnel: Trade/Sales, Manufacturing, Service Sector and Crafts, Hospitality, and IT Sector. The greatest demand is registered for workers with secondary education (administrative workers, commercial workers, waiters, warehouse workers, cooks, salespeople, production workers and drivers). The labor shortage is most present in the craft sector (hairdressers, bricklayers, auto body repairers, locksmiths-welders,	/	/

					tinsmiths, reinforcement workers, bakers, metal turners, butchers, beauticians, plumbers and cooks).		
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	2026	SORS	Ongoing	/	The implementation of the IPA 2020 project "Development of the Labor Market Information System" is underway, with participation representatives of social partners, in addition to reference institutions. During 2025, methodologies were developed for: - Adult Skills Survey, which will be conducted one-time, in 2026. - Job Vacancy Survey (according to Eurostat methodology). A pilot survey is planned for 2026, after which it is planned that the survey will become a regular survey of the SORS. Cooperation with the NES has been established regarding the register of vacant positions and the downloading of data from advertised positions from the NES. The improvement of the data dissemination system has begun by expanding the dataset in the dissemination database.	/	Implementation of the project in the period from January 2025 to December 2027. Publication of data from the Adult Skills Survey and the Job Vacancy Survey. Development of a web service for downloading data from the NES on advertised employment needs. Continued improvement of the data dissemination system.
2.3.4. Monitoring of ALMP measures' effects (net and gross)	2026	MoLEVSA	Ongoing	/	MoLEVSA continuously monitors the gross effects of ALMP measures, in accordance with the Indicator Passport, which is an integral part of the Action Plan for the period 2024-2026 for the implementation of the Employment Strategy 2021-2026. With the support of the project "Stopping Violence, Empowering Change", funded by SIDA, within the component implemented by UN Women, the Analysis of Subsidized Employment - Subsidy for Self-Employment of Women, which also contains recommendations for improving the aforementioned measure, has been completed. MoLEVSA has prepared a Report on the Implementation of the Youth Employment Incentive Program "My First Salary" in the period from 2020 to 2024. With the support of the "Education to Employment - E2E" project, an evaluation of the ALMP measure - labor market training - has begun.		The results of the evaluation of the ALMP measure - labor market training will be available at the beginning of the second quarter of 2026 to be taken into account when determining the public policy document in the field of employment for the period from 2027 to 2032.
Measure 2.4: Improvement labour market position of women							
Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS							
Indicator title	Baseline value and year			Target for 2025		Realized value in 2025	Note

Share of unemployed women participating in ALMP measures in the total number of unemployed persons participating in the measures (%)	55.5 (2019)	58	58,32	
Share of women placed from the NES register in the total number of women on the NES register (%)	45 (2019)	52	41,06	
Effect of financial measures on the employment of women (%)	51.2 (2019)	55	48,54	
Share of women who have started their own businesses after receiving self-employment subsidy in the total number of persons who received the subsidy (%)	49.8 (2019)	53	51,82	

Activity title	Deadl ine -> New deadli ne	Responsible institution	Status (not started, in progress, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2024)	Reasons for deviation and measures taken	Future steps for implementation
2.4.1. Involvement of unemployed women facing multiple factors of hard-to-employ employability in ALMP measures	2026	NES	Completed	Within the total funds spent for implementation of ALMP measures FP Program 0803 (PA 0006) 4,798,548 (PA 0008) 790,164 Budget RS Program 0803 (PA 0005) 423,385 IPA 2020 (PA 7084) 306,540	The financial measures of the ALMP include 796 women facing multiple factors of hard-to-employ employability, as follows: - Professional practice: 17 women; - Internship for youth with higher education: 6 woman; - Internship for youth with secondary education: 2 women; - Acquisition of practical knowledge: 16 women; - Training at the employer's request: 11 women; - Labour market training: 425 women; - Functional adult primary education: 80 women; - Self-employment support: 188 women; - Subsidies for hiring unemployed persons from the hard-to-employ category: 36 women; - Wage subsidies for PWDs without work experience: 8 women; - Public works: 6 women; - Professional support to newly employed PWDs: 1 woman. An additional 383 women were included in the "Talents in the Public Sector" - Professional practice program, in accordance with the Government Conclusion. An additional number of women have been included in ALMP measures based on the technical cooperation agreement with LSGs/TAs on the implementation of local planning documents in the field of employment, as well as within the IPA 2020 project "Implementation of innovative	/	The activity is implemented on an annual basis.

					ALMP measures and approaches for better integration of long-term unemployed, young people, women, people with disabilities and hard-to-employ groups in the labor market" and the piloting of the Youth Guarantee from the budget of the Republic of Serbia. Non-financial ALMP measures implemented by NES employees include 2,691 women who face multiple factors of hard-to-employ employability.		
2.4.2. Implementation of measures aimed at activation, employment and self-employment of women in underdeveloped and devastated areas	2026	NES	Completed	/	53 mobile activation teams were implemented with the aim of informing people who are not registered as unemployed, and who are also distant from the labor market, inactive or objectively prevented from registering as unemployed. In order to activate and improve the position of women in the labor market, priority when including them in ALMP measures - subsidies for hiring unemployed persons from the hard-to-employ category and subsidies for self-employment (higher number of points) - is given to women, especially women from less developed and devastated areas.	/	The activity is implemented on an annual basis.
2.4.3. Piloting provision of additional support services to women included in the ALMP measures or employed through NES (eg. individualized support, childcare allowance, etc.)	2026	NES	Ongoing	Budget RS IPA 2020 (PA 7084) 41,963	As part of the implementation and introduction of the new service <i>post-placement/individualized support</i> , the NES carried out the following activities: - training was organized for employment counselors from the NES pilot branch offices; - training was held to provide additional individualized support after participation in the ALMP measure and establishing an employment relationship; - operational instructions for the work of employees in pilot branch offices were prepared with corresponding models for recording the activities undertaken and a meeting was held to define the implementation of the service. This service (post-placement/individualized support) was provided to a total of 80 beneficiaries. Childcare allowance was paid to 3 persons under IPA 2020.	/	Continuation of piloting services.

Measure 2.5: Improvement of the labour market position of youth

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Share of unemployed youth participating in ALMP measures in the total number of youth on the NES register (%)	18.8 (2022)	20	11,01	
Effect of financial measures on youth employment (%)	49 (2021)	52	44,45	
Youth Guarantee Program piloted (Yes/No)	No (2023)	Yes	Yes	

Youth employment promotion projects implemented within the youth policy (Number, per year)			62 (2023)		68		61			
Activity title		Deadl ine -> New deadli ne	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2025)			Reasons for deviation and measures taken	Future steps for implementation
2.5.1. Involvement of unemployed youth in ALMP measures		2026	NES	Completed	Within the total funds spent for ALMP measurs implementation FP Program 0803 (PA 0006) 4,798,548 (PA 0008) 790,164 Budget RS Program 0803 (PA 0005) 423,385 IPA 220 (PA 7084) 306,540	Financial ALMP measures included 5,277 young people up to 30 years of age (2,993 women), as follows: - Professional practice: 1,566 persons (1,135 women); - Internship for youth with higher education: 628 persons (434 women); - Internship for youth with secondary education: 324 persons (183 women); - Acquisition of practical knowledge: 148 persons (63 women); - Training at the employer’s request: 279 persons (112 women); - Labour market training: 142 persons (89 women); - Functional adult primary education: 301 persons (176 women); - Subsidies for hiring unemployed persons from the hard-to-employ category: 580 persons (244 women); - Self-employment support: 1,133 persons (495 women); - Wage subsidies for PWDs without work experience: 72 persons (25 women); - Public works: 28 persons (11 women); - Labour activation of PWDs: 44 persons (16 women); - Workplace adaptation: 13 persons (5 women); - Professional support to newly employed PWDs: 19 persons (5 women). An additional 498 unemployed young persons (383 women), were included in the "Talents in the Public Sector" - Professional practice program, in accordance with the Government Conclusion. An additional 450 unemployed young persons (250 women) were included in the ALMP measure, based on the agreement on technical cooperation with the LSGs/TA on the implementation of local planning documents in the field of employment.			/	The activity is implemented on an annual basis.

					Additionally, 27 unemployed young persons (13 women) were included in ALMP measures within the IPA 2020 project "Implementation of innovative ALMP measures and approaches aimed at better integration of long-term unemployed, young people, women, people with disabilities and hard-to-employ groups in the labor market", and 1,035 people (633 women) through the piloting of the Youth Guarantee from the RS budget and DG IPA 2020. 27,902 young persons (14,922 women) were included in non-financial ALMP measures, implemented by NES employees.		
2.5.2. Piloting of the Youth Guarantee program according to the Youth Guarantee Implementation Plan 2023–2026 ¹²	2026	MoLEVSA NES	Ongoing	Within the total funds spent for implementation of ALMP measures FP Program 0803 (PA 0006) 4,798,548 (PA 0008) 790,164 Budget RS Program 0803 (PA 0005) 423,385 Program 0803 (PA 4002) 152,456 IPA 2020 (PA 7084) 363,973	Detailed data on implementation will be available in the Report on the Implementation of the Youth Guarantee Implementation Plan for the period 2023 to 2026 – for 2025.	/	Completion of piloting.
2.5.3. Support to the implementation of youth employment promotion projects within the youth policy	2026	MoTY	Completed	Budget RS Program 1302 (PA 0006) 98,000	The MoTY supported 61 projects aimed at youth employment within the framework of a public competition for support to local governments in implementing youth policy at the local level and a public competition for	/	The activity is implemented on an annual basis.

¹² The total funds allocated for piloting the Youth Guarantee program are provided in the Youth Guarantee Implementation Plan for the period 2023–2026 ("Official Gazette of the Republic of Serbia," No. 120/23), while under activity 2.5.2. only the amount within the budget of the RS from the section of the MoLEVSA and the Financial Plan of the NES is shown.

					financing and co-financing of programs and projects for implementing the goals of the Youth Strategy.		
Mepa 2.6: Improvement of labour market position of persons with disabilities							
Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS							
Indicator title		Baseline value and year		Target for 2025		Realized value in 2025	Note
Share of unemployed PWDs participating in ALMP measures in the total number of PWDs on the NES register (%)		19.2 (2022)		20		16,17	
Share of PWDs placed from the NES register in the total number of PWDs on the NES register (%)		32 (2019)		33		36,95	
Effect of financial measures on the employment of PWDs ¹³ (%)		47.4 (2022)		49		51,01	
Activity title	Deadl ine -> New deadli ne	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2025)	Reasons for deviation and measures taken	Future steps for implementation
2.6.1. Involvement of unemployed PWDs in ALMP measures	2026	NES	Completed	Within the total funds spent for implementation of ALMP measures FP Program 0803 (PA 0006) 4,798,548 (PA 0008) 790,164 Budget RS Program 0803 (PA 0005) 423,385 IPA 2020 (PA 7084) 306,540	A total of 1,788 PWDs (971 women) were included in the ALMP financial measures, as follows: - Professional practice: 5 persons (3 women); - Internship for youth with higher education: 2 persons (1 woman); - Internship for youth with secondary education: 1 person (0 women); - Acquisition of practical knowledge: 3 persons (1 woman); - Training at the employer’s request: 16 persons (10 women); - Labour market training: 314 persons (221 women); - Self-employment support: 123 persons (62 women); - Subsidies for hiring unemployed persons from the hard-to-employ category: 345 persons (181 women); - Wage subsidies for PWDs without work experience: 460 persons (244 women); - Public works: 206 persons (111 women);	/	The activity is implemented on an annual basis.

¹³ The indicator has been revised – *The effect of financial measures on the employment of PWDs* in terms of the initial value, baseline year, and target value for 2026, because the previous values were monitored only for measures for PWDs under special conditions.

					- Labour activation of PWDs: 222 persons (90 women); - Workplace adaptation: 41 persons (22 women); - Professional support to newly employed PWDs: 50 persons (25 women). In addition, one PWDs (one woman) was included in the "Talents in the Public Sector" Professional practice program, in accordance with the Government Conclusion. An additional 108 unemployed PWDs (33 women) were included in the ALMP measure, based on the agreement on technical cooperation with the LSGs/TA on the implementation of local planning documents in the field of employment. 7 PWDs (5 women) have been included in the ALMP measures within the IPA 2020 project "Implementation of innovative ALMP measures and approaches for better integration of long-term unemployed, young people, women, people with disabilities and groups with reduced employability in the labor market" and 16 PWDs (6 women) through the piloting of the Youth Guarantee from the RS budget and DG IPA 2020. 5,014 unemployed PWDs (2,477 women) are included in the non-financial ALMP measures implemented by NES employees.		
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	2024	NES	Completed	/	A Manual for Employers "Employment of Persons with Disabilities" has been developed to familiarize and facilitate the understanding of the needs of people with disabilities, their specificities in relation to the type of disability, as well as other aspects, with the aim of creating jobs and work tasks, with appropriate adjustments.		
2.6.3. Ensuring job retention through the development of new activities/measures that envisage monitoring of and support to employers and	2026	NES	Ongoing	/	A draft model of monitoring and support for the employer and the employee (including PWDs) has been drawn up, for a certain period after employment, instructions for the work of employees in NES branch offices (activities of counselors with employers and with service users), as well as application support.		Application of the model. Support measures for enterprises for the professional rehabilitation and

employees with disabilities for a certain period after starting their job					The status of enterprises for professional rehabilitation and employment of PWDs is held by 58 companies with 1,369 employees, of which 896 are PWDs, and which are territorially spread across the territory of 25 LSGs (Niš, Mala Krsna, Belgrade, Jagodina, Kragujevac, Novi Sad, Šabac, Subotica, Kovin, Pančevo, Kikinda, Bor, Kraljevo, Trstenik, Aranđelovac, Sevojno, Čačak, Pirot, Bačka Topola, Deč, Bogatić, Zrenjanin, Leskovac, Čajetina and Vranje).		employment of PWDs are provided continuously.
2.6.4. Ensuring availability of NES measures/services intended for PWDs	2026	NES	Ongoing	/	The accessibility of the NES website for visually impaired people has been ensured, in such a way that, with the help of screen reading software, the text on the screen is converted into audio form.	/	Continuation of activities aimed at ensuring accessibility of NES measures/services for PWDs.
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 Publicly Recognized Organizers of Adult Education Activities/PROAEA status	2026	MoLEVSA Ministry of Education		/	The work on the mentioned analysis has not started, but during the reporting period, MoLEVSA issued: - 1 decision granting a license for performing the activity of a company for professional rehabilitation and employment of PWDs (for the re-registration of the company Masiraj me doo Belgrade, into a company for professional rehabilitation and employment of persons with disabilities, in which a total of 5 PWDs are employed); - 1 decision on amending the decision on granting a license for performing the activity of a company for professional rehabilitation and employment of persons with disabilities (Socijalna sinergija doo Šabac, amended in the part relating to the location of the activity and the location of the practical part of the training program for laundry and ironing services); - 1 decision on amending the decision on approving the implementation of professional rehabilitation measures and activities due to a change in the location of the company's headquarters and the location of the practical part of the training part of the training program for laundry and ironing services; - 6 decisions approving the implementation of professional rehabilitation measures and activities, namely for the implementation of the following training programs: Training program for sewing work clothes and textile items; Training program for printing office and promotional materials; Training program for filling and packaging household chemicals and paper goods; Training program for manual massage techniques using basic massage grips and intermediate grips; Training program for the production of paper goods and Training program for the production of plastic garbage bags.		

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	2026	MoLEVSA	Not started	/	/	/	Conducting a consultative process to secure external support for the implementation of activities.

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

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Share of unemployed Roma participating in ALMP measures in the total number of the Roma on the NES register (%)	8.7 (2022)	9	8,11	
Share of the Roma placed from the NES register in the total number of the Roma on the NES register (%)	21 (2019)	26	20,75	
Financial measures effect to Roma employment (%)	51.6 (2021)	53	66,53	

Activity title	Deadl ine -> New deadli ne	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2024)	Reasons for deviation and measures taken	Future steps for implementation
2.7.1. Reaching and informing the Roma about the NES measures and services	2026	NES	Completed	/	Activities of reaching and informing Roma men and women about NES services and measures are implemented through individual advisory work with unemployed persons, participation of NES representatives in meetings, forums, round tables, cooperation of NES with Roma CSOs, mobile activation teams, and through the implementation of program or project activities.		The activity is implemented on an annual basis.
2.7.2. Involvement of Roma in the ALMP measures	2026	NES	Completed	Within the total funds spent for implementation	The ALMP financial measures included 1,999 unemployed persons who declared themselves members of the Roma national minority (996 women), as follows: - Professional practice: 15 persons (9 women);		The activity is implemented on an annual basis.

				of ALMP measures FP Program 0803 (PA 0006) 4,798,548 (PA 0008) 790,164 Budget RS Program 0803 (PA 0005) 423,385 IPA 2020 (PA 7084) 306,540	- Internship for youth with higher education: 79 persons (53 women); - Internship for youth with secondary education: 50 person (23 women); - Acquisition of practical knowledge: 106 persons (39 women); - Training at the employer's request: 20 persons (8 women); - Labour market training: 18 persons (9 women); - Functional adult primary education: 711 persons (437 women); - Self-employment support: 506 persons (205 women); - Subsidies for hiring unemployed persons from the hard-to-employ category: 482 persons (207 women); - Wage subsidies for PWDs without work experience: 2 persons (0 women); - Public works: 1 person (1 woman); - Professional support to newly employed PWDs: 1 person (0 women); - Labour activation of PWDs: 8 persons (5 women). An additional 215 Roma (104 women) were included in the ALMP measures, based on the agreement on technical cooperation with the LSGs/TA on the implementation of local planning documents in the field of employment. An additional 7 Roma (6 women) have been included in ALMP measures within the IPA 2020 project "Implementation of innovative ALMP measures and approaches for better integration of long-term unemployed, young people, women, people with disabilities and hard-to-employ groups in the labor market" and 72 Roma (45 women) through the piloting the Youth Guarantee from the RS budget and DG IPA 2020. 6,738 unemployed Roma (3,400 women) are included in the non-financial ALMP measures implemented by NES employees.		
2.7.3. Piloting of additional service provision to Roma included in the ALMP	2026	NES	Ongoing	/	A draft model of monitoring and support for the employer and the employee (including Roma men and women) has been drawn up, for a certain period after employment, and instructions for the work of employees in NES branch	/	Application of the model.

measures or employed through NES (individualized support, etc.)					offices (activities of counselors with employers and service users). The project "Education to Employment - E2E" organized three (3) one-day trainings for employment counselors to provide support after establishing an employment relationship, i.e. post-placement/individualized support. The trainings were attended by a total of 57 participants - employment counselors from the branches of Požarevac, Prokuplje, Pančevo and Jagodina, where this service is being piloted, and other employees of the NES (Head office).		
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Objective 3: Improved institutional framework for employment policy

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Negotiating Chapter 19 – Social Policy and Employment	Moderate progress (2020)	Good progress	Limited progress	
Allocations for ALMP as a proportion of the GDP (%)	0.08 (2019)	0.16	0.07	

Measure 3.1: Improvement of legal framework

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Regulations in the area of labour and employment adopted (Number, per year)	0 (2020)	1	0	

Activity title	Deadl ine -> New deadli ne	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2025)	Reasons for deviation and measures taken	Future steps for implementation
3.1.1. Improved legal framework in the field of employment	2025	MoLEVSA	Ongoing	/	The Regulation on the spatial and technical conditions for the work of employment agencies, the conditions for the professional qualification of employees, the program, content and manner of taking the exam for work in employment was adopted ("Official Gazette of the RS", No. 47/25). The "Employment to Education - E2E" project provided consulting support to MoLEVSA for revising the Law on Employment and Unemployment Insurance. Also, consulting support was provided to the MoLEVSA for the drafting the Law on the National Standard Clasiffication of Occupations/NSCO (an ex-ante analysis of the effects of	/	Drafting and submitting regulations for adoption. SAE plans to hold meetings and consultations with employers to collect proposals for improving employment regulations.

					the Law on NSCO was conducted and the first version of the Draft Law on NSCO was completed).		
3.1.2. Improved legal framework in the field of social protection, significant for integration of beneficiaries of cash benefits and social protection services into the labour market	2026	MoLEVSA	Ongoing	/	A Working Group has been formed to prepare a Proposal of Social Protection Strategy for the period from 2026 to 2030 with the Action Plan for the period from 2026 to 2028. The formation of a Working Group for amending and supplementing the Law on Social Protection is in preparation.	/	Preparation and submission of draft regulations to the adoption procedure.
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	2026	MoLEVSA	Ongoing	/	The implementation of the Twinning Contract from the IPA 2022 programming cycle "Support to the Improvement of Working Conditions and Preparation of the Republic of Serbia for Participation in EURES" is underway (starting on 17 March 2025). Within the Component 1 of the project, the compliance of labor legislation with the EU <i>acquis</i> is being analyzed. It is estimated that 23 directives need to be transposed. The implementation of the project "Strengthening Social Dialogue in the Republic of Serbia" from the IPA 2022 programming cycle is underway. The project is implemented by the ILO, and the project activities are aimed at strengthening social dialogue in the RS by developing an effective and sustainable framework for social dialogue through legislative changes and by strengthening the capacity of the state administration, national and local socio-economic councils and social partners. Within the project, together with social partners, activities should be implemented to harmonize regulations in the field of social dialogue with international ILO standards and EU regulations, primarily the Labor Law (in the part relating to trade unions, employers' associations, collective agreements and wages), the Law on Strike, the Law on Peaceful Resolution of Labor Disputes and the Law on the Socio-Economic Council. SAE actively participates in monitoring, supporting and improving labor regulations and their harmonization with international standards. As part of cooperation with international organizations, SAE participated in meetings and conferences organized by AICESIS, BusinessEurope, ILO, IOE, JSS, during which international policies, standards and examples of good practice were discussed, which enable a better understanding and possibilities of application in the areas of labor in the Republic of Serbia.	/	Depending on the final conclusions on the extent to which the existing Labor Law needs to be amended, a decision will be made whether amendments will be made to the existing Labor Law or whether a completely new text of the Draft Labor Law will be prepared.
3.1.4. Preparation of regulations governing the traineeship	2024	MoLEVSA	Ongoing	/	The Working Group composed of representatives of relevant institutions and social partners drafted the Draft Law on Work Practices, which was the subject of public	/	The Draft law on work practices was submitted to the EC

					debate in the period from November 28 th - December 18 th , 2025. The Draft law was harmonized with the opinions of the competent authorities and members of the Socio-Economic Council.		for consideration on March 19 th , 2026. After harmonization with the EC's comments, it is planned to submit it to the Government for the purpose of establishing the Proposal of the Law and forwarding it to the National Assembly for adoption.
3.1.5. Improvement of the legal framework for professional rehabilitation and employment of persons with disabilities	2026	MoLEVSA	Not started	/	/	/	It is planned to submit to the Government by the end of 2026 a Draft Law on Amendments and Supplements to the Law on Vocational Rehabilitation and Employment of Persons with Disabilities, with the aim of harmonizing it with the rules for granting state aid.

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

Main institution: MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS

Indicator title	Baseline value and year	Target for 2025	Realized value in 2025	Note
Employees in the MoLEVSA organisational units dealing with employment policy (Number, per year)	11 (2019)	17	10	
Employment-relevant trainings in which employees from MoLEVSA organisational units responsible for labour and employment field participate (Number, per year)	3 (2020)	6	6	
NES employees involved in the employment-relevant trainings (Number, per year)	821 (2022)	500	5.499	The figure of 5,499 represents the total number of participations in various forms of professional development within the core function (employment intermediation and career planning, vocational rehabilitation and employment of persons with disabilities, education and training,

						employment programmes and entrepreneurship, and employer relations). This reflects the fact that an individual employee may have participated in more than one form of professional development.	
Number of jobseekers per employment counsellor/employment counsellor for PWD (Number, per year)		827 (2019)		550	577		
Activity title	Deadline -> New deadline	Responsible institution	Status (not started, ongoing, completed)	Realization of funds (spent financial resources in 000 RSD in 2025)	Explanation of progress (Activities implemented in 2024)	Reasons for deviation and measures taken	Future steps for implementation
3.2.1. Delivery of trainings and other activities for MoLEVSA employees responsible for labour and employment	2026	MoLEVSA	Completed	/	A study visit to the Employment Service of the Federal Republic of Germany was carried out, with the support of the GIZ Global Program "Centres for Migration and Development", during which information and experiences were exchanged regarding the normative framework of employment policy, labor migration, labor shortages, occupations and trends in the labor market. Participation was taken in a modular training on the topic of "Financing the Green Transition", organized by the UN Institute for Training and Research. The MoLEVSA, in cooperation with the EC, organized a two-day TAIEX workshop in Belgrade on the topic "Implementation of the Youth Guarantee and Active Employment Policy Measures", during which the workshop participants were given the opportunity to learn in detail about the specificities of the work process and ALMP measures implemented by the public employment services of the Republic of Austria and the Republic of Italy, which respond to the identified labor market needs, as well as to adopt additional information on the experience, challenges and cooperation among the key implementing partners of the Youth Guarantee Program. Participation was taken in the Peer Learning workshop "Employment of Persons with Disabilities", held in Warsaw, during which information and international experiences were exchanged regarding the analysis and monitoring of the position of persons with disabilities in the labor market, ALMP measures and professional rehabilitation of persons with disabilities, which was attended by more than 50 representatives of countries from Central and East Asia and Europe. Participated in a Peer Learning workshop organized by the EC and ILO, regarding the reporting process and	/	The activity is implemented on an annual basis.

					monitoring of the implementation of the Youth Guarantee in accordance with EMCO indicators. Participation was taken in a one-day training related to providing support to persons after entering into employment – post-placement/individualized support, which was carried out by the project Education to Employment - E2E.		
3.2.2. Delivery of trainings and other activities in the field of employment for NES employees	2026	NES	Completed	/	The total number of participants in various internal or external forms of professional development of employees in the function of employment mediation and career planning, professional rehabilitation and employment of PWDs, education and training, employment and entrepreneurship programs, cooperation with employers, is 5,499 people. Certain forms of professional development of NES employees have been implemented as part of ongoing project or program activities from the system of bilateral or multilateral development assistance (IPA, ILO, GIZ, SDC, etc.).	/	The activity is implemented on an annual basis.
3.2.3. Strengthening of NES capacity for working with employers	2025	NES	Completed	Within the total funds spent Budget RS IPA 2020 (PA 7084) 34,278	Within the 29 NES branch offices, teams have been formed for cooperation with the economy/employers, with the aim of providing comprehensive and timely support. In the NES branch offices - Belgrade, Niš, Novi Sad and Kragujevac, a total of 28 advisors participate in activities to establish contact with employers and candidates on the business network LinkedIn. In the NES Branch for the City of Belgrade, a Department for Work with Employers has been established, in which a new concept of work with employers is being piloted, i.e. the beginning of segmentation of employers. With the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring and Evaluation of Employment Policies at National and Local Level and for Strengthening Capacity for Participation in the European Social Fund", the training "Cooperation of the NES with Employers" was implemented, in which counselors for working with employers participated. The SAE, in cooperation with the NES, continued to organize several hybrid presentations of ALMP measures, in which several hundred employers participated.	/	The activity is implemented on an annual basis.
3.2.4. Delivery of trainings and other activities in the field of employment for employment agencies staff	2026	MoLEVSA	Ongoing	/	Within the IPA 2022 Twinning project "Support to the improvement of working conditions and the preparation of the Republic of Serbia for participation in EURES", preparations are underway for activities to strengthen the capacity of employment service providers to access the EURES network.	/	Implementation of activities to strengthen the capacity of employment service providers.

3.2.5. 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	2026	MoLEVSA	Ongoing	Within the total funds spent Budget RS IPA 2020 (PA 7084) 34,278	In order to exchange experiences and transfer lessons learned from the piloting of the Youth Guarantee program in the RS, as well as to prepare relevant stakeholders for its implementation throughout the territory of the RS, the MoLEVSA, with the support of the IPA 2020 project "Technical Assistance for the Implementation, Monitoring and Evaluation of Employment Policies at National and Local Level and for Strengthening Capacity for Participation in the European Social Fund", implemented four (4) regional conferences entitled "Youth Guarantee in Serbia - Experiences from Pilot Districts", in Belgrade, Niš, Novi Sad and Kragujevac, with the participation of a total of 169 representatives of local governments, NES, CSOs, as well as other relevant institutions and organizations at the national and local levels, from the fields of employment, education, social protection, economy and finance. A special focus was on the role of CSOs in implementing outreach activities and the needs for improving the capacity of CSOs in this segment of work with inactive youth. The project "Education to Employment - E2E" involved youth workers and career practitioners engaged in outreach activities with the Educational Center Kruševac, in outreach training. Also, youth workers and career practitioners engaged in outreach activities, as well as employees from other CSOs participating in E2E project, were included in a three-day training aimed at strengthening their capacity for outreach and individual work with young NEETs who are outside the system, with a special emphasis on young people with health problems or disabilities. An additional three (3) persons were engaged in outreach activities, one for each district in which the Youth Guarantee is being piloted, to intensify fieldwork during the first quarter of 2026 and improve the results of the Educational Center Kruševac, which has been contracted by the NES for outreach activities. Youth workers and career practitioners engaged in outreach activities (including 3 additional ones) were included in outreach training. CCIS actively participates in the international project "Back on Track", which aims to improve access to the labor market for young people from the NEET category, with a special focus on rural areas. The project is co-financed by the EU under the Interreg Danube Region program and brings together partners from ten countries. During the implementation of the project, several modules, curricula and trainings were developed for young people in the NEET category and their mentors (the Mentor Training	/	Continuation of the implementation of activities to strengthen the capacity of CSOs, with the aim of adequately preparing for the implementation of the Youth Guarantee throughout the entire territory of the RS.
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					curriculum, which prepares mentors for future work with NEET youth through six modules: mentor training, goal setting, action plan development and progress monitoring, practical mentoring techniques for individualized support and resilience building, understanding the background and challenges faced by NEET youth, techniques for building trust and relationships with NEET youth, and promoting digital inclusion strategies; the Digital Remote Career Guide curriculum, which helps NEET youth recognize and overcome the challenges of remote work, and which consists of seven modules: advantages and challenges of remote work, basic digital skills for remote work, how to recognize job vacancies and relevant platforms, home office or alternatively workplace, managing distractions, work-life balance, and preparing for job applications and interviews). As of the end of 2025, the pilot included 12 representatives of the NEET category, with whom 3 mentors worked.		
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