

PROPOSAL TO DEVELOP THE ROADMAP

To eliminate child labour including its worst forms in the Republic of Serbia: 2018-2022

Belgrade, 2018

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ABBREVIATIONS

CL	CHILD LABOUR
CLEAR	COUNTRY LEVEL ENGAGEMENT AND ASSISTANCE TO REDUCE CHILD LABOUR
CSO	CIVIL SOCIETY ORGANIZATION
CSP	CENTER FOR SOCIAL POLICY
CSW	CENTER FOR SOCIAL WORK
DPF	DEVELOPMENT PARTNERSHIP FRAMEWORK
EU	EUROPEAN UNION
ILO	INTERNATIONAL LABOUR ORGANIZATION
LAP	LOCAL ACTION PLAN
MICS	MULTIPLE INDICATOR CLUSTER SURVEY
MOI	MINISTRY OF INTERIOR
MOLEVSA	MINISTRY OF LABOUR, EMPLOYMENT, VETERAN AND SOCIAL AFFAIRS
NAP	NATIONAL ACTION PLAN
NGO	NON-GOVERNMENTAL ORGANIZATION
SDG	SUSTAINABLE DEVELOPMENT GOALS
UN	UNITED NATIONS
UNICEF	UNITED NATIONS INTERNATIONAL CHILDREN'S EMERGENCY FUND
UNCRC	UNITED NATIONS CONVENTION ON THE RIGHTS OF THE CHILD
USDOL	US DEPARTMENT OF LABOUR

INTRODUCTION

place from August to mid-November 2017.

additional efforts to integrate existing policies, and its global Roadmap for Achieving the Elimination laws, and various stakeholders' plans into a single of the Worst Forms of Child Labour by 2016, as well as framework that will allow more efficient and effective documents and recommendations made by the ILO's action to protect children and prevent and eliminate CLEAR Project, provided the basic set of guidelines in child labour, including its worst forms.

The Roadmap to Eliminate Child Labour, including its The Roadmap was developed under the International Worst Forms, in the Republic of Serbia ('Roadmap'), Labour Organization's (ILO) Project titled Country intending to cover a five-year period from 2018 to 2022, Level Engagement and Assistance to Reduce (CLEAR) is a document encompassing activities designed to Child Labour, financially supported by the United promote the prevention and elimination of child labour. States Department of Labor. This project is a part of It has been harmonized through consultations with key the Decent Work Country Programme for Serbia 2013stakeholders - line Ministries, national councils, social 2017, implemented by the ILO in cooperation with the partners¹ and civil society organizations - that took Serbian Ministry of Labour, Employment, Veteran and Social Affairs.

The complexity of the issue of child labour requires International documents, including ILO Conventions shaping the structure and contents of the Roadmap.

ILO Convention No. 182, adopted in 1999, defines the worst forms of child labour² as 'a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.'

According to the 1989 United Nations Convention on the Rights of the Child (UNCRC), all forms of physical or mental violence, injury or abuse, neglect or negligent treatment that are harmful to or injure the physical, mental, and moral integrity of a child constitute violations of a fundamental right of the child - the right to life, survival and development. The provisions of the UNCRC protect the child from physical or mental violence, injury or abuse, neglect or negligent treatment (Article 19); economic exploitation (Article 32); all forms of sexual exploitation and sexual abuse (Article 34); abduction, sale, or trafficking (Article 35); all other forms of exploitation prejudicial to any aspects of the child's welfare (Article 36); and inhumane and degrading treatment or punishment (Article 37).

Apart from the clearly defined worst forms of child substantial difficulties for the education of the child, labour and economic exploitation, regarded as a form and/or seriously limits the use of leisure time by the of violence against children, child labour also includes child, including the worst forms of child labour comes hazardous work performed by children,3 as well as under the term of child labour and is used with that undesirable child labour and illicit child labour

meaning in this document.4

mentally, socially or morally harmful to the child, its worst forms, requires committed and synchronized that constitutes economic exploitation of the child, action by all relevant segments of society and institutions, prevents the child from attending school, or creates social partners and the civil society. The requirement

Work performed by a child that is physically, The complexity of the issue of child labour, including

¹ Through the Social and Economic Council of the Republic of Serbia (comprised of trade unions, employers and the Government tripartite dialogue).

² ILO Convention No. 182

³ Hazardous work performed by children is comprehensively defined in Chapter II: Hazardous Work of the 1999 Worst Forms of Child Labour Recommendation No.190, which supplements ILO Convention No. 182.

Appropriate employment of a child in household work or work outside the home during school holidays allowing the child to earn income for their personal use, i.e., work appropriate to the age of the child and its physical and mental abilities, that hinders neither the child's education nor use of leisure time, cannot be considered child labour.

to respect and protect the rights of all children without all the relevant stakeholders at both the national and exception reflects the complexity of the matter and at the local level. The consultations on the Background the same time poses the key challenge.

From the perspective of the United Nations (UN) Development Agenda, Sustainable Development Goals (SDGs) 2016-2030, eliminating child labour requires 23 November 2013. a holistic approach and the creation of policies in healthy lives and promoting well-being, followed by ensuring inclusive and quality education for all children (including lifelong learning), to reducing inequality. Goal 8.7 refers to forced and child labour and effective measures to eradicate forced labour, end prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms'.

The proposed Roadmap is based on recommendations put forward in the Background Document for Facilitating Consultations on the Roadmap to Eliminate Child Labour including its Worst Forms ('Background Document') and the recommendations and suggestions made during the consultation process. The measures proposed in the Roadmap that have been The Background Document was developed using aligned through a consultation process are focused the Review of the Existing Policies, Strategies, and Programmes with Recommendations on how to including its worst forms, and on interventions aimed Integrate the Child Labour Component into Existing at timely identification (detection) and rehabilitation Policies, Programmes and Referral Systems), prepared of children exposed to child labour (children victims under the CLEAR Project, as well as other CLEAR of child labour). documents, other research and information. The Background Document was improved, aligned, and

vetted through the consultative process that involved

Document, and, subsequently, the Roadmap took place between August and November 2017.5 The Roadmap proposal was additionally improved as well as validated, during the Validation Workshop, held on

achieving the SDGs, from ending poverty, ensuring The proposed measures/policies pertain to specific activities in areas relevant for eliminating child labour. Improvements to the system for the prevention and elimination of child labour have been considered from the perspectives of legislative and strategic frameworks and sets out the following objective: 'Take immediate in the judiciary, law enforcement, education, social protection, and employment structures. Emphasis was modern slavery and human trafficking and secure the placed on particularly vulnerable groups of children, especially girls, at risk of child labour.

> Reduced prevalence of child labour is the overarching goal of the Roadmap. Attainment of this goal is intended to contribute to lowering the magnitude of child labour over a five-year period through the implementation of a set of activities/measures and engagement by all relevant stakeholders.

> on creating preconditions to prevent child labour,

4

⁵ Participants in these consultations are listed in the Annex.

Global trends and good practices

school; activities aimed at increasing parental requisite services for children at risk of child labour, defined by the ILO. as well as training to raise parental awareness of this phenomenon.

A number of circumstances are recognized internationally as increasing the likelihood of child labour: these include living in rural areas or regions with lower per capita GDP, lower parental education and skills, lower education quality and living in some of the policies that have been yielding results families with working mothers and no older siblings. Economic hardships, along with unemployment and informal economy, are viewed as predisposing factors for child labour.

The UN Sustainable Development Agenda emphasizes the need for a holistic approach to the problem of child labour, including legislation, accessibility of education for all children, social protection for families, and labour market policies, in an effort to eliminate child labour by 2025.

Good international practice calls for mainstreaming of measures to prevent, address and protect children from child labour, including its worst forms, into existing national policies and strategies that are Services such as shelters, medical care, psychological designed to promote the overall situation of children and that can have both a direct and indirect impact on the elimination of child labour.

On a global scale, traditional strategies to address Experience from across the world has shown that child labour, such as setting minimum working linking financial and in-kind social assistance with age thresholds, prescribing mandatory education, access to education and social and healthcare services prohibiting night work, and the like, have been can be a particularly efficient means of addressing the supplemented by a number of innovative measures, issue of child labour. Measures considered suitable such as: a variety of programmes aimed at children for mitigating vulnerability include: protection from who fall behind at school; incentives for attending unemployment, employment schemes, disability allowances, maternity leave benefits, and social income; rehabilitation programmes that facilitate pensions. All these measures are, in essence, social integration and access to education and other fundamental elements of levels of social protection as

> Coupled with dropout prevention programmes, school-to-work transition efforts, synergies between education and employment, including monitoring of labour market trajectories and linking of professional training with protection from child labour are only globally. Some countries have imposed limits on work by children to eight hours per day and 40 hours per week for professional training and have restricted light work on family farms to three hours per day,6 whilst others have mandated oversight to guarantee safety for young people in professional training.⁷

> Child labour can also be addressed through increasing social protection levels; promoting preventive measures, financial assistance and social services, and government loans; developing labour inspection services, labour market policies and tax incentives; and incentivising education, professional training, employable skills and greater access to employment.

> counselling, legal aid, fostering and re-integration assessment and monitoring are seen across the globe as crucial for successful social inclusion and protection of children who are victims of the worst forms of child labour.

Germany.

Slovenia.

1. OVERVIEW OF THE CURRENT SITUATION AND KEY NATIONAL CHILD LABOUR POLICIES AND STRATEGIES

A holistic approach to child labour involves the implementation across all segments of society. The labour. It entails synchronization of policies and their market, and includes key recommendations.

creation of preconditions to prevent child labour and following chapters provide a brief overview of the the design of interventions for timely identification principal national child labour policies and strategies and rehabilitation of children exposed to child in the fields of education, social protection, and labour

1.1 Monitoring child labour, including its worst forms

insufficiently researched and analysed in Serbia. key difference between the general population and the

(MICS)* show that some 10 per cent of children aged 5 higher of Roma children working under hazardous to 17 are involved in an economic activity for a number conditions (children from Roma settlements). of hours that would classify their work as child labour. Half of all children involved in child labour in Serbia Boys are more likely to be involved in such child labour, are not enrolled in education. Enrolment is much as are children from non-urban areas and children lower for children from Roma settlements, particularly living in the regions of Šumadija and Western Serbia.

subjected to child labour than girls (8 per cent vs. 2 per cent, respectively). There is also a difference in According to the findings of the Rapid Assessment in child labour. Hazardous work is performed by 4 per active. Half of these activities can be considered as

Child labour, including its worst forms, remains cent of Roma children living in Roma settlements. The Roma lies in the involvement of children aged between Findings of the 2014 Multiple Indicators Cluster Survey 12 and 14 in hazardous work, with a share five times

for those working under hazardous conditions.

Most children who perform an economic activity Only a small number of children active in the labour classified as child labour come from the poorest market can be captured by the Labour Force Survey families (9.3 per cent), whilst 3 per cent of children (data include children aged 15 to 17), so some indicators work in hazardous conditions: this is primarily true must be treated with caution. A review of the key labour of boys and children from poor households (MICS, market indicators shows that children aged 15 to 17 2014). Some 5 per cent of children from urban areas are insignificantly active in the labour market and that are involved in child labour, as opposed to 16 per cent the rate of their involvement increases with age (for of children from non-urban communities. Children instance, the activity rate for children aged 15 stood at whose mothers have only primary education are more 2.5 per cent, rising to 2.9 per cent for those aged 16, and likely to be involved in child labour (17 per cent), as 5.1 per cent for children aged 17). The inactivity rate is are children from families living in poverty (15 per greater for girls than for boys; children in urban areas cent). Some 5 per cent of children aged 5 to 17 from are more likely to be inactive; and those active are most Roma settlements are involved in work classified as commonly engaged in unpaid work for informal familychild labour (MICS, 2014). Boys are more likely to be run businesses or households in the agriculture sector.

involvement in child labour between Roma children of Child Labour in Agriculture in Serbia¹⁰, conducted living in urban areas (4 per cent) and non-urban areas on a relatively small sample of 296 households (9 per cent). As in the general population, 9 per cent of with 498 children aged 15 to 17, more than half Roma children from the poorest families are involved of the total number of children (51.2 per cent) are

⁸ UNICEF's 2014 Multiple Indicators Cluster Survey. The Child Labour module was administered for children aged between 5 and 17 and included questions on the type of work a child did and the number of hours he or she was engaged in it. Data were collected on both economic activities (paid or unpaid work for someone who is not a member of the household, work for a family farm or business) and domestic work (household chores such as cooking, cleaning or caring for children, as well as collecting firewood or fetching water). The module also collected information on hazardous working conditions. In addition, a threshold was applied for each age group for the number of hours a child could perform economic activity without it being classified as child labour.

⁹ Law Ratifying the International Labour Organization Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour and International Labour Organization Recommendation No. 190 concerning the prohibition and immediate action for the elimination of the worst forms of child labour (Official Gazette of the Federal Republic of Yugoslavia - International Treaties, No. 2/03).

¹⁰ Secons group for development initiative, Belgrade, November 2017.

of the total sample. The Assessment indicates that indicators are not defined, which makes it more temporary work in family-run farms performed by difficult to design policies and measures for the children aged 5 to 11 constitutes one half of the 24.5 elimination of child labour, including its worst forms. per cent share, but these activities do not jeopardize school attendance and/or normal development of these children. However, the length and frequency of these activities increase with the child's age. The other half (of the 24.5 per cent share) is constituted by older children who are involved in hazardous work activities and inadequate working conditions that can be qualified as child labour.

There is no framework in Serbia for monitoring

child labour, which gives the rate of 24.5 per cent the prevalence of child labour: data collection and

Key Recommendations

Establish a reliable system to monitor data on the nature and extent of child labour, including its worst forms, and align record-keeping systems utilized by different institutions.

1.2 Institutional framework for the coordination of measures to eliminate child labour, including its worst forms

The ILO Worst Forms of Child Labour Convention, 1999 (No. 182), requires country signatories to establish or designate mechanisms to monitor the implementation of national provisions for the prohibition and elimination of the worst forms of child labour. Although the Republic of Serbia ratified Convention No. 182, it is yet to establish a designated national body whose mandate would explicitly include the monitoring of child labour (in particular of its worst forms), policy coordination and monitoring of the implementation of strategic documents related to the prevention and protection of children from child labour.

In Serbia numerous bodies have been established, whose mandates include the coordination of policies and measures aimed at improving the position of children in general (including children from minority groups and children who are victims of violence or human trafficking); these bodies are very important resources in coordinating policies and implementing measures to eliminate child labour, including its worst forms.

• The mandate of the Serbian Government's Council for Child Rights includes initiating measures to align policies of the Serbian Government in areas pertaining to children and young people and monitoring the exercise of children's rights, as well as the protection of children as envisaged under the UN Convention on the Rights of the Child. However, no specific emphasis is given to child labour or any particular activity in this regard. The Action Plan for negotiating chapter 23 (Judiciary and fundamental rights) of the European Union acquis envisages intensifying the work of the Council for the Child Rights to

achieve a higher level of coordination between all state bodies responsible for the implementation of strategic documents in the field of the rights of a child.¹¹ In view of the Council's mandate, the recommendation made in the Roadmap is for the Council to be designated as the national mechanism which would initiate, monitor, and coordinate policies and measures to eliminate child labour, including its worst forms.

- · The Anti-Trafficking Council is an important coordinating body whose mandate covers labour exploitation, forced labour, and worst forms of child labour, but does not explicitly deal with all aspects of child labour.
- · The Centre for Protection of Victims of Human Trafficking has emerged as a major stakeholder due to its organized approach, clear programmes, and numerous activities which it coordinates. However, not all preconditions for its optimal operation have been put in place. Limited human and financial resources make identifying victims of human trafficking a challenging task. The Centre's shelter for children victims of human trafficking is yet to be created.
- · The Serbian Government's Office of Human and Minority Rights is tasked with 'technical duties as required by the Government and line ministries that pertain to the protection and enhancement of human and minority rights; monitoring alignment between Serbian legislation and international treaties and other international legal documents concerning human and minority rights, and

¹¹ Action Plan for Chapter 23 (Judiciary and fundamental rights), p. 211.

initiating changes to national legislation (...)'.12 The Office is involved in initiating measures to further advance children's rights.

- The National Anti-Trafficking Coordination Office ¹³ at the Serbian Ministry of Interior has the mandate to 'monitor, coordinate, supervise, and guide aimed at combating human trafficking'. This coordinating body plays a particularly important role in advancing activities defined under the Serbian strategy to prevent and combat trafficking in human beings, especially women and children, Action Plan).
- The Council to Combat Family Violence monitors implementation of the Law on the Prevention of Family Violence with the aim of addressing in a timely fashion any shortcomings and misunderstandings that arise in practice. This Council could also prove a major asset in tackling child labour.
- The Council for Monitoring and Advancement of Criminal Procedures and Sanctions against Minors was established in 2009 at the initiative of the Ministry of Justice, as envisaged under the Law on Underage Perpetrators of Criminal Offences and Criminal-Law Protection of Underage Persons (Official Gazette of the Republic of Serbia, No. 85/2005). The Council's remit comprises monitoring the implementation of provisions of laws and byelaws and initiating their amendment; it could prove a major resource for implementing national provisions for the prohibition and elimination of the worst forms of child labour.15 This council is not yet functional.
- The Parliamentary Committee on the Rights of the Child, tasked with ensuring that Serbian legislation complies with international norms and standards and with monitoring its implementation,

and the Deputy Ombudsman for Children's Rights (at the Ombudsman's Office) are two entities that could, each within its own mandate, professionally contribute to collaboration and coordination efforts aimed at ensuring full application of ILO Convention No. 182.

the implementation of measures and actions A holistic approach to this area requires the institutionalization of a broad-based national coordination effort to include monitoring of child labour prevalence and of implementation measures to eliminate child labour, including its worst forms. In line with this and in order to achieve greater efficiency, the and protect its victims14 (and the accompanying mandate of an existing national body/council could be extended to include coordination and monitoring of implementation of measures designed to eliminate child labour, including its worst forms.

- Establish/define a national coordinating mechanism to monitor child labour prevalence, coordinate policies and monitor the implementation of measures designed to prevent and protect children from child labour, including its worst forms, and which would ensure the implementation of relevant strategic documents and action plans.
- Improve coordination between all relevant institutions at the national level in the implementation of policies and measures designed to eliminate child labour, including its worst forms.
- Increase the level of communication and information exchange through improved collaboration of the institutions including civil society organizations and promotion of activities to prevent child labour, including its worst forms.

¹² See www.ljudskaprava.gov.rs/ and the Serbian Government's Regulation on the Office of Human and Minority Rights (2012).

¹³ Available online at http://mei.gov.rs/upload/documents/pristupni_pregovori/pregovaracke_pozicije/Ch24%20Negotiation%20 position.pdf.

¹⁴ Information Booklet of the Ministry of the Interior of the Republic of Serbia, 2016.

¹⁵ The ILO's Worst Forms of Child Labour Convention, No. 182, requires signatories to establish or designate mechanisms to monitor the implementation of national provisions for the prohibition and elimination of the worst forms of child labour.

1.3 Strategic framework

In the period from 2002 to date, the focus has been protection of children from child labour. on the development of the national framework for the (and institutions), strategies and national plans, as process is still ongoing.

document that encompasses almost all activities in favour of children, was adopted in 2004 for the period by existing financial social and child assistance; from 2005 to 2015. It defines the following priority establishing a system to record and monitor child actions: poverty reduction, quality education and better healthcare for all the children, improvement of the situation and rights for children with disabilities, protection of the rights of children without parental care, and protection of children from violence, abuse to detect child labour and protect children from and exploitation. The NAP served as a foundation for the development of the Local Action Plans (LAPs) for Children. However, it should be noted that since its adoption, NAP progress reports and follow up/ evaluation of the implemented policies and measures have never been produced. Analysis of the financial never been conducted.

In May 2017, the Serbian Government and the UN Country Team in Serbia signed the Development Partnership Framework (DPF) 2016-2020, based on key national development priorities formulated through a consultation process that took place during 2014 and 2015. The DPF is compliant with strategic reform processes in the Republic of Serbia which are being carried out according to the country's priorities with regard to the European integration process and the UN Sustainable Development Goals. The Reference framework for prevention, elimination, and protection of children from child labour, including its worst forms, is being put into effect through the protection and advancement of children's rights as envisaged in the Action Plan for Chapter 23 (Judiciary and fundamental rights), the Economic and Social Reform Programme, The Strategy for prevention and protection from and the Economic Reform Programme 2017-2019.

The Strategy to prevent and protect children from violence is being developed. The Roadmap recommends incorporating a definition of child labour, including its worst forms, in the set of definitions children through legal and regulatory reforms. This of violence against children; doing so would extend is especially important for combating discrimination the Strategy's coverage to include prevention and of Roma children, refugee and internally displaced

protection of child rights: development of a system Drafting of the Social protection development strategy will also commence in 2018. It is particularly well as monitoring and evaluation procedures. This important that this strategy include objectives and activities relevant for preventing and eliminating child The National Action Plan (NAP) for Children, a labour as envisaged in the Roadmap, namely: ensuring greater coverage of the poorest families with children labour and provide early warning across all relevant services of Centres for Social Work (CSWs) and local governments; supplementing minimal standards for social protection services by adding features designed this abusive practice; continuous development of professional competences of social workers and social protection associates; and advancement of the system of community-based social protection services.

The 2019-2020 Action Plan to implement the effects of the NAP, as well as analysis of allocations Strategy for Roma inclusion 2016-2025 ought to be from local budgets for LAPs' implementation have enhanced insofar as to pertain to actions addressing child labour, including actions aimed at preventing early (child) marriage and suppressing the worst forms of child labour. The current 2017-2018 Action Plan to implement this Strategy already explicitly requires the development of a number of activities intended to provide support to children working in the street.16

> The Strategy for Occupational Safety and Health, 2013-2017¹⁷ is assessed as a significant strategic document as regards the area of child labour due to the issues it raises, including the need for greater control over the informal economy, where safety (and health) standards are not fully implemented. The accompanying action plan, however, does not contain measures or policies that could contribute to eliminating child labour.

> discrimination of 2013 is dedicated to combating discrimination and improving the position of vulnerable groups, including children. The goal of this Strategy, regarding child rights, is to address discrimination and discriminatory practices towards

¹⁶ www.ljudskaprava.gov.rs/sr/press/saopstenja/vlada-usvojila-akcioni-plan-za-primenu-strategije-za-socijalno-ukljuchivanje-roma-i [in Serbian].

www.minrzs.gov.rs/files/doc/bezbednost/Strategija%20bezbednosti%20i%20zdravlja%20na%20radu%20u%20RS%20za%20 period%20od%202013%20do%202017.pdf.

children, as well as children who are victims of violence Apart from intersectoral cooperation, partnership is and exploitation.

The current **Strategy to prevent and combat trafficking** in human beings, especially women and children, and protect its victims focuses on the protection of children who are victims of human trafficking.

they provide the framework for mainstreaming the Roadmap measures. Therefore, these measures can be incorporated into the national strategies currently in progress or envisaged for revision.

One measure proposed in the Roadmap that ought to be incorporated into the following relevant strategies pertains to the definition of intersectoral cooperation in preventing and eliminating child labour as a strategic objective: Strategy to prevent and protect children from violence; Social protection development strategy; Strategy to prevent and combat trafficking in human beings, especially women and children, and protect its victims; Education Development Strategy; Strategy for Roma inclusion; Strategy for safety and health care in the workplace; Strategy for Occupational Safety and Health; Strategy of public health, and envisaged National Action Plan for Children and National Action Plan for Youth.

essential between:

- Governmental and the non-governmental sector (state and non-state sector), and
- National and local level in implementation of sectoral and intersectoral policies and programmes.

The existing national strategies do not include objectives Participation of children and youth in the process of or measures that explicitly address child labour, but policy making is of great importance for the prevention of child labour.

Key Recommendations

Measures defined in the Roadmap are mainstreamed into strategies and action plans relevant for the improvement of the overall situation of children in Serbia. Further development of partnerships is of utmost importance through improving cooperation between sectors, between state and non-state sector (governmental and non-governmental sector) and between national and local level in the implementation of policies addressing the protection of children, including policies for combating child labour.

1.4 Regulatory framework

Serbia is highly ranked in the **Child Protection Index**¹⁸ children, child prostitution and child pornography. for indicators that pertain to the legislative framework Serbia has also ratified the Protocol to Prevent, Suppress for protection of children from all forms of corporal and Punish Trafficking in Persons, especially Women punishment, and any other forms of cruel or degrading and Children, supplementing the Convention against treatment in any setting. Serbia's high score is primarily Transnational Organized Crime (the Palermo Protocol). due to the alignment of national laws with most articles All signatories to ILO Convention No. 182 are required of the UN Convention on the Rights of the Child.

Serbia has also ratified all key international **conventions** that pertain to child labour: 19 ILO Minimum Age for Admission to Employment, Convention, 1973 (No. 138); ILO Recommendation on Minimum Age for standards during the process of negotiation between Admission to Employment, 1973 (No. 146); ILO Forced the Republic of Serbia and the EU. Labour Convention, 1930 (No. 29) concerning forced or compulsory labour; ILO Worst Forms of Child Labour Serbian law governs the situation of children in Convention, 1999 (No. 182) concerning the prohibition connection with work and their illicit exploitation and immediate action for the elimination of the worst through the following pieces of legislation: Labour Law, forms of child labour; ILO Worst Forms Of Child Labour Criminal Code, Family Law, Anti-Discrimination Law, Recommendation, 1999 (No. 190); UNCRC Optional Law on Public Peace and Order, Education Law, Law Protocol on the involvement of children in armed on Primary Education, Law on Secondary Education, conflict; and UNCRC Optional Protocol on the sale of Healthcare Law, Law on the Prevention of Abuse in the

to adhere to a set of standards established by this document and to incorporate them into their respective national legal frameworks. Further on, the national legislation aimed at protecting children and minors from child labour will be aligned with international

¹⁸ www.childpact.org/wp-content/uploads/2016/11/CPI-Serbia.pdf.

Serbia has also ratified other international documents relevant for issues of child labour, including the EU Young Workers Directive (Council Directive 94/33/EC of 22 June 1994 on the protection of young people at work, Official Journal of the European Communities L216/12), the European Social Charter (1961), and the Revised European Social Charter (1995).

Workplace, Law on Occupational Safety and Health, prostitution or other form of sexual exploitation, Youth Law, Law on Employment and Unemployment begging, use for pornography, enslavement or Insurance, Social Protection Law, Law on Agriculture establishment of similar slavery status, removal of and Rural Development, and Law on Sports. As child organs or body parts or service in armed conflicts labour is perceived as a form of violence against are all criminal offences under the Criminal Code and children, the Law on the Prevention of Family Violence²⁰ carry a prison sentence of no less than three years. can also be seen as relevant; this piece of legislation entered into effect in June 2017.

The Labour Law clearly stipulates a minimum age threshold for admission to employment (15 years), types of work that an underage person can perform, as well as protective measures that can be imposed.21 This Law limits working hours for those under the age of 18 and also mandates medical examinations for children in order to assess their ability to perform particular types of work. It also stipulates that a child may be admitted to employment only with the written consent of their parent or legal guardian. In 2017, the Serbian Government also enacted the Regulation on Hazardous Labour of Children [in Serbian],²² which includes a list of hazardous activities and envisages its periodic review. The Regulation is also complementary with the Rulebook on Preventive Measures for Safe and Healthy Work by Young People,²³ which prescribes the requirements that an employer must meet when applying preventive measures to prevent or minimise health hazards for young people in the workplace, especially when these pertain to their mental or physical development.

The worst forms of child labour that imply abusing children for illicit gain are sanctioned under provisions of the Criminal Code.

The Criminal Code of the Republic of Serbia²⁴ (in Serbian) stipulates that causing, inducing or handing over a child for the purpose of prostitution is a criminal offence penalized by imprisonment of between one and ten years; the same piece of legislation criminalises the use of children for pornography, which carries a prison sentence of between six months and five years. Recruitment, transportation, transfer, sale, purchase, acting as intermediary in sale, concealment, or holding of a minor with intent to exploit such person's labour, forced labour, commission of criminal offences,

Key Recommendations

Enhance legislation to ensure equal protection from child labour for all children, without exception, including through:

- Further aligning national legislation with international standards for the protection of children (minors) from child labour to ensure that work engagement does not harm their education, health, safety or morals. This also includes the harmonization of national legislation²⁵ with the referent EU directives;
- Amending provisions of the Law on Public Peace and Order on begging which involves children to address the need to create a more appropriate legal framework to protect children from being used for begging and sanction perpetrators for this abusive practice;
- Introducing provisions banning corporal punishment of children into Serbian legislation as recommended by the UN Committee on the Rights of the Child;
- Improving the efficiency of intersectoral cooperation between the sectors of healthcare, education, social protection, labour inspectorate and police registering cases of child labour and uncovering and reporting criminal offences and misdemeanours; and
- Establishing a national mechanism to monitor and implement national provisions designed to prohibit and eliminate the worst forms of child labour.

²⁰ Law on the Prevention of Family Violence, Official Gazette of the Republic of Serbia, No. 94/2016.

²¹ Articles 86 to 88 of the Labour Law.

²² This Regulation stipulates the forms of work that are hazardous to children in view of Articles 3 and 4 of ILO Recommendation No. 190 concerning the prohibition and immediate action for the elimination of the worst forms of child labour (Official Gazette of the Federal Republic of Yugoslavia - International Treaties, No. 2/03). The purpose of the Regulation is to protect children from hazardous work in accordance with legislation governing the rights of the child, labour, health and safety in the workplace, healthcare, and education. Apart from hazards set out in the Rulebook on Preventive Measures for Safe and Healthy Work by Young People, work hazardous to children also includes hazards, circumstances, and activities listed in a separate schedule attached to and forming a constituent part of the Rulebook. This schedule contains: 1) list of (physical and chemical) hazards to children; 2) list of circumstances hazardous to children; 3) list of activities hazardous to children; 4) list of activities hazardous to children under 15 years of age; and 5) list of activities hazardous to children undergoing professional training (Official Gazette of the Republic of Serbia, No. 53/2017).

²³ Official Gazette of the Republic of Serbia, No. 102/16.

²⁴ Official Gazette of the Republic of Serbia, Nos. 85/05, 88/05; Correction 107/05, 72/09, 111/09, 121/12, 104/13, 108/14 & 94/16.

²⁵ Apart from labour legislation, harmonization of the legal framework in the areas of economy, culture, sports, etc. is expected.

2. ROLE OF EDUCATION, SOCIAL PROTECTION AND THE LABOUR **MARKET**

children from child labour, including its worst forms. providers, and civil society organizations.

Child labour occurs in an environment dominated Coordination in preventing, combating, and protecting by factors that are education-related (correlation children from child labour, including its worst forms, between prevalence of child labour and school non- ought to be improved across all relevant sectors so as enrolment / non-attendance), social (corrosive social to ensure more efficient collaboration. The creation of norms and values, family dysfunction) and economic a shared value system for professionals in all relevant (labour market demand, current economic downturn, institutions and organizations at both the national poverty, work that requires no formal qualifications, and the local level through continuous development etc.). Thus, systems in these three areas - education, of professional competences is a priority in addressing social protection and the labour market - are child labour. This objective can be achieved through individually as well as in synergy with the police, the joint trainings of representatives of prosecutors' judiciary (prosecution and courts), and healthcare, offices, courts, law enforcement agencies, healthcare, crucial for the introduction and implementation of social protection, education, and labour market policies and measures designed to prevent and protect bodies (labour inspectorate), asylum centres, service

2.1 Role of education

education system are aimed at enhancing the quality age) actually enter the first grade of primary school (as of education and improving its outcomes, increasing the efficiency of education, and ensuring coverage of all children by education.²⁶ Universal education for all Roma settlements aged 6 to 13 remain outside of the children, to be delivered through the inclusive education education system, as opposed to the overall Serbian model, requires comprehensive societal and systemic average of 1 per cent (MICS, 2014). Clearly, children support by means of the development of programmes at risk from dropout come from the poorest segments and measures aimed at children from particularly of society, with children from sub-standard (Roma) vulnerable groups. Intersectoral cooperation is key for settlements particularly likely to leave education early. systemic support to children at risk of social exclusion. Numerous studies consider this collaboration a crucial Research has shown that dropout in primary education challenge, especially insofar as it relates to aligning and is mainly due to families migrating to take on seasonal coordinating policies and specific activities.²⁷

to the elimination of child labour: increasing coverage by education and preventing dropout. Roma children living in sub-standard settlements are particularly in the course of any given academic year; most do so at risk of dropping out from education. The share of between the fifth and sixth grade of primary school.31 these children aged between 3 and 5 who are included Moreover, data released by the Ministry of Education, in pre-school education is very low, standing at below Science, and Technological Development show that

Efforts dedicated to the long-term development of the Roma settlements aged 6 (primary school enrolment opposed to 97 per cent for children from the general population). As many as 15 per cent of children from

work (in other municipalities) and/or emigrating abroad.²⁹ Early marriage is the third key reason Two challenges are particularly important with respect for dropping out, and is more common in terms of secondary education.³⁰ According to some estimates, about 6,000 children drop out of regular education 6 per cent. 28 As few as 69 per cent of children from between 10 and 15 per cent of children from any given

²⁶ Serbia Education Development Strategy to 2020, available online at: www.mpn.gov.rs/wp-content/uploads/2015/08/STRATEGIJA-OBRAZOVANJA.pdf [in Serbian].

²⁷ H. Baronijan, J. Milošević, J. Jakić et al., Policy impact assessment: Providing Additional Support to Students from Vulnerable Groups in Pre-University Education (UNICEF and SIPRU, 2014).

²⁸ MICS 2014, UNICEF (p. 148).

²⁹ Center for Education Policy, Getting to a Social Care School: A study into the effects of prevention and intervention measures to prevent school dropout in the Republic of Serbia (UNICEF, 2016), H. Baronijan, J. Milošević, J. Jakić, et al., Assessment of dropout from compulsory education: The role of institutions and processes at the local level (Belgrade: Ipsos Strategic Marketing, 2012); D. Pavlović Babić, K. Krstić, I. Stepanović, et al., Assessment of factors affecting primary and secondary school dropout (Belgrade: Institute for psychology, UNICEF Serbia, 2013).

³⁰ Center for Education Policy, Ibid.

³¹ Ibid.

birth cohort either do not enrol in primary school or demands of the labour market. Key initiatives here fail to graduate.32

dropout at the national level exists. A comprehensive and career guidance and counselling. system of this kind would also be significant for monitoring dropout at the local level. Although local self-governments are required to act to prevent dropout, their role has not been sufficiently clear which has proven to be a challenge.

In order to monitor dropout from elementary school more efficiently, especially non-enrolment and in particular of children from poorer and Roma families, an early warning system is required at the local community level. This would help define the roles of local authorities, CSWs, clinics, schools and NGOs, and be enhanced by the activation of available multisectoral mechanisms.

The introduction of dual secondary school education poses both an opportunity and a challenge. At the most general level, its advantages lie in its ability to facilitate transition from education to employment. On the other hand, it poses the challenge of removing all potential risks of child labour, including its worst forms, through appropriate oversight as envisaged by the Dual Education Law.

Engagement of children in child labour can also be curved by efforts made at the national level to increase the relevance of the education system to meet the

include the replacement of secondary vocational school courses leading to traditional qualifications A system to track dropout is yet to be fully established, by equivalent but modernized learning programmes, as currently no unified methodology to monitor and, at the individual level, professional orientation

- Introduce systemic monitoring enrolment in school and dropout;
- Establish an early warning system to prevent dropout, including non-enrolment;
- Expand programmes to reduce the cost of education for students from vulnerable groups, including free transportation to school, free textbooks, and free school meals; also broaden coverage by additional education support programmes offered extra-curricular through activities. extended school days, peer education and mentoring, civil society organizations' programmes, and the like;
- The access to information about child labour in agriculture should be promoted and provided for pupils and parents from rural areas; and
- Eliminate potential risk of child labour through appropriate oversight envisaged in the Dual Education Law.

³² Ministry of Education and Science of the Republic of Serbia, Serbia Education Development Strategy to 2020 (Belgrade: Government of Serbia, 2012).

2.2 Role of social protection

The mandate of the social protection system allows the identification, prevention, withdrawal, rehabilitation, The social protection system does not provide and elimination of child labour, including its worst forms. Particular emphasis is placed on the protection of vulnerable groups of children: children from poor without parental care, children with developmental difficulties, children in conflict with the law, parents, and the community, children in street situations³³ and migrant children.

Data from the 2016 Consolidated Report for Centres for developed in each local community. Social Work 34 show that, in the group of beneficiaries aged 0 to 17, CSWs had registered some 13,000 children in conflict with the law, 9,300 victims of neglect and abuse, 1,420 victims of human trafficking, 610 unaccompanied children, and 405 children returnees on the basis of readmission agreements. Children from these groups can be considered potential victims of child labour, and particular attention ought to be accorded in the future to the development of the most appropriate programmes and measures to address the specific needs of each of these groups.

The 2011 Census captured homeless persons for the first time.35 The ethnic Roma population accounted for 5,800, or about one-third, of all registered homeless persons. Most concerning is the fact that children under 14³⁶ were the largest age group here. According to the Centre for Protection of Victims of Human Trafficking, 55 victims were identified in 2016, of which 21 were underage; 19 of them, or 90 per cent, were girls.

The way the social protection system is organized also allows it to react to detect, prevent, and eliminate the effects of child labour. Nonetheless, similarly to other systems, social protection is insufficiently focused on preventing child labour.

procedures that are sufficiently accurate for the prevention of child labour. Mandatory procedures must be defined to uncover this abusive practice and protect families, children from dysfunctional families, children children from it; these must be introduced across all social protection programmes, in accordance with the division of jurisdiction between the national and the local level. These should comprise financial assistance for families with children, family law protection, social protection services, and specific programmes

- Ensure greater coverage of the poorest families with children by existing financial assistance under the social and child protection systems;
- Establish a record-keeping, monitoring, and early warning system for child labour across all relevant services of CSWs and local governments;
- Incorporate additional features designed to uncover and protect children from child labour into minimum standards for social protection services;
- Continuously develop the competences of social protection professionals; and
- Strengthen and enhance community-based (social protection) services relevant for early child labour detection and protection of children from child labour.

³³ General comment No. 21 (2017) on children in street situations, published by the UN Committee on the Rights of the Child, defines 'children in street situations' as: (a) children who depend on the streets to live and/or work, whether alone, with peers or with family; and (b) a wider population of children who have formed strong connections with public spaces and for whom the street plays a vital role in their everyday lives and identities.

³⁴ Reports from CSWs are collected and consolidated by the National Social Protection Agency. This master report is available at www. zavodsz.gov.rs/PDF/izvestaj2017/CSR%202016_final.pdf [in Serbian].

³⁵ The 2011 Census defined homeless persons as persons without either a permanent or temporary residence, those living rough outdoors in the streets or parks, etc.

³⁶ National Employment and Social Reform Programme (ESRP).

2.3 Role of the labour market

The Labour Law³⁷ and its byelaws broadly regulate the position of children in the labour market. Especially important is the *Regulation on Hazardous Labour of Children*,³⁸ which provides a list of jobs that children should not undertake on any account. The Regulation entered into effect on 1 January 2018 and is complementary with the *Rulebook on Preventive Measures for Safe and Healthy Work by Young People (Official Gazette of the Republic of Serbia*, No. 102/16).

The **Labour Inspectorate** is primarily responsible for identifying and preventing child labour (by assessing compliance with mandatory provisions related to child labour).

Other labour legislation relevant for child labour includes the Law on Prevention of Harassment in the Workplace,³⁹ Law on Occupational Safety and Health,⁴⁰ and Law on Employment and Unemployment Insurance.⁴¹

Key byelaws of relevance for child labour include the Regulation on Hazardous Labour of Children, Child Labour Checklist for Inspection Oversight (in Serbian); Digital checklist for inspection oversight in the area of child labour; Official Instruction on action of labour inspectors in protection of children from child labour and Special Protocol of labour inspectors in protecting children from child labour. This secondary legislation provides mechanisms that enable labour inspectors to operate efficiently.

Trade unions and employers' associations can play a highly significant role in addressing child labour by highlighting exposure to hazardous work. Their ability to lobby for and advocate activities needed to prevent and eliminate child labour, 42 especially work in hazardous circumstances, makes trade unions a pivotal ally in efforts to eliminate child labour. These links ought to be further strengthened by promoting a more active role for trade unions in advocating the elimination of child labour.

- Provide requisite and sufficient capacity (including resources and equipment) of labour inspection and develop instruments to facilitate identification of child labour by the inspection;
- Identify child labour equally in the formal and the informal labour markets, including agricultural work done by children;
- Define specific indicators to identify child labour in the legal and informal economy, in particular agricultural work done by children (including seasonal work);
- Periodically review and amend the list of hazardous occupations that is part of the Regulation on Hazardous Labour of Children; and
- Increase capacities of trade unions and employers' organizations for the elimination of child labour.

³⁷ Official Gazette of the Republic of Serbia, Nos. 24/05, 61/05, 54/09, 32/13, and 75/14.

³⁸ Official Gazette of the Republic of Serbia, No. 53/2017.

³⁹ Available online at http://polj.uns.ac.rs/Files/interniDokumenti/Zakon_spr_zlostavljanja.pdf [in Serbian].

⁴⁰ Available online at www.ilo.org/dyn/natlex/docs/ELECTRONIC/72254/94263/F1629144354/SRB72254.pdf.

⁴¹ Available online at www.zso.gov.rs/doc/Law%20on%20Employment%20and%20Unemployment%20Ins.pdf.

⁴² See www.ilo.org/wcmsp5/groups/public/@ed_dialogue/@actrav/documents/publication/wcms_116640.pdf.

3. GOAL, OBJECTIVES, AND PRIORITY TARGET GROUPS OF THE ROADMAP

3.1 Goal

The measures proposed in the Roadmap focus on To achieve this goal and create a single/reference interventions designed to ensure timely identification

worst forms, has been set as the goal of the Roadmap. the prevention and elimination of child labour.

creating conditions to prevent child labour and national framework for more efficient and effective protection, prevention, and elimination of child and rehabilitation of children engaged in child labour. labour, including its worst forms, simultaneous action is needed at both the national and the local level in Reduced prevalence of child labour, including its order to create/ enhance the institutional setting for

3.2 Objectives

The following strategic objectives were identified for 4. Strengthen the education system to prevent child achieving the overall goal i.e., reaching a situation where the involvement of children in child labour in Serbia has been reduced and where the institutional setting to prevent and eliminate child labour has been improved:

- 1. Establish an institutional framework for the implementation of relevant policies to eliminate child labour, including its worst forms;
- 2. Put into operation and improve the legislative framework for the protection of children, the prevention, elimination of and rehabilitation from child labour, including its worst forms;
- 3. Develop the professional capacity of relevant institutions/organizations to collaborate more efficiently in preventing and eliminating child labour and protecting children (especially girls) from child labour, including its worst forms;

- labour and protect children from child labour;
- 5. Strengthen the role of the social protection system in preventing and protecting children from child labour; and
- 6. Improve the protection of children from child labour in the labour market.

Sets of measures for reaching the proposed objectives are developed and listed in the Roadmap. The estimated costs for implementation, expected results and responsible institutions are listed for the each of the proposed measures. Expected outcomes and impacts of each proposed objective, as well as outcome and impact indicators, are also included in the matrix.

3.3 Priority target groups

The priority target groups were identified taking into account the factors that affect the exposure of children to child labour, findings of international and (limited) national research into this field, and experiences from the education, social protection, and labour market sectors. These groups are:

- children, especially girls, from the poorest families;
- · Roma population, including children from substandard settlements:
- · children in street situations (children living and working in the street);
- children with developmental difficulties;
- · children in conflict with the law:
- · migrant children (including children from families of returnees under readmission agreements); and
- children in rural areas involved in agricultural work.

4. ROADMAP IMPLEMENTATION PLAN AND ITS MONITORING

have been aligned and accepted through a broad-based which contains concrete objectives and activities consultative process that involved all the relevant and clearly indicates the institutions involved in institutions and departments, trade unions, employers, each particular system (education, social protection, civil society organizations, and experts. The Roadmap employment and the labour market, healthcare). These consultative process conducted from September are responsible for the implementation of measures/ to November 2017 included more than 160 people activities, allowing them to be easily incorporated into representing approximately 80 different institutions, existing policies and development strategies. organizations, departments, governmental bodies, CSOs. international organizations, universities, local self-governments, centers for social are calculated in accordance with the standardized work, trade unions, and associations of employers. It was emphasized that good global practice entails the Action Plans for Chapters 23 (Judiciary and the mainstreaming of measures to address the fundamental rights) and 24 (Justice, freedom and phenomenon of child labour by preventing and protecting children from child labour, including estimated annual costs of the Roadmap measures can its worst forms, into existing national policies and serve as a basis, as well as a tool for prioritization and strategies. These are designed to improve the overall subsequently for the mainstreaming of the Roadmap situation of children and have both a direct and measures into existing programmes. indirect impact on the elimination of child labour. It is precisely this approach that is proposed in the The monitoring of the implementation of measures Roadmap.

been harmonized through a consultative process, it is expected they will be incorporated into national policies and strategies aimed at preventing and eliminating child labour and protecting its victims and will therefore be mainstreamed.

The measures and activities proposed in the Roadmap The Roadmap is presented by the following Matrix

institutes, The estimated annual costs of the Roadmap measures unit cost estimation methodology used in developing security) in the EU accession negotiations. The

and activities proposed in the Roadmap is expected to be an integral part of the monitoring process Once the measures proposed in the Roadmap have put in place for existing policies and development strategies that incorporate recommendations made in the Roadmap. This is in line with the basic approach to implementing the Roadmap, which entails the mainstreaming of measures designed to prevent and eliminate child labour and protect children from this abusive practice, including its worst forms.

ROADMAP MATRIX

Goal		Reduced prevalend forms	ce of child labou	r, including its worst
TARGET GROUPS		Children, especially girls: from the poorest families; Roma population, including children from sub-standard (Roma) settlements; in street situations (children living and working in the street); with developmental difficulties; in conflict with the law; migrant children (including children from families of returnees under readmission agreements); and children in rural areas involved in agricultural work		
Objective	Outcome	Outcome Indicators	Impact	Impact Indicators
1. Establish an institutional framework for the implementation of relevant policies to eliminate child labour, including its worst forms	Institutional set- ting for prevention and elimination of child labour introduced and established	Key policies, strategies, and documents prioritizing the prevention of child labour	Risk and exposure of children to child labour decreased	Number of children in Serbia exposed to child labour (measured by MICS 2022)
Activities/measures	Responsible authority	Deadline	Financial resources	Result
1.1 Establishing a national coordination to monitor the prevalence of child labour* and to monitor the implementation of strategies and policies related to the prevention and protection of children from child labour **	Council for Child Rights of the Government of the Republic of Serbia, Ministry of Labour, Employment, Veteran and Social Issues	2018-2019	714,377 RSD	R 1.1 Council for Child Rights has taken over coordinating the monitoring of the prevalence of child labour - and the monitoring of implementation of national strategies and policies related to prevention and protection of children from child labour
1.2 Monitoring the implementation of legal provisions for prohibition of child labour including its worst forms * **	Council for Monitoring and Advancement of Criminal Procedures and Sanctions against Minors that will be established (obligation of Serbia under the Action Plan for Negotiation of the Chapter 23 Basic Rights and Freedom in the EU accession process)	2018-2020	357,081 RSD	R.1.2. Council for Monitoring and Advancement of Criminal Procedures and Sanctions against Minors within its mandate monitors the legal provisions for prohibition of child labour including its worst forms

Activities/measures	Responsible authority	Deadline	Financial resources	Result
1.3 Establishing a system of data collection on the nature and extent of child labour, including its worst forms	Statistical Office of the Republic of Serbia; Republic Institute for Social Protection,	2018-2020	1,766,372 RSD	R. 1.3 Data collection and monitoring system established
1.3.1 Defining the mandate of the relevant institutions in data collection and monitoring of child labour	Institute for Advancement of Education, Labour Inspectorate, Occupational Safety and Health		(1,124,999 RSD)	R. 1.3.1 Mandate defined of the relevant institution tasked with collecting and monitoring child labour data
1.3.2 Defining data and indicators and adjusting records of different institutions	Directorate, Public Health Institute		(402,723 RSD)	R. 1.3.2 Data and indicators defined
1.3.3 Defining areas for further research on child labour			(238,651 RSD)	R. 1.3.3 Areas for further research on child labour defined
1.4 Improving intersectoral cooperation in the prevention and protection of children from child labour*	Ministry of Labour, Employment, Veteran and Social Affairs; Ministry of Science, Education and Technological	2018-2022	358,166 RSD	R. 1.4 Intersectoral cooperation enhanced in prevention and protection of children from child labour
1.4.1 Setting intersectoral cooperation as a strategic objective across all strategies relevant for protecting children from child labour: Strategy to Prevent and Protect Children from Violence; Strategy for Social Protection; Strategy for Education; Strategy to prevent and eliminate trafficking of human beings; especially women and children, and protection of victims; Roma Social Inclusion Strategy; Strategy for Health and Safety in the Workplace*; Strategy for Public Health*; National Action Plan for Children*; National Action Plan for Youth*	Development; Ministry of Health, Ministry of Youth and Sports, Ministry of Justice, Ministry of Interior		(89,673 RSD)	R 1.4.1 & 1.4.2 Mechanism for improvement of intersectoral cooperation and communication established*
1.4.2 Improving intersectoral communication and setting the mechanism for regular information exchange **				

Activities/measures	Responsible authority	Deadline	Financial resources	Result
 1.4.3 Establishing the partnership for cooperation between*: Governmental and nongovernmental sector (state and non-state sector) Central government and local self-governments (LSGs) in implementation of sectoral policies and integral strategies and programmes 1.4.4 Participation of children and youth in actions for defining the support programmes for children/youth * implementation of sectoral policies and integral strategies and programmes 			(268,493 RSD)	R. 1.4.3. Model for cooperation of governmental and non-governmental sector established and partnership between central and local governments improved in implementation of sectoral policies and integral strategies and programmes* R. 1.4.4. Children and youth are directly involved in designing support programmes for children and youth*
1.5 Incorporating the definition of child labour and measures and activities to prevent and protect children from child labour into the Strategy for Preventing and Protecting Children from Violence	Ministry of Labour, Employment, Veteran and Social Affairs	2018-2019		R. 1.5 Definition of child labour and measures and activities to prevent and protect children from child labour incorporated into the Strategy to Prevent and Protect Children from Violence
Objective	Outcome	Outcome Indicators	Impact	Impact Indicators
2. Put into operation and improve the legislative framework for the protection of children, the prevention, elimination of and rehabilitation from child labour, including its worst forms	Related institutions adopted legal regulations to improve regulatory framework to eliminate child labour	Required byelaws, instructions, and protocols on CL adopted Number of criminal offences and misdemeanours in this area detected and reported	Identified children victims of child labour receive equal protection without exception, whilst perpetrators of criminal offences are sanctioned	Number of prosecuted perpetrators of offences involving child labour, including its worst forms Number of children victims of child labour covered by appropriate protective measures
Activities/measures	Responsible authority	Deadline	Financial resources	Result
2.1 Amendments to the Law on Public Peace and Order which address begging submitted to the Government of Serbia for initiating procedure for its adoption	Ministry of Interior	2018-2019	Within the regular activities of the ministry	R 2.1 Proposed amendments to the Law on Public Peace and Order addressing begging included into the initiative for amending the law

Activities/measures	Responsible authority	Deadline	Financial resources	Result
2.2 Conducting a comparative analysis of international standards and good practices in providing an alternative mechanism for the protection of minors aimed at preventing any potential harm to their education, health and morals 2.2.1 Drafting the analysis of all types of work/working engagement of minors with the aim of assessing the risk of child labour and providing recommendations for amendments to the national legislation	Ministry of Labour, Employment, Veteran and Social Affairs and other relevant ministries (education, culture, sport, etc.)	2019-2020	617,532 RSD (349,040 RSD) (268,492 RSD)	P.2.2. Conducted comparative analysis with the support of the International Labour Organization with recommendations provided concerning the protection of minors aimed at preventing any potential harm to their education, health and morals. P.2.2.1. Recommendations arising from the analysis
2.3 Drafting the analysis of compliance of the Labour Law and other regulations with Directive EC 94/33/ on the protection of young people at work	Ministry of Labour, Employment, Veteran and Social Affairs and other relevant ministries (education, culture, sport, etc.)	2019-	214,794 RSD	P. 2.3. Conducted analysis of the compliance of the Labour Law and other regulations with Directive EC 94/33/ on the protection of young people at work with the support of the International Labour Organization and the proposed amendments introduced into the labour legislation.
2.4 Introducing ban on corporal/physical punishment into the legal system of the Republic of Serbia	Ministry of Labour, Employment, Veteran and Social Affairs; Ministry of Education, Science and Technological Development; Ministry of Justice, Ministry of Health		89,673 RSD	R. 2.4 Provisions prohibiting corporal / physical punishment introduced into the legal system of the Republic of Serbia
2.5 Adoption of new general and special protocols on the protection of children from violence, or amendment of existing ones, including by introducing a definition of child labour (including begging) as well as measures and activities to protect children from child labour	Ministry of Labour, Employment, Veteran and Social Affairs; Ministry of Justice, Ministry of Interior; Ministry of Education, Science and Technological Development; Ministry of Health; Ministry of Youth and Sports	2018-2020	179,346 RSD	R. 2.5 Enhanced and more efficient intersectoral cooperation in the implementation of new/amended protocols to protect children from violence

Activities/measures	Responsible authority	Deadline	Financial resources	Result
2.5.1 Introduction of provisions on procedures for cooperation in the detection and reporting of criminal offences and misdemeanours involving child labour between the healthcare, education, social protection sports, employment/labour inspection sectors, prosecutions, courts and police officers into general and special protocols on the protection of children from violence	Local self- governments			2.5.1 General and special protocols on the protection of children from violence contain provisions on procedures for cooperation with regard to child labour between all relevant sectors: healthcare, education, social protection, employment/labour inspection, sports, prosecution, courts and law enforcement
Objective	Outcome	Outcome Indicators	Impact	Impact Indicators
3. Develop the professional capacity of relevant institutions/ organizations to collaborate more efficiently in preventing and eliminating child labour and protecting children (especially girls) from child labour, including its worst forms	1. Representatives of prosecution and courts; law enforcement officers; representatives of the healthcare, education, social protection, labour market, and sports sectors; officers of asylum centres; and civil society organizations/service misunderstandings removed as to the responsibilities, roles and procedures of individual systems in this process providers have increased their knowledge and skills on how to address child labour at their level 2. A common value frame of reference created for all stakeholders involved in protecting children from child labour and misunderstandings removed as to the responsibilities, roles and procedures of individual systems in this process	Institutionalized/ on-going training programmes for civil servants and professionals in organizations that come into contact with children at risk or victims of child labour implemented jointly for representatives of prosecution and courts; law enforcement officers; officers of the healthcare, education, social protection, and labour market sectors; staff of various organizations; and officers of asylum centres	Professionals in all relevant institutions and organizations have a common value frame of reference in which the rights of children to protection from child labour are highly valued	Commitment of professionals for protecting children from child labour from relevant institutions²/ organizations is visible and highlighted in their official annual reports

Activities/measures	Responsible authority	Deadline	Financial resources	Result
3.1 Creating a joint training programme for implementation of existing and planned strategies relevant to protection of children from child labour (Strategy to Prevent and Protect Children from Violence; Strategy to Prevent and Eliminate Trafficking in Human Beings, Especially Women and Children, and Protect Victims; Roma Social Inclusion Strategy; Strategy for Health and Safety in the Workplace; Strategy for Public Health*; National Strategy for Youth*; National Action Plan for Children*), action plans, and special and general protocols relevant to the protection of children and young people	Institutions responsible for accrediting training programmes for the judiciary, education, healthcare, social protection, labour, and employment including representation of justice and police Ministries	2018-2019	451,050 RSD	R. 3.1 Joint training programme created to implement existing and planned strategies, action plans, and (revised) special and general protocols related to protection of children and youth (Joint training programme for representatives of the social protection healthcare, education, and labour market sectors – labour inspection; officers of asylum centres; and civil society organizations/ service providers with representatives of persecution, courts and police officers including media at both the national and local level
3.2 Conducting joint training for implementation of existing and planned strategies, action plans, and special and general protocols related to protection of children from child labour for representatives of social protection, healthcare, education, and labour market sectors- labour inspection; officers of asylum centres; and civil society organizations/service providers with representatives of persecution, courts and police officers /including media at both the national and local level 3.3 Promoting activities related to the elimination of child	Ministry of Labour, Employment, Veteran and Social Affairs; Ministry of Health; Ministry of Education, Science, and Technological Development; Ministry of Justice; Ministry of Interior; Ministry of youth and Sports, Local selfgovernments, civil society and media Council for Child Rights, relevant	2019 onwards	11,455,229 RSD 10,882,467 RSD	R. 3.2 Enhanced professional capacities in social protection, healthcare, education, and labour market sectors - labour inspection; officers of asylum centres; civil society organizations with representatives of persecution, courts and officers including media at both the national and local level R.3.3. Awareness-raising campaign
to the elimination of child labour, including child labour in agriculture **	Rights, relevant ministries, trade unions, civil society, Standing Conference of Towns and Municipalities, Local self- government		къп	raising campaign on importance of combating child labour conducted (including promotion of SDG 8.7)

Objective	Outcome	Outcome Indicators	Impact	Impact Indicators
4. Strengthen the education system to prevent child labour and protect children from child labour	Increased coverage of children from vulnerable groups by pre- school, primary and secondary education	Coverage rate of children in preschool, primary and secondary education Dropout rate of children in primary and secondary education	The education system constitutes an enabling environment for all children from vulnerable groups and contains well-developed mechanisms to monitor and prevent dropout and prevent risk from child labour	Coverage of children by pre-school, primary and secondary education
Activities/measures	Responsible authority	Deadline	Financial resources	Result
4.1 Establishing a common methodology for monitoring the coverage of children in mandatory early childhood and primary education and dropout (at the national level)	Ministry of Education, Science, and Technological Development	2018-2020	572,050 RSD One-off	R. 4.1 Methodology and indicators developed to monitor coverage and dropout as part of the information system of the Ministry of Education, Science, and Technological Development
4.2 Establishing an early warning system to prevent children from poor and Roma families dropping out of pre-school, primary and secondary education at local level	Ministry of Education, Science, and Technological Development Local self- governments	2018-2020	4,198,834 RSD (budgets of local self- governments - LSGs)	R. 4.2 Early warning mechanism for dropout of children from poor and Roma families in pre-school, primary and secondary education at local level with defined roles of LSGs, schools, CSWs, local health centres and non-governmental organizations, including conditions for activating local multisectoral mechanisms
4.3 Intensifying the implementation of programmes that reduce cost of education (organized transportation, free textbooks and school supplies, school meals) for children from particularly vulnerable groups in local communities belonging to the IV group of development ²	Ministry of Education, Science, and Technological Development Local self- governments	2018-2020	660,000,000 RSD (budgets of local self- governments - LSGs)	R. 4.3 Programmes for reducing cost of education for children from particularly vulnerable groups implemented in local communities belonging to the IV group of development

Activities/measures	Responsible authority	Deadline	Financial resources	Result
4.4 ** Intensifying the implementation of education support programmes for pupils from vulnerable groups, including extra-curricular activities and extended school day in cooperation with civil society organizations	Ministry of Education, Science, and Technological Development Local self- governments, schools, civil society	2018-2020	118,503,132 RSD (budgets of local self- governments - LSGs)	** R. 4.4 Education support programmes for pupils from vulnerable groups, including extracurricular activities and extended school days, developed and implemented in 30 per cent of all local communities
4.5** Including information campaigns on child labour issues in agriculture into the annual school plans in schools in rural areas	Ministry of Education, Science, and Technological Development, schools	2018-2022	39,235 RSD (budgets of local self- governments - LSGs)	**4.5. Pupils and parents from rural areas informed about the risks and consequences of child labour in agriculture
4.6 Assessing and eliminating all potential risks of child labour in dual education	Ministry of Education, Science, and Technological Development; Institute for Advancement of Education; Ministry of Labour, Employment, Veteran and Social Issues; Labour Inspectorate	2018 onwards	6,747,840 RSD	R. 4.6. Risks of child labour in dual education eliminated through implementation of monitoring as envisaged by the law
Objective	Outcome	Outcome Indicators	Impact	Impact Indicators
5. Strengthen the role of the social protection system in preventing and protecting children from child labour	Social protection system empowered to take measures of prevention, detection/identification and protection of children from child labour	Number of children from particularly vulnerable groups where risk of child labour has been determined and protective measures taken	Social protection system has developed procedures of protection and prevention related to child labour in particularly vulnerable groups of children	Assessment of risk from child labour and protective measures constitute an integral part of mandatory procedures in the social protection system
Activities/measures	Responsible authority	Deadline	Financial resources	Result

Activities/measures	Responsible authority	Deadline	Financial resources	Result
5.2 Establishing a record system in the social protection sector to monitor the extent of child labour and protective measures undertaken 5.2.1 Defining indicators	Ministry of Labour, Employment, Veteran and Social Affairs; Republic Institute for Social Protection	2018-2020	627,723 RSD	R. 5.2 System established to record and monitor data on the extent of child labour and protective measures undertaken
in the social protection system to monitor child labour including child labour prevalence in agriculture **			(402,723 RSD)	R. 5.2.1 Indicators for monitoring child labour defined in the social protection system and aligned with Labour Inspectorate checklists
5.2.2 Developing forms for reporting by Centres for Social Work to the Republic Institute for Social Protection on child labour, including reporting on social and family legal protection measures taken with regard to children at risk of child labour			(225,000 RSD)	R. 5.2.2 Reporting forms on child labour developed for Centres for Social Work
5.2.3 Amending the Instruction for Centres for Social Work (CSW) in Protecting Children from Child Labour with guidelines and development of forms for monitoring and reporting on child labour			Under the activity 5.2.1.	R. 5.2.3 Instruction for Centres For Social Work In Protecting Children From Child Labour amended with guidelines and forms for monitoring and reporting on child labour in the social protection system
5.3 Establishing an early warning system of child labour in assessing eligibility for cash benefits (in social protection system) 5.3.1 Amending the	Ministry of Labour, Employment, Veteran and Social Affairs; Ministry of Health Local self-	2018-2020	72,392,607 RSD	R. 5.3 Early warning system - established to detect risk of child labour in families with children applying for cash benefits
Instruction for Centres for Social Work in Protecting Children from Child Labour to require CSWs to assess the risk of child labour when determining eligibility for cash benefits for families with children and for CSWs child protection services/department to undertake mandatory protective measures	governments		(34,943,030 RSD)	R. 5.3.1 Instruction for Centres for Social Work in Protecting Children from Child Labour amended to require CSWs to assess the risk of child labour when determining eligibility for cash benefits for families with children and notify CSW child protection services/department of such risk

Activities/measures	Responsible authority	Deadline	Financial resources	Result
5.3.2 Establishing cooperation between LSGs' department for assessing eligibility for child allowance and CSWs, through the enactment of co-operation protocols, to require notification of CSWs whenever a risk of child labour is detected amongst families assessed for eligibility for child allowance			(37,261,640 RSD)	R. 5.3.2 Protocols on cooperation between LSGs' department for child allowance and CSWs adopted
5.3.3 Introducing the requirement at local level that medical documentation and reports of community nursing care providers, schools **, health mediators and mobile teams for Roma inclusion register any suspicion of child labour in their reports and notify CSWs			(187,937 RSD)	** R. 5.3.3 Requirement to register the suspicion of child labour and information forwarded to CSW introduced
5.4 Defining (and introducing) minimum functional standards for detection procedures, services' programmes and protection from child labour of children from particularly vulnerable groups at Centres for Social Work, residential care, shelters, foster families and in community- based services	Ministry of Labour, Employment, Veteran and Social Affairs; Republic Institute for Social Protection	2018-2020	2,470,034 RSD	R. 5.4 Minimum functional standards defined and introduced in detection procedures, services' programmes and protection from child labour of children from particularly vulnerable groups
5.4.1 Aligning sections of CSW assessment instruments (forms) dealing with assessment of risk of child labour with Labour Inspectorate checklists			(187,937 RSD)	R. 5.4.1 CSW's assessment instruments (forms) dealing with assessment of risk of child labour aligned with Labour Inspectorate checklists
5.4.2 Defining standards for protection from child labour in residential care and social protection services that pertain to: a) Maximum threshold for daily hours of employment of children; b) List of prohibited activities; c) Rules on remuneration for allowable work performed by children;			(2,013,614 RSD)	R. 5.4.2 Standards defined for protection from child labour in residential care and social protection services that pertain to: a) Maximum threshold for daily hours of employment of children; b) List of prohibited activities; c) Rules on remuneration for allowable work performed by children;

Activities/measures	Responsible authority	Deadline	Financial resources	Result
d) Rules on remuneration for participation by children in the production of marketable goods				d) Rules on remuneration for participation by children in the production of marketable goods
5.4.3 Defining activities as part of programme/work plan for residential care, shelters, foster families, and community-based social services (drop-in services for children, day care services and family outreach workers) referring to the prevention of child labour and protection and reintegration of children identified as victims of child labour, including its worst forms			(268,482 RSD)	R. 5.4.3 Activities defined as part of service programmes for residential institutions and social protection services referring to the prevention of child labour and protection and reintegration of children identified as victims of child labour, including its worst forms
5.5 Enhancing professional capacity in the social protection system through continuous training of professional staff in how to detect and protect children from child labour	Ministry of Labour, Employment, Veteran and Social Affairs; Republic Institute for Social Protection	2018-2022	11,747,337 RSD	R. 5.5 Professional capacity enhanced in the social protection system for the prevention, elimination, and protection of children from child labour, including its worst forms
5.5.1 Accrediting special training programmes for professional staff in the social protection system for all newly adopted strategies, protocols, or instructions relevant for child labour			(146,054 RSD)	R. 5.5.1 Special training programmes accredited for professional staff in the social protection system for all newly-adopted strategies, protocols, or instructions relevant for child labour
5.5.2 Delivering accredited training for professional staff in the social protection system for all newly-adopted strategies, protocols, or instructions relevant for child labour			(8,591,422 RSD)	R. 5.5.2 Accredited training delivered for staff in the social protection system for all newly-adopted strategies, protocols, or instructions relevant for child labour
** 5.5.3 Accreditation and implementation of the additional training of foster parents with focus on prevention, elimination and protection of child labour including its worst forms			(3,009,861 RSD)	** R. 5.5.3 Accredited and implemented additional training of foster parents

Activities/measures	Responsible authority	Deadline	Financial resources	Result
5.6 Enhancing the system of social protection services relevant for detecting and protecting children from child labour	Ministry of Labour, Employment, Veteran and Social Affairs Local self- governments	2018-2022	96,351,057 RSD Republic budget 70,636,507 RSD Local budgets	R. 5.6 Optimal distribution and availability of social protection services in the mandate of LSGs relevant for the protection of children from child labour, determined and achieved
5.6.1 Establishing a shelter for victims of human trafficking with specialized accommodation and programme for children (in line with the antitrafficking strategy and the need to make the national mechanism in combating human trafficking functional/operational)			(16,194,318 RSD)	R. 5.6.1 Shelter for children victims of human trafficking with specialized accommodation and programme established
5.6.2 Establishing and ensuring stable funding for drop-in services for children in Belgrade, Niš, Novi Sad and Kragujevac			(38,000,000 RSD) budgets of local self- governments - LSGs)	R. 5.6.2 Belgrade, Niš, Novi Sad and Kragujevac have adopted social protection decisions to establish and continuously fund drop-in services for children
5.6.3 Expanding the children's shelter network to cover an additional five LSGs			(80,971,588 RSD budgets of local self- governments - LSGs)	R. 5.6.3 Network of children's shelters expanded to cover an additional five LSGs
5.6.4 Expanding the day care services network to cover an additional ten LSGs where needs for such services are identified based on assessment of the reach and accessibility of social services in the mandate of local self-governments			(41,822,860 RSD budgets of local self- governments - LSGs)	R. 5.6.4 Day care services network expanded to cover an additional ten LSGs (where needs for such services were assessed)
5.6.5 Establishing and ensuring stable funding of family outreach workers at four pilot towns and expanding the family outreach worker network to cover an additional five Serbian cities			(60,156,739 RSD)	R. 5.6.5 Family outreach worker service established and receiving stable funding in four pilot towns, and expanded to cover additional five Serbian cities

Activities/measures	Responsible authority	Deadline	Financial resources	Result
5.6.6 Developing outreach and integrative programmes and services to prevent dropout and enhance social and educational inclusion of children from vulnerable groups in deprived communities			(20,000,000 RSD)	R. 5.6.6 Outreach and integrative programmes and services to prevent dropout and enhance social and educational inclusion of children from vulnerable groups in deprived communities established in all local governments with "town" status
5.6.7 Directing earmarked transfers from the national level into the development of innovative community-based services to protect children at risk from child labour			*Amount of 80,156,739 RSD within the 5.6.5. & 5.6.6. activities	R. 5.6.7 A portion of annual earmarked transfers allocated for innovative social welfare services and outreach programmes to protect children at risk from child labour
Objective	Outcome	Outcome Indicators	Impact	Impact Indicators
6. To improve the protection of children from child labour in the labour market	Worst forms of child labour are identified and prevented in both the formal labour market and the informal economy	1. Number of children exposed to hazardous work, employed in the informal economy 2. Number of children exposed to hazardous work in the agriculture sector	Government, employers and trade unions actively engaged in creation of setting for combating child labour in labour market and informal economy	Employers and trade unions actively taking measures against child labour
Activities/measures	Responsible authority	Deadline	Financial resources	Result
6.1 Enhancing the Labour Inspectorate capacity in human resources and technical equipment	Ministry of Labour, Employment, Veteran and Social Affairs;	2018-2022	289,330,982 RSD + 4,773,012 RSD for computers (one-off)	R. 6.1 Capacity of labour inspectors in human resources and technical equipment enhanced
6.1.1 Ensuring sufficient number of Labour Inspectors	Labour Inspectorate		(277,786,080 RSD)	R 6.1.1 Number of labour inspectors increased
6.1.2 Defining more precisely the mandate of the Labour Inspectorate related to the informal economy and agriculture **			(89,673 RSD)	R. 6.1.2 Mandate of Labour Inspectorate defined related to the informal economy and agriculture **

Activities/measures	Responsible authority	Deadline	Financial resources	Result
6.1.3 Delivering specialized annual training for labour inspectors on detecting and protecting children from child labour in the labour market and applying the Regulation on Hazardous Labour of Children; Special Protocol for the Labour Inspectorate to protect children from child labour; inspection checklist for child labour; and Instruction for inspectors in performing inspection monitoring to protect children from child labour			(11,455,229 RSD)	R. 6.1.3 Labour inspectors' capacity enhanced by specialized annual training in detecting and protecting children from child labour in the labour market and applying the Regulation on Hazardous Labour of Children; Special Protocol for the Labour Inspectorate to protect children from child labour; inspection checklist for child labour; and Instruction for inspectors in performing inspection oversight to protect children from child labour
6.2 Defining specific indicators to identify child labour in both the formal and informal economy, especially with regard to child labour in agriculture (including seasonal work)	Ministry of Labour, Employment, Veteran and Social Affairs; Labour Inspectorate	2018-2019	268,482 RSD	R. 6.2 Indicators for child labour monitoring in the labour market are defined
6.3 Establishing a working group to periodically review and amend the List of hazardous/harmful child labour activities, in consultation with social partners	Ministry of Labour, Employment, Veteran and Social Affairs; Labour Inspectorate; trade unions	2018-2019	29,891 RSD	R. 6.3 Working group established and List of hazardous/harmful child labour activities periodically reviewed and amended in consultation with social partners
6.4 Increase the capacity of trade unions and employers' organizations to eliminate child labour in both the formal and informal economy	** Trade unions Chamber of Commerce, Employers' Association	2018 onwards	1,718,284 RSD	R. 6.4 Greater engagement of trade unions and employers achieved in addressing child labour through training and tripartite dialogue

Notes: two asterisks (**) mark inputs from Validation Workshop; one asterisk (*) marks inputs from consultations.

1- Council for Child Rights of the Government of the Republic of Serbia; Ministry of Justice; Ministry of Interior; Ministry of Education, Science and Technological Development; Ministry of Labour, Employment, Veteran and Social Affairs; Ministry of Health; Ministry of Youth and Sports; Ministry of Public Administration and Local Self-Government including civil society organizations and media.

2- Regulation on establishment of a single list for levels of development of regions and local self-governments for 2014.

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ANNEX

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