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**Conditions of Labour Migrants in the Republic of Serbia:
Preliminary Perspective***

Abstract: Issue of foreign labour migrants in Serbia does not occupy very prominent place in Serbian governmental policies. These policies are mainly focused towards Serbian Diaspora and Serbian labour migrants working abroad. Conversely, national policies on foreigners in Serbia are mostly concentrated on suppression of illegal immigrants and inclusion and readmission of Serbian refugees. The development of Serbian migratory policies represents part of national Euro-integration strategy. Therefore we find relevant to draw attentions to this topic. In this paper we outline basic national legislation procedures, laws and migratory strategies and give review of basic national and other bodies. Furthermore, we focus on gaps in processing problems of labour migrants in Serbia.

Key words: foreign labour migrants, Serbia, governmental policies, laws and national legislation, unsolved issues

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Introduction

Broadly viewed, in the countries of the Western Balkans, migratory policies represent part of their Europeanisation and Euro-integrations. Thus, these policies are included into the Stabilisation and Association Process (SAP) from 1999 (Kupiszewski and Kicingeri 2009a, 10; Kupiszewski and Kicingeri 2009b, 105; Kicingeri 2009, 74). However, they are mainly focused towards control of irregular migration practices and their borders (e.g. fighting organised crime and human trafficking), since Western Balkans countries are mainly "countries of origin, of transit and destination for irregular migrants" (Kupiszewski and Kicingeri 2009a, 10). On the other hand, Kicingeri argues for "special agreements on labour migration between the countries of the region" since "the restrictive immigration policies hamper the intraregional flows and thus negatively impact regional economic cooperation and reconciliation among the Western Balkan nations" (2009, 98). In this respect, the laws on foreigners and on their employment are also part of the SAP process. Furthermore, Kupiszewski and Kicingeri (2009b, 105) explain that these countries adopted "restricted approach to immigration and regulate the employment of foreigners through work permits subject to labour market testing or an annual quota system".

Labour Migrants in the Republic of Serbia

After the breakup of the Socialist Federal Republic of Yugoslavia and the ethnic wars on its territory, immigration to former Federal Republic of Yugoslavia and afterwards to Serbia and Montenegro and Serbia is characterised by return of their own citizens (Kupiszewski 2009, 59). During the 1990s among half a million of refugees populated Serbia and more than 210.000 displaced persons migrated from Kosovo and Metohija province (Влада Републике Србије. 2010, 9). In the case of Serbia, large numbers of refugees¹ pose a challenge to labour market (Kicingeri 2009, 93). Moreover, Kicingeri believes that labour immigration to Serbia is insignificant due to several factors: devastated economy after the civic conflicts, transitional processes and high unemployment rate (2009, 93). Nonetheless, the last decade in Serbia, with democ-

¹ According to the Migration Management Strategy (2009), there are around 97.000 registered refugees in Serbia. Using census data from 2002, Penev (Пенев 2006) investigates migratory movements in Vojvodina and concludes that among immigrants dominate refugees from former Yugoslav republics.

raphic changes and Euro-integration process, brought some changes. Pavlov et al. (2008, 3) observe that due to large number of open vacancies and their constant increase and, on the other hand, decrease of working age population,² Serbia became "interesting as an immigration country".

Table 1. Foreigners with permanent residence in the Republic of Serbia in 2010 and 2011, by citizenship.

Citizenship	2010		2011	
	Number of people	%	Number of people	%
Romania	1.681	24,9	1.791	24,6
Bulgaria	294	4,4	308	4,2
Germany	260	3,9	277	3,2
Hungary	126	1,9		
Poland	191	2,8	195	2,6
Other countries of the EU	605	9		
Russian Federation	782	11,6	834	11,5
Moldavia	120	1,8	135	1,9
Ukraine	590	8,9	606	8,3
Macedonia	656	9,7	742	10,2
Croatia	221	3,3		
African countries	82	1,2	413	5,5
Asian countries	521	7,7		
Others	621	9,2	1.971	28,0
Total	6.750	100	7.272	100

Adapted from sources: Ministry of Interior cited Влада Републике Србије 2010, 19 and The Government of the Republic of Serbia (Влада Републике Србије) 2011, 17

However, several authors (Pavlov et al. 2008, 3; Government 2009, 19) notice that, historically viewed, Serbia is country of economic emigration and not vice versa. This goes in line with the fact that low employment and high unemployment rates are typical for Serbian labour market (Pavlov et al. 2008, 27). The authors (Pavlov et al. 2008, 29) furthermore outline basic demands from labour migrants, such as, possession of different levels of education, and propose perspective working areas for them: service and trade, transport, mechanics and construction and textile industry; private sector on temporary basis; South Bačka and Central Banat regions for employment.

² Serbia is among "oldest nations" in Europe. An average age of 41 year puts Serbia on 5th place in Europe (Политика 2011, 11; see Milosavljević and Milenković 2011).

Investigations of Labour Migrants within the Framework of Social Sciences

The issue of labour and, generally speaking, economic, migrants in Serbia is commonly focused towards an analysis of Serbian migrant workers abroad, especially in the EU. On the other hand, according to the latest available data derived from the 2011 census, there are 151.050 temporary migrants in Serbia, clustered mainly in Novi Sad and Belgrade (municipalities New Belgrade and Zvezdara) (Политика 2011, 9).³ As Kicingeri (2009, 91) concludes, while "labour migration did not occupy a very important place in Serbian migration policy in recent years", labour emigration is greater issue for Serbia than labour immigration. However, the question of labour migrants in Serbia, according to our knowledge, remained insufficiently investigated in social sciences. There are some examples familiar to us. For instance, ethnologist and anthropologist, Gordana Blagojević (2008) conducted a research among contemporary Turkish migrants in Serbia and among an NGO, the Serbian-Turkish Friendship Association "Inat" established in 2004. According to the data she collected in 2007, in Serbia reside around 150 Turkish migrants, mostly businessmen with private firms, whose families remained in Turkey.⁴ Using transnational approach, Svetlana Milutinović (2005) researched Chinese entrepreneur *Wink* and his entrepreneurship in Budapest and Belgrade stressing the lack of Chinese migrant analysis and data on them. According to the Ministry of Interior of the Republic of Serbia, Chinese people started to come after 1997 (Milutinović 2005, 153). Visa regime was liberalised in this period but only till 2000 due to frequent illegal Chinese and some other Asian and African immigration to Serbia (Ministry of Interior cited Milutinović 2005, 153). Furthermore, in their joint paper, Wastl-Walter et al. (2011) write about transnational cross-border economic migration of Hungarians to Serbia (region of Vojvodina) and vice versa. Finally, using methods of linguistic anthropology, Sikimić and Ćirković research Vojvodina region. Sikimić (2012) deals with trans-border activity of the Romanian ethnic minority in Banat including their economic migratory activities. On the other hand, Ćirković (Ћирковић 2012) analysed narratives of one representative of economic migrants from Bosnia (Serb from Bosnia) who settled in Banat as a young boy during colonisation of Vojvodina after WWII.

³ See also Cartographic presentations of Territorial distribution of the ethnic communities whose share in the total population of the Republic of Serbia exceeds 0.5% (Hungarians, Romas, Bosniaks, Croats, Slovaks and Monenegrins) (Statistical Office of the Republic of Serbia 2012, 93-101).

⁴ However, former Turkish ambassador in Serbia and Montenegro, Mr. Hassan S. Oktem, declared that around 1.000 Turks live in Serbia (Glas javnosti 2005).

In this paper, we aim to throw some light on current situation on migrant workers in Serbia by reviewing available official governmental data, and using contemporary literature on this topic and information from (semi-structured) interview with Mrs Tanja Pavlov and Mrs Miroslava Jelačić from the NGO, "Group 484", held in March 2013. On following pages, we will correlate national laws with contemporary condition in Serbia in order to point out important issues for further legislation improvement.

Mapping of National Legislation

As far as Serbia is concerned, situation is as follows, and it still needs a lot of improvement.

Serbia restarted its membership⁵ in the International Labour Organization (ILO) in 2000 and ratified 72 ILO Standards.⁶ The most important international conventions are *Migration for Employment Convention*⁷ and *Migrant Workers (Supplementary Provisions) Convention* (Convention concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers),⁸ both ratified in 2000. In 2004, Serbia adopted *International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families*.⁹ However, Serbia still did not ratify it and thus is not obliged to respect it (Krstić 2012, 48).

The Laws Concerned with Labour Migrants's Issue

Migrants are protected by the Serbian *Constitution*¹⁰ from 2006 and have equal rights as Serbian citizens (Article 17).¹¹ Furthermore, several laws are

⁵ It was a member from 1919 till 1992.

⁶ <http://www.ilo.org/budapest/countries-covered/serbia/lang--en/index.htm>; for their review see http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:831205840878579:::P11200_INSTRUMENT_SORT:1.

⁷ http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312242:NO.

⁸ http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312288:NO.

⁹ This Convention was adopted in 1990 and came into force in 2003 (<http://wp2008.ius.bg.ac.rs/klinika01/medunarodni-izvori/medunarodni-izvori/medunarodna-konvencija-o-zastiti-prava-svih-radnika-migranata-i-clanova-njihovih-porodica/>; International Convention (1990).

¹⁰ <http://www.ustavni.sud.rs/page/view/139-100028/ustav-republike-srbije>.

¹¹ There are several exceptions: migrants cannot vote (article 51 (1)), the state is in control of their stay in Serbia (article 39 (3)) (Krstić 2012, 22; Constitution 2006).

specifically and more closely focused on foreigners and labour immigrants in Serbia. First of all, the *Law on Foreigners*, adopted in 2008, regulates the issuance of visas for foreigners, the inflow of foreigners and their (temporary or permanent) residence (Article 1; Government of the RS 2009, 7, 8; Kicingeri 2009, 93). According to this Law and among other possibilities, temporary residence can be approved to the foreigner for work and employment (Article 26 and Article 30; Влада Републике Србије 2011). Secondly, the *Law on the Conditions for the Establishment of Employment for Foreign Citizens* regulates labour of foreigners. According to this Law, foreign citizen can establish work relationship if s/he has permanent or temporary residence and an approval for work relationship establishment (Article 2; see also Article 4 and 5). Since this Law dates from 1978, according to Krstić (2012, 51), it is currently in a procedure of replacement (see 4th section). More important document, concerning this issue are *the Rules on Terms and Conditions on issuing work permits to foreigners and stateless persons*¹² from 2010. The Rules regulate valid labour practice of the immigrants. In order for foreigners to work in Serbia they must have a valid work permit. Before that, foreign citizen must have an approval for a permanent or temporary residence in Serbia issued by the Ministry of the Interior, and a permission to work (Government of the RS 2009, 22; Влада Републике Србије 2010, 22; Влада Републике Србије 2011, 19). These permits are issued by the National Employment Service "in accordance with labour market testing procedure and only when neither Serbian candidate nor a national of countries with which Serbia has concluded bilateral labour agreements¹³ can be found on the local labour market" (Kicingeri 2009, 93; Government of the RS 2009, 22; Влада Републике Србије 2010, 22; Krstić 2012).¹⁴ The employer is responsible for foreign citizens with temporary residence or unsolved residential status. S/he must "submit the claim for employment approval of the foreigner while foreigners with permanent residence in Serbia personally apply for work permit (Pavlov et al. 2008, 53; Government of the RS 2009, 22). However, some categories of foreign workers do not need working permit. Such are managers, specialists and self-employed founders of business (Kicingeri 2009, 93). *The Law on Labour* also regulates the rights, duties and

¹² http://www.podaci.net/_zakon/propis/Pravilnik_o_uslovima/P-unidrs03v1022.html; <http://www.propisi.com/stranci-i-lica-bez-drzavljanstva-mogu-da-rade-i-kodnas.html>.

¹³ According to Kicingeri (Kicingeri 2009, 99-100), Serbia has bilateral labour agreements with Belarus, Libya, Algeria and Germany. For bilateral agreements and conventions in the field of social and health insurance for foreigners (including former SFRY citizen) working in Serbia, see Pavlov et al. (2008, 57-58).

¹⁴ <http://www.pks.rs/PoslovnoOkruzenje.aspx?id=805&p=0>; http://www.podaci.net/_zakon/propis/Pravilnik_o_uslovima/P-unidrs03v1022.html

protection of foreigners working in Serbia and their establishment of working relationship (see Article 2, 18, 29). Foreign nationals are equal to local citizens in regards to rights, obligations and responsibilities, if no other provisions are given by law (Government of the RS 2009, 9). Finally, in relation to migration, one of the last adopted laws (from November 2012) in Serbia is the *Law on Migration Management*.¹⁵ This Law regulates migrations, procedures and authorities, their collection, analysis, organisation etc. including the establishment of a unique system for collecting, analysis, tracking and protection of information.¹⁶ According to the Article 18 of this Law, it is necessary to establish local councils on migration for the purpose of managing migration in the units of local self-government and autonomous region. However, besides defining immigration as "an external migration into the Republic of Serbia which lasts or is expected to last longer than 12 months" in Article 2 (2), all other articles are concerned mainly with the Commissariat for Refugees and Migration (former Commissariat for Refugees) or, in other words, with Serbian Diaspora, suppression of illegal immigrants and readmission of refugees to Serbia.

There are several other laws which also include regulation of foreign citizens living or passing through the Republic of Serbia. *The Law on Health Insurance* (Articles 17 (10) and 29) regulates health insurance of foreign workers and their families. *The Law on Health Care* (Art. 3, 238-242) also regulates health care to foreign citizens. They can be, furthermore, users of services of social protection according to *the Law on Social Protection of the Republic of Serbia* (Articles 6 and 41 (5)) from 2011, and also they are recognised in the *Law on Pension and Disability Insurance* (Krstić 2012, 53-54).

Migration Strategies

The Government of the Republic of Serbia adopted in 2009 the *Migration Management Strategy* as part of wider Euro-integration policies since the official and strategic goal of Serbian government is to join the EU. This strategy gives information and outlines future steps for visa liberalisation,¹⁷ "the integrated border management, the regulated stay of foreigners, mechanisms for the integration of migrants into society, the total protection of their nationals who are to work and stay abroad, as well as an active employment policy" (Government of the RS 2009, 2). In other words, according to the Government of the RS (2009, 4) and Anna Kicingeri (2009, 91), this Strategy is used for imple-

¹⁵ <http://www.kirs.gov.rs/articles/navigate.php?type1=3&lang=SER&id=1836&date=0>.

¹⁶ For detailed and full description see Article 2 (4, 5) and Article 18.

¹⁷ At the end of 2009, Serbia entered the white Schengen list.

menting "the roadmap for the liberalization of the visa regime in response to EU requirements on the further harmonization of Serbian policies in the field of asylum, migration and the visa regime with the EU *acquis*" in the field of migration. For the first time, in 2010, the Government of the Republic of Serbia adopted its *Migration profile* as an instrument for the migration policy management strategies (Влада Републике Србије 2011, 5; see Влада Републике Србије 2010). Moreover, as a supplement and as an extension to *Migration Management Strategy* and Euro-oriented Serbian politics, in 2011 was adopted *the Action plan for the implementation of the Migration Management Strategy* for the period 2011-2012. The overall objectives of this Plan are application of migration flows in Serbia, strengthening of strategic, legal and institutional framework on migration and protection of migrants (see Влада 2011). In a nutshell, the Action plan proposes improvement of records on foreigners in Serbia and cooperation with international institutions on migrations. In the case of foreign workers in Serbia, the Plan proscribes that it is "necessary to establish an employment policy of foreigners in accordance with the market needs and principles of freedom of movement of work force", "to research to hire foreigners as seasonal labourers" and to draft a new law on labour conditions and employment of foreigners. Another document related to migration strategies is *Communication strategy to increase public awareness of the needs and problems of migrants*¹⁸ by the Coordinating Body for the Monitoring and Management of Migration published in February 2012. The aim of this strategy is in accordance with its name — to raise awareness among the public on rights, needs and problems of the migrants. However, this Strategy is centred towards refugees and here migrants are almost equalised with refugees.

From 2004-2007, according to the National Employment Service data, in Serbia around 1.000 to 1.700 work permits a year have been granted to foreigners, mostly to Macedonians, citizens of Bosna and Herzegovina, Romanians, Bulgarians, and out of SEE countries to Chinese, Russians, Greeks, British, Slovenians, Italians, Austrians, Americans, French, Ukrainians, German and Hungarians (Pavlov et al. 2008, 3, 37). In other words, labour migrants come from less developed countries of the region, such are Macedonia and Bosnia and Herzegovina and from China, Russia and Greece (Pavlov et al. 2008, 37). In details, in 2006 were issued 1.699 work permits to foreigners, in 2007 1.721 and in 2008 2.226 which is still very low (Government of the RS 2009, 3, 22). As far as requests for residence are concerned in 2008, according to the Ministry of Interior's data, the most applicants come from China, Romania and Macedonia (Government of the RS 2009, 22). For the period 2006-2008 can be said that working immigrants were mostly men (over 70% are employed in foreign representative offices, banks, construction, trade etc.); target working place was

¹⁸ http://www.kirs.gov.rs/docs/Komunikaciona_strategija.pdf.

Belgrade (73%); majority workers came from China, Macedonia, Bosnia and Herzegovina and Russia; mostly without educational qualifications (about 60%) or without diplomas validated in Serbia (Government of the RS 2009, 22; see Krstić 2012). In 2009 were issued 2.490, in 2010 2.576 and in 2011. 2.573 new work permits to foreigners (Влада Републике Србије 2011, 13, 20; see Влада Републике Србије 2010, 16; Krstić 2012, 49). According to the Ministry of Interior's data, while in 2010, connecting family was dominant reason for applying for temporary residence, in 2011, main reason was for work purpose. At the end of 2011, there were 7.213 (41 %) approved temporary residence due to work or 47, 1% (Влада Републике Србије 2011, 13, 17, 19).

Table 2. New work permits issued to foreigners per annum (2006-2011)

2006	1.699
2007	1.721
2008	2.226
2009	2.490
2010	2.576
2011	2.573

Adapted from sources: Pavlov et al. 2008; Government of the RS 2009; Government of the RS (Влада Републике Србије) 2011; Krstić 2012

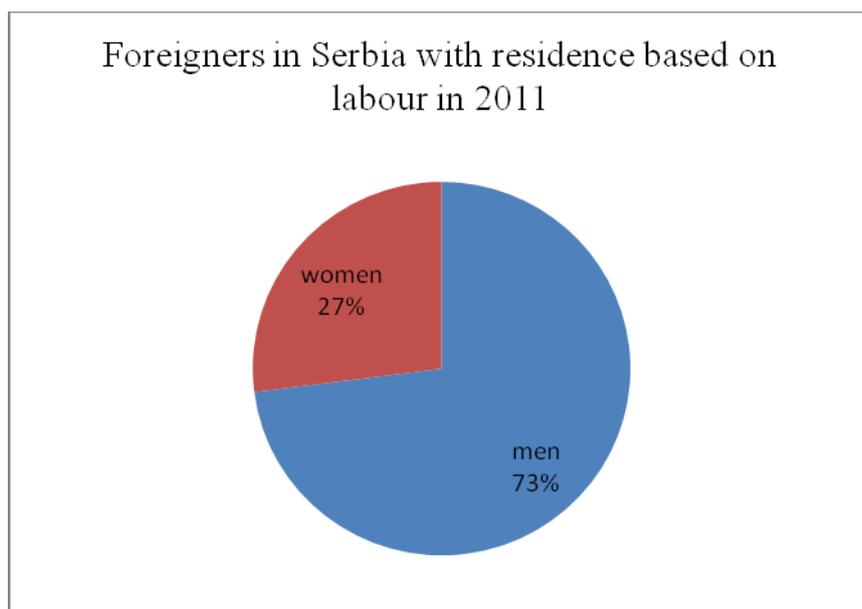
Table 3. Temporary residence permits on the basis of work issued for the first time in 2010 and 2011, by citizenship

Citizenship	2010.		2011.	
	Number	%	Number	%
Other EU members	652	26,0		
China	454	18,1	604	20,07
Bosnia and Herzegovina	159	6,3	268	8,93
Croatia	242	9,6	220	7,31
Italy			186	6,18
Russian Federation	187	7,4	174	5,78
Bulgaria	147	5,9		
Romania	126	5,0		
Poland			107	3,55
Macedonia			87	2,89
Others	545	21,7	1.363	45,29
Total	2.512	100	3.009	100

Source: Ministry of Interior cited Влада Републике Србије 2011, 14

On the other hand, it is estimated that there are more foreigners in the Republic of Serbia who are engaged without establishing work relationship, in other words, who do not need a work permit (Влада Републике Србије 2011, 20). As in 2010, likewise in 2011, the most work immigrants came from China (catering and trade). Except from China, at the end of 2011, the most labour migrants were from Russia (management in oil industry and banking sector), Macedonia (construction works, agriculture, and craft business) Bulgaria, Bosnia and Herzegovina (construction works, agriculture, and mining), Croatia (trade, economy sector), Italy and Romania (agriculture) (Влада Републике Србије 2011, 14, 19).

Among labour migrants, men (5.250 or 73 %) are dominant to women (1.963 or 27%) (Влада Републике Србије 2011, 19, 20).



Source: Влада Републике Србије 2011, 19

Relevant Actors in this Field

There are only several governmental actors dealing with work foreigners in Serbia such as the *Ministry of Interior* (the stay of foreigners), the *Ministry of Economy and Regional Development* (the employment in the country and

abroad; proposing and monitoring the implementation of strategies in the field of migration in the labour market; the conclusion of contracts of employment with foreign employers, and other contracts related to employment; the harmonisation of European legislation and standards in the field of employment and monitoring the implementation of international conventions etc.) and the *Coordinating Body for the Monitoring and Management of Migration* (the guidance on the operations of ministries and special organisations in defining goals and priorities of the migration policy; the guidance on the operations of ministries and special organizations in the monitoring and management of migration) (Government of the RS 2009, 11-14; Влада Републике Србије 2010, 76).

In the field of social sciences, it is important to stress one of the projects of the *Institute of the Balkans studies* of the Serbian Academy of Science and Arts "Language, folklore, migrations in the Balkans" which deals with migration and mobility in the Balkans, including labour migrants in Serbia.¹⁹

According to our knowledge, there are not many non-governmental organizations or trade unions working with migrants and, specifically, with labour migrants. Therefore in this, preliminary, phase of our research, we could only talk with representatives from one NGO, Mrs Tanja Pavlov and Mrs Miroslava Jelačić from the "Group 484". This NGO is founded in 1995 with an aim to improve position of refugees and forced migrants from Croatia, Bosnia and Herzegovina and Kosovo and Metohija to Serbia. However, they also work with asylum seekers and economic migrants. "Group 484" is the only one from the Western Balkans region included in international research of Migrant integration policy index (MIPEX)²⁰ with an aim to investigate development of migration integration policies.

Key Issues of Concern

According to the *Migration Management Strategy* issued by the Government (2009, 23) "divided authority over the issuance of residential permits and working permits for foreigners between the Ministry of Interior and the Ministry of Economy and Regional Development" represents major problem "for successful monitoring of migration and implementation of appropriate measures". The Government (2009, 23) finds it necessary to "merge the data observation on residential permits issued (and the basis for their issuance) and the number of issued working permits. In 2011, the Republic of Serbia improved institutional framework for migration management, constituted new bodies such as Department of migration politics, diaspora and social agreements and Department for

¹⁹ <http://www.balkaninstitut.com/eng/language-folklore-migrations-in-the-balkans>.

²⁰ See for details <http://www.mipex.eu/>.

visa politics, both part of the Ministry of Foreign Affairs, continued with education and building capacity of official bodies dealing with migration (Влада Републике Србије 67-68). Moreover, the Government adopted the *Law on Migration Management* in 2012 with an aim to improve coordination of migration policies. In practice, however, are visible many gaps in migration management. The Government of the Republic of Serbia (2011, 65, 66, 68) outlines most important areas for an improvement of migration strategies:

- a) Institutional capacity building and education in migration areas.
- b) Continuation with EU legislation harmonisation and innovation of current laws and regulation.
- c) Analysis of EU policies and following global trends in the migration area.

Another great issue, which is, at this stage, unsolvable for us, is the question of implementation of adopted laws and strategies.

One of the newest projects in the field of migration was "Capacity Building of Institutions Involved in Migration Management and Reintegration of Returnees in the Republic of Serbia" which also resulted with textbook by Irena Krstić (2002) from the Law Faculty in Belgrade. According to project team, the goals were to support governmental institutional framework for migration in accordance with the EU laws and to strengthen institutional capacity on central and local levels in order to achieve EU standards in migration monitoring, readmission and reintegration of returnees. Krstić (2012, 48, 132) proposes next steps for the government:

- 1) The state should in due course ratify *the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families*.
- 2) Introduction of classes of Serbian language and mother tongue for the children of the working migrants.
- 3) National Employment Service should organise programs of re-qualification or new qualification for families of the foreign migrants.
- 4) The state should encourage private pension programs.
- 5) Introduction of national database on free working places

Representatives from the Group 484 stress the insufficiencies and gaps of statistical data. Many foreigners are self employed and they do not need work permit while there are many who work illegally. In this manner, "they remain invisible for statistics", says Mrs. Miroslava Jelačić. Moreover, Mrs. Tanja Pavlov is concerned with the issue of unemployed foreign women. She points out that validation of diploma for foreigners costs twice as for the Serbs. "Perhaps the education degree is low due to inability for these men and women to validate their diplomas". Another great issue is the *Law on the Conditions for the Establishment of Employment for Foreign Citizens* which

is outdated. According to Mrs. Pavlov the draft of new law is withdrawn from Parliament. Mrs. Jelačić reminds that currently nothing is stated on this issue. "The adoption of new Law is something that we [democratic government] have promised for visa liberation".

Furthermore, the Republic of Serbia, comparing to its emigration potential, does not represent interesting working destination for immigrants, except for the refugees or displaced people from Croatia, Bosnia and Herzegovina and Kosovo and Metohija. Comparing to the countries in the region, such as Montenegro, Croatia and Slovenia, Serbia is still not "attractive area for employment of foreigners" except for Chinese economic migrants (Влада Републике Србије 2011, 20; Влада Републике Србије 2010, 55). However, according to Mrs. Jelačić, this issue is relative and changes with Euro-integrations. She believes that the country will become more attractive for economic and other migrants with closer relationships with the EU. "It is another question will our authorities realize the possibilities to use their capacities [capacities of migrants] and put them into function of improvement and economic prosperity of the country". On the other hand, Mrs. Jelačić says that we should bear in mind the impracticality to compare Serbian migration strategies with the EU standards and the impossibility of expectation that Serbia adopts and implements all EU standards in short period of time. "We are faced with standards of the countries who were building their migratory policies or some specific segments or 10, 15 or 20 years or longer".

To conclude, as it was previously said, Serbian policies are more focused toward its Diaspora and its emigrants. In the case of foreign citizens in Serbia, policies are mainly concentrated towards suppression of illegal immigrants and inclusion and readmission of refugees. It remains general impression, supported with the opinions of the Group 484 representatives, that migrants and labour migrants are still *not attractive as a research topic* in Serbia.

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Uslovi rada stranih migranata u Republici Srbiji.
Preliminarna perspektiva

Problemi stranih radnih migranata ne zauzimaju značajno mesto u politici Vlade Republike Srbije. Politika Vlade je pre svega usmerena ka problemima dijaspore i srpskih radnih migranata u inostranstvu. Što se tiče nacionalne politike prema strancima, ona se s jedne strane bavi suzbijanjem ilegalnih imigranata, a s druge strane inkluzijom i readmisijom srpskih izbeglica. Međutim, u Srbiji je neophodan razvoj migratornih politika budući da one čine deo nacionalne strategije evrointegracija. Stoga smatramo da je izuzetno važno da se privuče pažnja i na ovaj aspekt problema migracija, odnosno na problem stranih radnih migranata u Srbiji. U ovom tekstu nastojale smo da damo osnovni pregled procedura, zakona i migratornih strategija koje postoje unutar nacionalne politike, ističući nedovoljnost i manjkavost u tretiranju pitanja stranih radnih migranata.

Ključne reči: strani radni migranti, Srbija, politika Vlade, zakoni i nacionalna legislatura, nerešeni problemi

Condition des travailleurs immigrés dans
la République de Serbie. Perspective préliminaire

La question des travailleurs étrangers immigrés en Serbie n'occupe pas une place très importante dans les politiques gouvernementales serbes. Ces politiques sont principalement concentrées sur la diaspora serbe et les travailleurs serbes immigrés à l'étranger. Inversement, les politiques nationales concernant les étrangers en Serbie sont généralement concentrées sur la suppres-

sion des immigrés illégaux et l'inclusion et la réadmission des réfugiés serbes. Le développement des politiques migratoires serbes fait partie de la stratégie nationale d'intégration euroéenne. C'est pourquoi nous estimons qu'il est pertinent d'attirer l'attention sur ce sujet. Dans cet article nous donnons une esquisse des procédures nationales de législation de base, des lois et des stratégies migratoires, puis un aperçu des principaux corps nationaux et autres. En outre, nous nous concentrons sur les insuffisances dans le traitement des problèmes des travailleurs immigrés en Serbie.

Mots-clés: travailleurs étrangers immigrés, Serbie, politiques gouvernementales, lois et législation nationale, questions non résolues

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