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to tackle the impacts of transnational youth migration

Local strategy for improving governance capacities and services linked to youth migration

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Local strategy for improving governance capacities and services linked to youth migration

Szeged, Hungary

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INTRODUCTION¹

The present document is a Local strategy for Szeged, Hungary on youth migration. Its objective is to provide a strategic outlook on the possibilities of improving local governance capacities, as well as local services linked to the emigration, immigration and return migration of young people.

The Local strategy was developed within the transnational project *'YOUMIG – Improving institutional capacities and fostering cooperation to tackle the impacts of transnational youth migration'*, co-financed by the European Union.

The document was written by members of the YOUMIG consortium, including research institutions, statistical offices and local authorities from eight countries. Authors of each subchapter are referenced in footnotes.

The Local strategy is structured as follows. A short executive summary of the main recommendations and an overview of the YOUMIG project are presented at the beginning of the document, followed by four chapters.

Chapter 1 presents the conceptual and empirical starting points of the YOUMIG project in general, and the main findings for Szeged in particular. This chapter explains why the migration of young people is of crucial importance to local level policymaking, how the first phase of the local research was designed, and what the most important trends are for Szeged.

Chapter 2 presents the project's statistical achievements. Based on the data available at statistical or administrative institutions and a local survey conducted in Szeged, researchers produced statistical indicators providing complex quantitative information on youth migration and its local context. These indicators can be used by local decision makers to monitor local development, and carry out evidence-based planning in policy areas that are affected by the immigration, emigration or return migration of young people.

¹ Author of the Introduction and editor of the YOUMIG Local strategies series: Béla SOLTÉSZ, Hungarian Central Statistical Office

Chapter 3 presents the project's achievements in relation to local policy design. YOUMIG's researchers collected several existing good practices from other European countries, with the objective of applying them to the context of the Danube Region. Based on these examples and on the findings of the local research, Szeged implemented two project activities: the testing of a targeted policy intervention on a migration-related local social issue (Pilot activity), and the introduction of an information sharing mechanism for young immigrants, emigrants and/or returnee migrants (One-stop-shop).

Chapter 4 presents the project's findings with regard to building transnational and multi-level partnerships. Municipalities cannot tackle all migration-related problems on their own. However, they can cooperate with EU level institutions, national level institutions and with municipalities from other countries. YOUMIG's policy recommendations formulated for Hungary's national authorities are summarised in this chapter.

An Annex presents the Data Toolkit. This software contains all the locally relevant data collected during the YOUMIG project, as well as expert studies and analyses. Local stakeholders can use the Data Toolkit to access all of YOUMIG's results, and continue monitoring and evaluating trends on youth migration beyond the end of the project.

All project documents referenced in the Local strategy, as well as documents created by other project partner municipalities, are available at YOUMIG's website:

<http://www.interreg-danube.eu/approved-projects/youmig/outputs>

EXECUTIVE SUMMARY²

The main aim of this Local strategy is to achieve a better understanding of the possible causes, challenges and impacts of youth migration, focusing on the local territorial level. In addition, it provides local policy makers with recommendations that allow them to manage migration more effectively. As a result, this process can be beneficial to the local community. The chapters of this strategy are based on the findings of the project ‘YOUMIG – Improving institutional capacities and fostering cooperation to tackle the impacts of transnational youth migration’.

Younger generations are more mobile than older ones, and their migration poses a challenge to individuals, households (including family members), and sending and receiving communities alike. Nevertheless, migration can also be interpreted as an opportunity (e.g., in regard to return migration). One of the main messages of YOUMIG is that adopting a **new perspective on migration** is essential if we are to acknowledge the positive aspects of migration and maximise its benefits for all actors involved in the process.

At the start of the YOUMIG project, an **integrated analysis of migratory, demographic and developmental processes** (the Local Status Quo Analysis) was conducted in each partner city, combining qualitative and quantitative methods (statistics, institutional and individual interviews, focus groups). The analysis revealed that the **main challenges related to migration in Szeged are the lack of information available for migrants and the separation between newcomers and long-established residents.**

As migration poses specific challenges to local communities, building capacities to measure and evaluate the effects and context of migration on the local level is crucial. For this purpose, the YOUMIG project partners identified a **set of Core indicators and developed a database related to migration.** The obtained datasets – where no data use restriction is applied – are available for consultation and analysis on the YOUMIG website and in the Data Toolkit.

Reflecting on the data gaps identified during the development of the statistical databases, a **small-scale survey** was conducted to collect new data on Szeged’s young population. The small-scale survey gathered information about (1) the number, origin and destination countries of immigrants and return migrants, in addition to their motives for migration, (2) the migration plans of the respondents, (3) subjective indicators such as satisfaction, trust levels and tolerance, and (4) the demographic and socio-economic status of the respondents. Thus,

²Authors of the executive summary: Szabolcs Fabula, Eszter Tóth, Gábor Feleky (Municipality of Szeged)

the survey contributes to a better understanding of the local implications of migration, and improved evidence-based policymaking.

Local governments are facing increasing challenges from the inward, outward, and return migration of youth, but they often lack tools and capacities needed to cope with such challenges. With this in mind, the YOUMIG project prepared a **collection of good policy practices** and actions linked to youth migration. Based on the challenges and needs revealed in the Local Status Quo Analyses and on collected good practices, local partners tailored existing practices to their own needs. **In Szeged, two pilot actions were initiated during the project:** 1) SAMU YOUMIG (**Sensitisation and Multicultural Training**), which involved preschool staff and municipal front office workers as the main target groups. 2) The '**One-stop-shop**'(OSS) pilot unit within the local authority, which was conceived as a **hub for providing information on all local services linked to youth migration**. Both initiatives were evaluated positively by participants and independent peer reviewers, as having a strong impact on their target groups. As an outcome of SAMU, public servants and preschool staff will be more capable of tackling migration-related professional challenges. Regarding the OSS, relevant and well-structured information is now available at a physical location, both online and in the form of a brochure.

Besides local actions, making use of **transnational knowledge and building domestic and international partnerships** is imperative for YOUMIG. On the one hand, the **study visits** between partner cities strengthened the transnational ties of the Municipality of Szeged, resulting in the discussion of several local governance issues related to youth migration. On the other hand, **forums hosted by the Hungarian YOUMIG partners (the Hungarian Central Statistical Office and the Municipality of Szeged)** brought together a wide range of actors. These included the Immigration and Asylum Office, the Ministry of the Interior, the Hungarian State Treasury, the National Tax and Customs Administration, the National Health Insurance Fund of Hungary, the Educational Authority and the Ministry of Finance.

Based on the findings of the YOUMIG project, the following **recommendations** can be made:

- The YOUMIG project points to the significance of youth migration and its effects at the local level. The project also demonstrates that local actors can play an important role in managing youth migration. Therefore, **the Municipality of Szeged should place the issue of youth migration higher on its agenda**, propagating it as both a general and specific topic in relation to the YOUMIG project. Moreover, the municipality should raise the profile of this phenomenon through forming political **coalitions and partnerships** with relevant actors in Hungary and abroad.

- **International cooperation with other cities affected by youth migration (both sending and receiving communities) should be intensified**, including the exchange of migration-related statistical data, policies and best practices.
- Based on the Local Status Quo Analysis, the **provision of adequate information and reduction of bureaucracy for migrants and the local community should be major policy goals** for government institutions at different administrative levels (national and local), including the Municipality of Szeged. **Single contact points are crucial** in this respect, and migration-related services can be integrated into already existing institutional structures such as the ‘Government Window’ system. In addition, the One-stop-shop model demonstrated its potential and usefulness during the YOUMIG project. Therefore, Szeged should continue using this approach and give thought to broadening the scope of both information points and the range of target groups. For instance, cooperation with the University of Szeged Students’ Union or with the university’s Department of International Affairs and Public Relations would allow the municipality to reach out to international students, expediting connections and making the city more attractive to them.
- The Local Status Quo Analysis identified social and cultural separation between migrants and established residents as an urgent policy challenge. Local pilot actions within the framework of YOUMIG have demonstrated that **sensitisation and intercultural training for public officials can be useful in eliminating such separation**. Therefore, similar trainings should be provided for municipal employees working with or for migrants.
- Public administrators and preschool teachers participating in YOUMIG’s local pilot action discovered that this method not only helped in dealing with migrants but also in relation to other groups and issues. Therefore, **organising similar trainings in non-migration related areas could also be of benefit to the municipality**.
- Community building and networking are important activities in the field of migration. People with similar needs and other relevant actors should be brought together as a means of fostering information flows between them (e.g., organising meetings and creating online forums), which could include sensitisation and intercultural training.
- Cooperation schemes in relation to migration can be extended to other social-inequality policy fields.
- The lack of available migration-related data at the local level is a major obstacle to effective policy making. Within YOUMIG, the **small-scale survey** provided a large amount of information on migrants in Szeged. Therefore, such data collection **should be repeated periodically**. For this purpose, the Municipality of Szeged should seek additional financial resources and funding programmes, including by means of cooperation with other actors (e.g. the University of Szeged).

- **Data collection can be made more sophisticated, or can be segmented, focusing on certain subtopics within migration.** For example, relative to the YOUMIG small-scale survey, **entrepreneurship should be given more attention in future.**
- **Collecting and analysing migration data,** revealing processes and connections between different phenomena, and **ensuring that municipal administrators are provided with this knowledge** (e.g., through the Data Toolkit and training) can contribute to **evidence-based policy making,** with many future benefits.
- Knowledge and experience gained from the YOUMIG project should be incorporated into the policies and strategic documents of the Municipality of Szeged, such as the **youth strategy** whose elaboration is planned in the near future.

Map of the Danube Region and location of the YOUMIG partners



YOUMIG – Improving institutional capacities and fostering cooperation to tackle the impacts of transnational youth migration

A project of the Danube Transnational Programme

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- End date: 30-06-2019
- Budget: 2,718,853 EUR (ERDF Contribution: 2,055,179 EUR, IPA Contribution: 255,846 EUR)
- Call number: Call 1
- Priority: 4 (Well-governed Danube Region)
- Specific objective: 4.1. (Improve institutional capacities to tackle major societal challenges)

Project partners:

- Lead partner: Hungarian Central Statistical Office (HU)
- Work package leaders: University of Vienna (AT), Leibniz Institute for East and Southeast European Studies (DE), Maribor Development Agency (SI), INFOSTAT - Institute of Informatics and Statistics (SK)
- ERDF partners: Municipality of Szeged (HU), City of Graz (AT), Institute for Economic Research (SI), Romanian Institute for Research on National Minorities (RO), Municipality of Sfântu Gheorghe (RO), National Statistical Institute of the Republic of Bulgaria (BG), Burgas Municipality (BG), Municipality of the City district of Bratislava- Rača (SK)
- IPA partners: Statistical Office of the Republic of Serbia (RS), Institute of Social Sciences (RS), Municipality of Kanjiža (RS)
- Associated Strategic Partners: Statistics Austria (AT), City of Karlsruhe (DE), Federal Institute for Population Research (DE)

YOUMIG, in which 19 partners from 8 countries work together, wishes to support local governments in capitalising on the developmental potential of youth migration, resulting in a better governed and more competitive Danube Region. The project aims to boost their institutional capacities to enhance the scarce local evidence on youth migration and contribute to improved policymaking with a focus on human capital. Statistical offices and academic organizations are teaming up with local governments in a complex, customised, multi-level and transnational cooperation to create local developmental strategies based on improved youth-migration impact indicators, and introduce transnationally tested tools for managing local challenges. As a result, institutions and stakeholders can obtain increased capacities through intensified cooperation.

YOUMIG's work is structured in six work packages (WPs). Besides management (WP1) and communication (WP2) issues, the thematic work is distributed as follows. In line with the Conceptual Framework, all partners contribute to the development of improved evidence on youth migration and its developmental impacts at the EU, national and local level by elaborating Local Status Quo Analyses for local partners (WP3). Through a comprehensive evaluation of the locally available youth migration indicators, the project identifies shortcomings in measuring local challenges, and elaborates and tests new or improved indicators of youth migration (WP4). At the local level, the project improves capacities for managing related processes through jointly testing and introducing good practices and institutional units, tailored to local needs (WP5). The project concludes with transnationally tested tools for all governance levels contributing to better strategies, policies and services related to the issue of youth migration (WP6).

YOUMIG's outputs are uploaded to

<http://www.interreg-danube.eu/approved-projects/youmig/outputs>.

CHAPTER 1

YOUTH MIGRATION IN SZEGED: CONCEPTUAL AND EMPIRICAL BACKGROUND³

1.1. A conceptual framework for studying youth migration in the Danube Region: main concepts⁴

A focus on youth is central to understanding the dynamics of migration. Over the course of life, the probability of migration is greatest between childhood and adulthood. Important life events play a role in migration: the start of tertiary education, the end of compulsory schooling, the transition to working life or living in a partnership, or independently. Migration motives are related to the desire to improve one's living standard and influenced by socio-economic and personal factors (capital, migration biography or lifestyle).

Migration has important effects on the countries and cities of the Danube Region. In countries or regions of emigration, the share of young and educated people leaving is very high. The loss of young people not only leads to a change in population size, but also a decline in the potential labour force, innovation and know-how. Moreover, in arrival countries, newcomers need to be integrated.

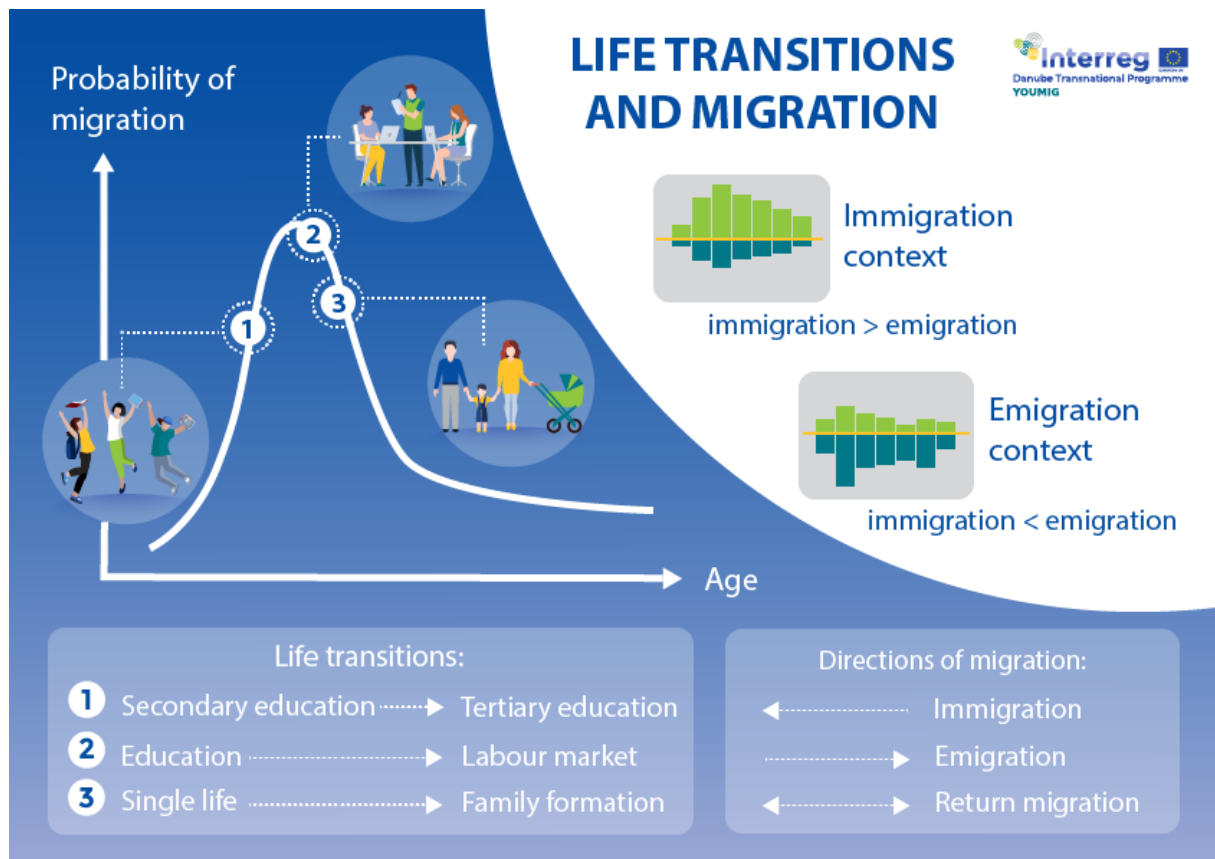
Migration is also a challenge for the individual. While young people often leave with high expectations of improving their standard of living, there is no guarantee that labour markets in the country of destination can supply jobs that match their particular skills. Owing to language barriers and discrimination, the phenomenon of overqualified workers in low-skilled jobs can be observed. This 'brain waste' carries substantial economic costs, lowering educational incentives and undermining the possibility of 'genuine' brain gain.⁵

³Chapter 1 is connected to the Data Toolkit through the following expert studies. The 'Conceptual framework for the study of youth migration in the Danube Region' and 'Local Status Quo Analyses: methodology and main findings of the comparative analysis of the 7 municipalities' are accessible in the Data Toolkit in the 'YOUMIG - Main outputs' part, through the buttons *Conceptual framework* and *Status quo analyses*. The Local Status Quo Analysis for the given municipality is accessible in the 'Municipality' part through the button *Local Status Quo Analysis*. In addition, basic information and basic data for the given municipality are accessible in the Data Toolkit in the 'Municipality' part through the buttons *Basic information* and *Basic data*.

⁴Author of the subchapter: Elisabeth GRUBER (University of Vienna)

⁵GARCIA PIRES, A. J. (2015) 'Brain Drain and Brain Waste', *Journal of Economic Development*, 40(1): 1-34.

Figure 1. Idealised model of life transitions and migration events



There are three important determiners of youth migration: labour, education and family.

Labour has a strong influence on migration and can be categorised into groups including manual labour, work requiring particular qualifications or experience, or high-skilled employment. Migration for labour is often motivated by the desire for better opportunities abroad, improved job security and income. Youth unemployment, job insecurity and wage levels are important factors for migration. Wage differentials might also attract ‘target earners’ that put up with over employment for a specific period to buy property on returning.⁶Owing to higher salaries and languages barriers, migrants often accept jobs that require levels of skill far below their own.

⁶KING, R., LULLE, A., MOROSANU, L. and WILLIAMS, A. (2016) ‘International Youth Mobility and Life Transitions in Europe: Questions, Definitions, Typologies and Theoretical Approaches’. Working Paper No. 86. University of Sussex. Sussex Centre for Migration Research.

Education induced youth migration occurs mostly in relation to tertiary educational attainment.⁷ Crossing local or regional borders might be necessary in order to attend secondary school or college. Even though education-orientated migrants are not easy to identify and follow due to different subtypes and insufficient statistical data sources, the number of international university students is observed to be rising⁸. Moreover, most students do not consider themselves migrants and neglect to register. University student mobility can be distinguished between ‘credit mobility’ (students that take single courses or study for only a few semesters abroad) or ‘degree or diploma mobility’ (students that go abroad for a whole study programme, such as a master’s degree).⁹ Student mobility in the Danube Region does not appear to be a standalone phenomenon but is often combined with aspirations related to improved career and earning prospects abroad.

Family migration is also an important factor. Partnership formation, marriage and childbearing usually happen in the transition phase from youth to adulthood and have a strong influence on choosing a place of residence. While family migration statistics have been concerned mostly with describing internal migration patterns, in periods of globalization, the relevance of international family migration in terms of emerging travel and study abroad has been increasing. Love migration or the ‘transnationalisation of intimacy’, plays an increasingly important role in migration decision-making.¹⁰ Migration can further affect families indirectly; when single members of a union change their residency, families and partnerships become separated. The moving of partners or young families to a new country of destination affects their children or future grandchildren as part of the following generations.

The YOUMIG project not only observes and categorises the **challenges** related to youth migration, but also aims to find possible strategies to deal with these challenges by developing new perspectives. Emigration and immigration are often perceived as threats to the societies of origin and destination respectively. The project endeavours to widen perspectives in order to find **positive aspects** in all developments observed in the region.

One of the foremost positive aspects is **return migration**. For a long time, migration has been evaluated negatively by the country of origin. It was seen as a one-directional process, ending with the final decision to emigrate; but in recent years, a number of studies have started to

⁷WATERS, J., BROOKS, R. and PIMLOTT-WILSON, H. (2011) Youthful Escapes? British Students, Overseas Education and the Pursuit of Happiness. *Social and Cultural Geography* 12(5): 455–469.

⁸GMG (=GLOBAL MIGRATION GROUP) (2014): Migration and Youth <http://www.globalmigrationgroup.org/migrationandyouth> (retrieved: April 5th 2017)

⁹KING, R. AND FINDLAY, A. M. (2012) ‘Student migration’. In: Martiniello, M. and Rath, J. (eds) ‘An Introduction to Migration Studies: European Perspectives’. Amsterdam: Amsterdam University Press, 257–278.

¹⁰KING, R. (2002) ‘Towards a new map of European migration’. *INTERNATIONAL JOURNAL OF POPULATION GEOGRAPHY*, 8: 89-106.

broach the issue of return migration.¹¹ In general, four types of return can be distinguished: the return of failure, conservatism, innovation, and retirement.¹² 'The return of failure' is characterised by the returnee neither succeeding in integration in the new society nor having enough ties to go back easily to the country of destination. In contrast, the 'return of innovation' describes the returnee as having successfully integrated into the foreign labour market. The person characterised by this type of return subsequently goes back to their country of origin with the financial resources and know-how to effect considerable changes in their social status and that of others in the sending country. Recent studies have focused on the beneficial role of return migrants in economic development.¹³ Today, therefore, return migration is seen as a means of bringing back financial, social and cultural capital, as well as importing knowledge. However, in reality, returning – even if initially intended – does not always occur. New personal relationships or enrolment to the labour force often hinder attempts to return. It is often difficult for high-skilled migrants in the Danube Region to return to their region or country of origin due to the mismatch of labour supply and demand in relation to their specialised knowledge. Nonetheless, it is also important to see the full potential of return migrants and provide more incentives for their return.

Diaspora networks offer a potential strategic means of gaining from emigration. Expatriate communities play an increasingly important role as 'support actors' in sending locations, but also act as networks for receiving migrants and help in their integration. Nowadays, more than half of UN member states have their own diaspora department.¹⁴ Diaspora policies have very diverse priorities. They may try to reach bilateral tax exemptions, for instance, for money transfers or visas, which play a more important role in countries outside the EU. Nowadays, networks try to develop and maintain contacts with emigrants to ease any future return, and for the purpose of investment or business cooperation. In addition, the maintenance of national identity and need for continued political engagement (participation in elections) in the country of origin provide a further role for diaspora networks.¹⁵ In the modern sense, diaspora networks can lead to better cooperation between old and new countries of residence

¹¹See KING, R. (1986) 'Return Migration and Regional Economic Problems'. Routledge. London.

¹²CERASE, F. P. (1974) 'Expectations and Reality: A Case Study of Return Migration from the United States to Southern Italy'. *The International Migration Review*, 8(2): 245-262.

¹³DE HAAS, H. (2005) 'International migration, remittances and development: Myths and facts'. *Third World Quarterly*, 26: 1269–1284.

¹⁴COLLYER, M. (ed.) (2013) 'Emigration Nations. Policies and Ideologies of Emigrant Engagement.' Palgrave Macmillan. Houndmills, Basingstoke, Hampshire.

¹⁵HERNER-KOVÁCS, E. (2017) 'Nation Building Extended: Hungarian Diaspora Politics', *Minority Studies*, 17: 55-67.

and the realisation of transnational lifestyles. Former migrants may become ‘development agents’, responsible for improvements in their home communities.¹⁶

In the countries and cities of immigration, **the integration of newcomers** is certainly a challenge, but also a major potential benefit, if decision makers can help to lower barriers. Language barriers are just one of the challenges that need to be overcome to bring about migrants’ successful integration into new societies. Integration measures – in the light of increasing diversity – need to cover a broader range of topics such as language skills and education, labour market integration, habituation to cultural norms, and so on. Integration is a topic that warrants attention on the part of hosting societies in order to learn more about accepting and welcoming newcomers.

Adapting a new perspective on migration is essential. Migration can provide new opportunities for youth that may be unavailable in their countries of origin. The potential outcome is economic gains for destination countries, and benefits for origin countries in terms of the skills brought home and established networks, i.e., a **triple win**:

- A win for the country of origin
- A win for the receiving country
- A win for the individual migrant¹⁷

Shifting the focus onto the benefits of migration for the individual is important for future policy development¹⁸.

1.2. Methodology and main findings of the comparative analysis of seven municipalities in the Danube Region¹⁹

Within the framework of YOUMIG, seven **Local Status Quo Analyses (LSQAs)** were carried out by thematic experts employed by local partners. LSQAs relied on a common methodology, combining qualitative and quantitative methods. Through LSQAs, researchers aimed to obtain an integrated analysis of migratory, demographic and developmental processes. Figure 2 synthesises the methods and phases of local level empirical research and analysis.

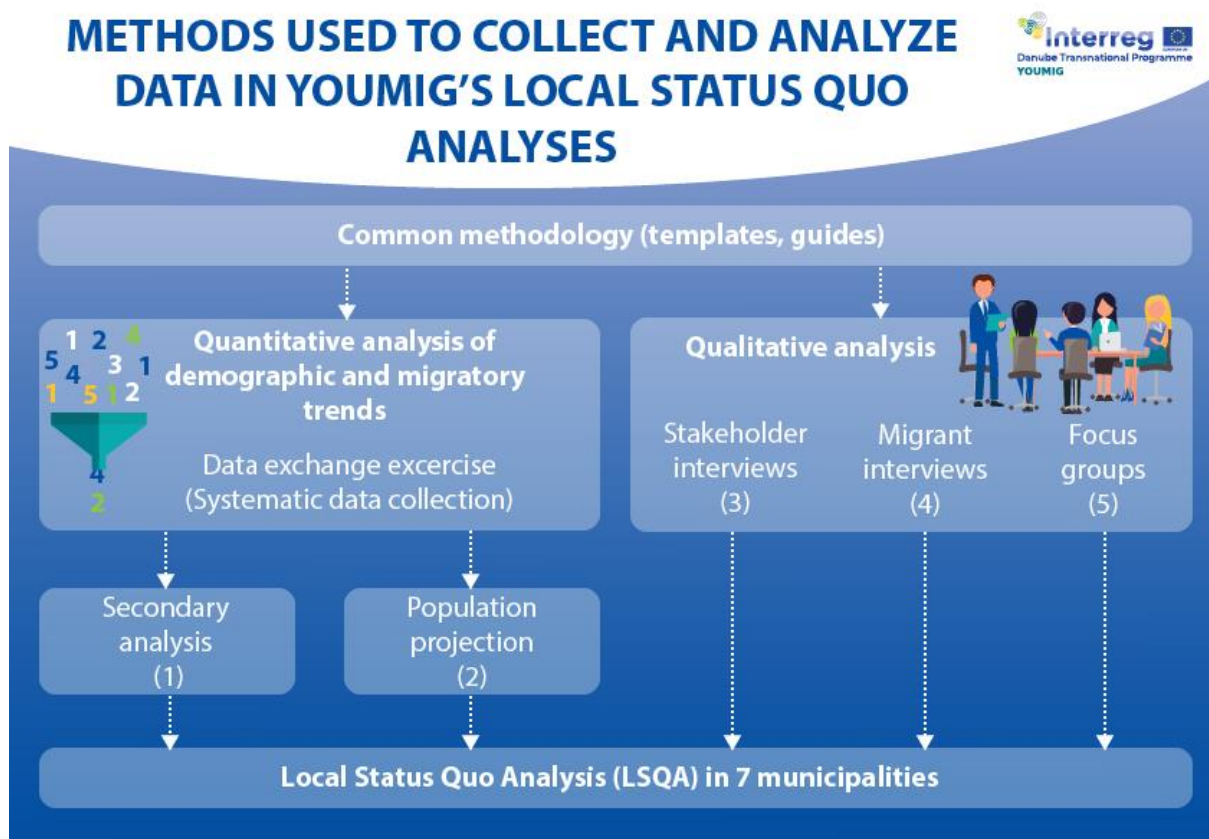
¹⁶CASTLES, S. (2008) Development and Migration – Migration and Development: What comes first? SSRIC Migration & Development Conference Paper No.2. New York: Social Science Research Center.

¹⁷SVR (=SachverständigenratdeutscherStiftungenfür Integration und Migration) (2016): Viele Götter, einStaat: ReligiöseVielfalt und TeilhabeimEinwanderungsland. Jahresgutachten 2016 mitIntegrationsbarometer.

¹⁸See FASSMANN, H., GRUBER, E., NÉMETH Á. (2018). ‘Conceptual overview of youth migration in the Danube Region’. YOUMIG Working Papers, No.1.

¹⁹Author of the subchapter:Tamás KISS (Romanian Institute for Research on National Minorities)

Figure 2. Methods used to collect and analyse data in YOUMIG’s Local Status Quo Analyses



1) The main aim of the **quantitative analysis** was to describe the migratory processes and demographic trends in the municipalities. In the comparative analysis, researchers constructed a typology of the municipalities according to their developmental positions and with regard to the demographic and migratory processes they face.

There are important **developmental differences** between the project partner municipalities related to the regional developmental position of the country (in the Danube Region), and the internal developmental position of the municipality (in the country):

- Concerning the **developmental positions of the respective countries**, Romania, Bulgaria and Serbia have a semi-peripheral position in Europe, with an emphasis on low value added industries and subsistence agriculture. These are emigration countries²⁰, where no major immigration is expected. Slovenia, Hungary and Slovakia have the characteristics of semi-core economies and some parts of these countries are

²⁰ See FASSMANN, H. et al. (2014): Longer-Term Demographic Dynamics in South–East Europe: Convergent, Divergent and Delayed Development. Central and Eastern European Migration Review, 3(2), pp.150-173.

integrated into the industrial production of the western core. They also send emigrants to Western Europe; however, in far lower numbers than countries belonging to the first category. As these countries face labour shortages, they might theoretically become countries of immigration at some point, though probably only for a short period. Finally, Austria can be considered part of the Western European core. It has a positive net migration rate and receives an important number of immigrants. Contrary to other countries observed in this project, Austria turned from an emigration to an immigration country well before the fall of the Iron Curtain.²¹

- Concerning the **developmental position of the municipalities within the respective countries**, researchers have classified Bratislava-Rača, Maribor, Graz, Burgas and Szeged as the main regional poles, while Kanjiža and Sfântu Gheorghe can be defined as the ‘zonal’ urban centres.

Demographic developments in the project partner cities have certain common characteristics. All of them are facing low fertility rates and rapidly ageing populations; and for all of them, migration trends are significant in terms of demographic processes and prospects. At the national level, four types of demographic change can be distinguished. Bulgaria and Romania, both witnesses to drastic population decline, fall into the first category. Serbia would also be in this category, but forced migration caused by the wars of Yugoslav succession increased its population, therefore it fits into in the second category, experiencing a modest decline in population, along with Hungary. In the third category can be found Slovenia and Slovakia, where the populations are slowly growing. Finally, Austria belongs in the fourth category, characterised by dynamic population growth. At the municipality level as well, demographic processes are shaped by internal developmental positions. Burgas, for instance, as a major regional pole in Bulgaria has seen relatively balanced migration trends. Situated next to high-level outflows, the municipality has been the target of both internal and international immigrants. In contrast, in the cases of Kanjiža and Sfântu Gheorghe, outflows have far exceeded inflows.

2) As part of the LSQAs, local level **population projections** were also carried out based on the cohort-component method, which began modelling the evolution of mortality, fertility and migration in the seven municipalities in 2017 (continuing until 2035). These are not forecasts, but rather ‘what-if’ type statements on possible pathways of population change. Hypotheses took into account both the existing trends and the expectations of local experts and

²¹ See FASSMANN, H. and REEGER, U. (2012) Old Immigration Countries in Europe. The Concept and Empirical Examples. In: OKÓLSKI, M. (ed.)(2012) European Immigrations. Trends, Structures and Policy Implications (65-90) Amsterdam: Imiscoe Research/Amsterdam University Press.

stakeholders. An important result was that in several municipalities, such as Szeged, Sfântu Gheorghe, Kanjiža and Maribor, neither experts nor stakeholders could imagine that their municipalities might become the subject of large-scale immigration.

3) The **interviews with institutional actors** (stakeholders and decision makers representing important city institutions) were based on a common interview guide. This research phase was aimed at mapping the existing policies focusing on migration and youth, as well as identifying discourses concerning migration and understanding how decision makers connect local development and migration – whether they perceive migration as a threat or an opportunity. Both emigration and immigration (including returnees) were taken into account, even in localities where immigration was barely relevant statistically. Researchers took on board the differences in perception of highly skilled and low-status migrants, as well as those of persons belonging to both majority and ethno-cultural minority groups.

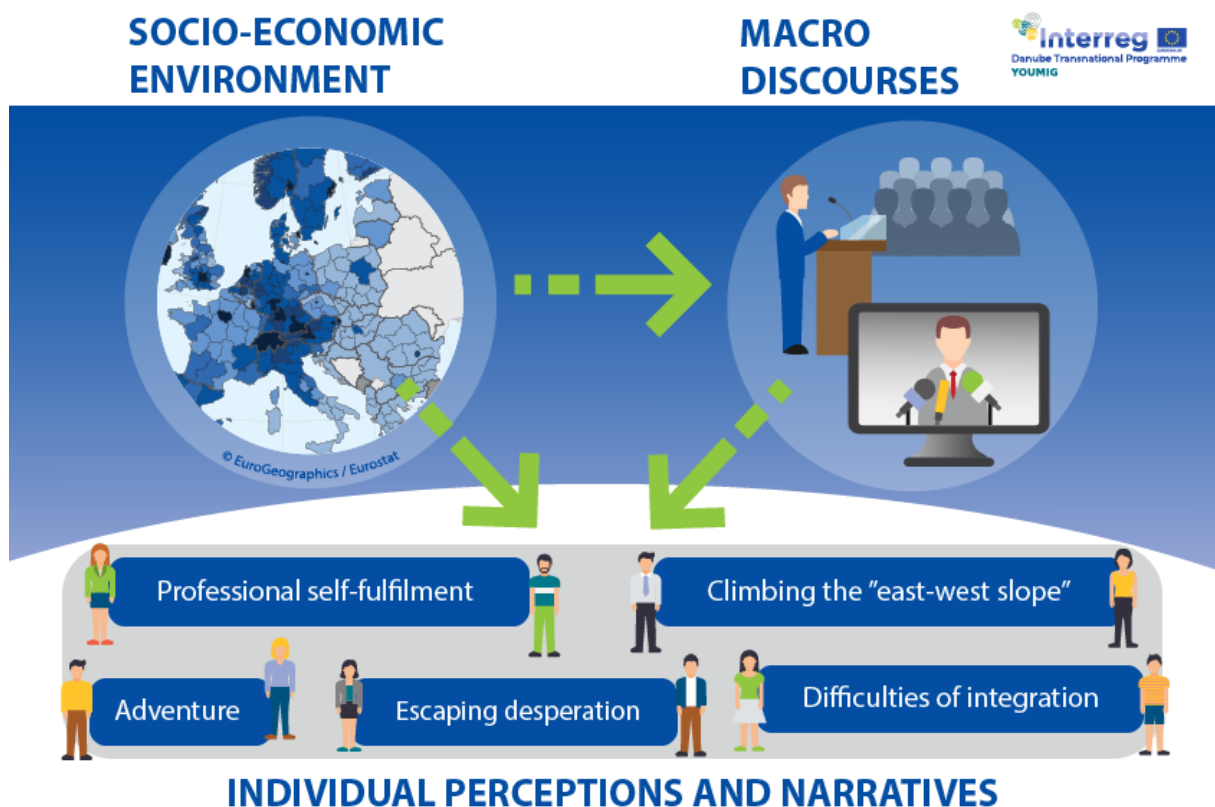
4) In the case of the **interviews with young migrants**, researchers conducted narrative-biographical interviews with 8-10 young migrants per locality, based on a previously fixed technique of conducting and interpreting interviews. Researchers did not subordinate the stories (i.e., self-representation) of migrants to scientifically or politically motivated narratives. The interviewees had the opportunity to present their stories in a free, unconstrained manner. Persons aged 18-35, distinct in terms of educational attainment, gender, family status and type of migratory experience (e.g., emigrants, immigrants, returning migrants, daily commuters between different countries) were interviewed. Well-educated and middle-class background young interviewees were overrepresented, perhaps owing to deliberation over emigration ('brain drain').

5) **Focus group interviews** with young migrants followed the individual in-depth interviews. Talks focused primarily on the participants' experiences, with a focus on the administrative aspects of the migration process. They were asked about their contacts with the local (and other level) administration, the problems they encountered, and their opinions on the policies employed by the relevant authorities, etc. One discussion per locality was conducted, with 6-10 participants in each group. All participants were aged 18-34 with migration experience. In the sending localities these were mostly return migrants, while in the case of the receiving municipalities, immigrants were selected. In municipalities with a mixed pattern of migration, both immigrants and return migrants were able to participate in the focus group. An audio recording and report on the focus group was made according to a previously fixed template. Participants were asked about their personal experiences with the authorities in regard to migration issues (work permits, residence permits, recognition of diplomas, etc.), and to provide suggestions concerning migration policies.

The first main thesis of the **comparative analysis** was that massive regional inequalities and socio-economic developmental hierarchies are a conduit for different **macro-level discourses concerning migration management**. Populationist views (or demographic nationalism) were dominant in municipalities with a lower status on the developmental scale. According to this discourse, migration management relates mostly to the reproduction of the ethno-nation. In contrast, a utilitarian framework that perceived migrants as the labour force was dominant among municipality stakeholders with a higher position on the developmental ladder.

The second main thesis was that young migrants' **strategies of self-representation** (as demonstrated by the biographic narratives) are affected by both 'objective' developmental differences and macro discourses concerning development and migration management. In this respect, biographic narratives, as such, can be perceived as strategies of status reproduction or status improvement.

Figure 3. The effects of the socio-economic environment and macro discourses on the individual perceptions and narratives of young migrants



The following **quotes** illustrate the main discursive patterns identified in the interviews.

Macro discourses:

- Populationist views (or demographic nationalism): *“They’re arrogant and behave like colonisers, not immigrants.”*
- Utilitarian framework: *“I hear the managers of large manufacturers want to import foreign, non-EU workers; there is a lot of pressure on us.”*

Narratives of young migrants:

- Professional self-fulfilment: *“If I remained in Serbia, my professional career would be over, and I would end up like my parents.”*
- The ‘adventurer’: *“I’ve always hated settled life; I prefer freedom to routine.”*
- Climbing the ‘East-West slope’: *“Germany has always attracted me; not just its wealth; somehow, I share its mentality.”*
- Escaping desperation: *“I felt I just couldn’t have a normal life here.”*
- Difficult integration: *“When I go out to a nightclub, I always feel out of place.”*

1.3. Szeged: youth migration trends²²

This subchapter focuses on the **root causes and local processes of youth migration**, and analyses their effects on the local community. It examines **how local services** (educational, healthcare, career centre, etc.) **respond to youth migration**, what their administrative and professional capacity gaps and needs are, and possible means of improving them. For this purpose, a **Local Status Quo Analysis (LSQA)** was conducted in Szeged, and its main results – involving both quantitative (the collection and analysis of statistical data) and qualitative methods (interviews with institutional actors, narrative-biographic interviews, focus group activities, migration forums, brainstorming sessions) are presented and discussed.

Based on **official statistics**, migration plays a significant role in Szeged’s demographic trends. The city has experienced a natural population decline since the early 1990s, with a fertility rate well below both the national average and the replacement level. Life expectancy, which is higher than the national average, has continued to increase in the last few decades.

²²Author of the subchapter: Szabolcs FABULA (Municipality of Szeged)

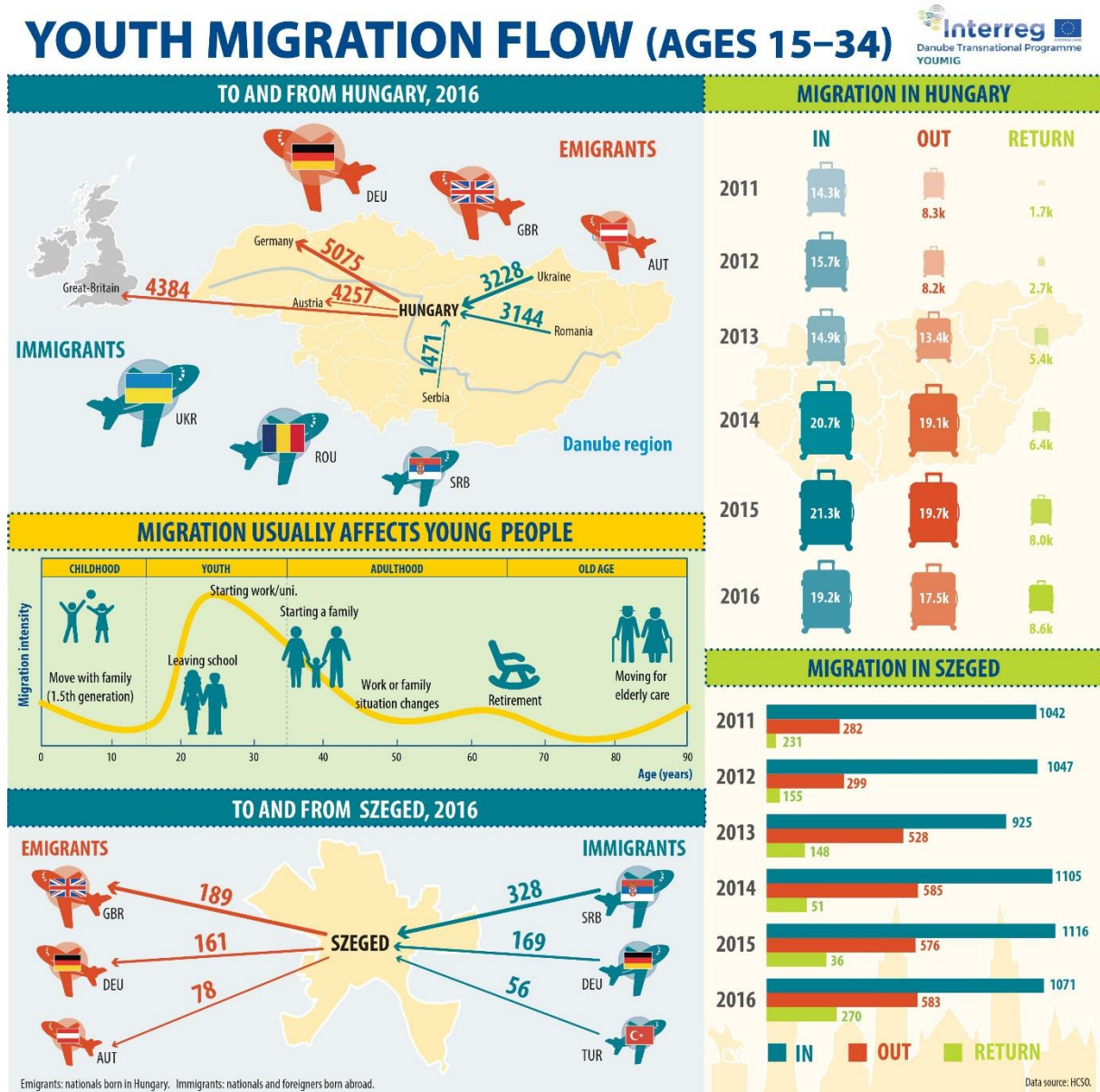
In recent decades, **migration has influenced negative demographic processes in various ways**. From 1990 to 1993, **internal migration** was the main source of population growth in the city. Owing to a process of suburbanisation around Szeged, outmigration exceeded internal immigration between 1994 and 2004, resulting in a decline in the total population. From 2005 to 2015, the internal migration balance became positive.

International immigration flows peaked between 1989 and 1993 (due to Romanian citizens arriving in Hungary – including many ethnic Hungarians), at the end of 1990s (due to Serbians, including ethnic Hungarians from Vojvodina in Northern Serbia, fleeing the Balkan conflict) and in the late 2000s (because of Hungary’s new Immigration Act). As for the number of **emigrants**, no considerable fluctuation can be observed. Population outflows have increased constantly since the 1990s, with a further increase in intensity after 2009, mostly due to Hungary’s accession to the EU in 2004 (the main receiving countries of Hungarian migrants being the United Kingdom, Germany and Austria). In the post-2009 period, a growing number of **returnees** have also been seen. However, data for the year 2016 point to a reversal in this trend: both internal and international migration balances were negative. The local population projection (which cannot be considered a forecast) indicates that migration will probably have a significant (though not drastic) effect on Szeged’s population size. In the next two decades, Szeged may lose 2-6% of its population due to migration.

Youth migration is of utmost importance to demographic processes. **The majority of EU- and third-country born immigrants belong to the cohort aged 15-34**. Nevertheless, it is a relatively new phenomenon that the proportion of the age group 15-34 has (approximately) remained constant and remarkably high at the same time: from 2010 onwards, 86-90% of immigrants have been aged 15-34. The age structure of those leaving the city has shown significant change over time as **the proportion of young people (15-34) from the total number of emigrants has been constantly falling**. Regarding return migration, while in 2010 only 24 young people aged 15-34 (of 37 citizens in total) returned to Szeged; in 2016 there were significantly more, with 270 young returnees (of a total of 490 citizens) registering. In 2016, **most young returnees arrived from the United Kingdom, Germany and Austria (in number, from largest to smallest), reflecting emigration patterns**.

The main immigrant communities in the city are Serbia-born (numbering 6000 people), **Romania-born** (about 3000 people), **and students of the University of Szeged** (approximately 2000 persons) **from abroad**. Serbia remains the main sending country, followed by Romania. Most of these immigrants share a Hungarian ethnic background, thus it can be assumed that their integration was relatively easy due to linguistic and cultural similarities.

Figure 4. Flow data on youth migration in Szeged, 2016.



The interviews confirmed the important role of migration in Szeged, and experts interviewed during the LSQA agreed that there is a perceivable presence of foreigners in the city. **Foreign students learning at the University of Szeged are for the most part, identified as immigrants.** In addition, many young people arrive in Szeged from other towns within Hungary. Apparently, immigration tends to be related to the sphere of higher education in the minds of residents and local society alike. Among immigrants, the interviewees seldom mentioned ethnic Hungarians and other newcomers from the Danube Region, while **Arabian and African newcomers were considered more visible.** In general, immigration is not perceived to be a challenge, and **foreigners are mostly considered beneficial to the City of Szeged.** Emigration from the city, however, **is seen a serious problem** as large numbers of young people continue

to leave the city. According to institutional interview partners, internal emigration is often a prelude to international emigration, where many young people are first attracted to Budapest and Western Hungary by higher salaries, and later to Western Europe. To sum up, immigration is considered beneficial to Szeged, primarily owing to the purchasing power of immigrants and their contribution to the city's multicultural milieu. Emigration, however, is mainly seen as a factor hindering local development due to the loss of highly qualified young people.

There are differing views concerning the retention of immigrants in Szeged. **Ethnic Hungarians are more willing to stay**, especially those who migrated from other parts of Hungary. In contrast, most of the **international migrants are perceived as transients** staying in Hungary for as long as it takes to acquire the necessary documents, before setting off for other EU countries, especially in Western Europe.

There are several **challenges** in relation to youth immigration. Interview partners think that foreigners should be helped to feel even more welcome. A **separation persists between immigrants and long-term residents – foreign students in particular can be isolated**. To tackle this challenge, sensitisation and intercultural dialogue are of key importance. **Applying for a job is extremely difficult for those who do not speak Hungarian**. Therefore, local companies should be encouraged to employ foreigners. Szeged should also cultivate a wide range of cultural and culinary attractions, along with improved public services, to cater to the needs of locals and foreigners alike.

The main challenges related to emigration from Szeged include the **loss of a skilled labour force ('brain drain')**. The high mobility of young knowledge workers means that 'a good opportunity' is never distant. Therefore, Szeged should make a concerted effort to develop high-value added employment for its young people, as much in terms of competitive pay levels as good prospects and working conditions. It is also a challenge to **create proper opportunities for those whose work does not necessarily tie them to one location (e.g. remote workers, digital nomads)**. In general, the most important challenges relate to **administrative burdens and the lack of information for migrants**. In addition, there are **no reliable and comprehensive data** on local migratory processes, which makes planning difficult.

Recommendations

According to the qualitative analysis, **measures should be taken to help foreigners feel even more welcome in Szeged**. Unfortunately, in certain cases, public officials who provide information to foreigners or assist them in administrative matters lack the appropriate mindset and attitude for such intercultural encounters. Therefore, the development of **sensitisation and intercultural communication skills is needed**.

Intercultural training can be extended to employees in other municipality institutions (depending on the probability of intercultural encounters and available resources). The **sensitisation of front-office staff** should become a regular practice in the longer term.

According to municipality officials, in Szeged, reliable information on migration – and its effects – is scarce (or even non-existent). The **municipality, therefore, should systematically gather the available data on local migratory processes, making them available to staff. Further, these staff should be taught the relevance of the data and how to use it** (e.g., through the Data Toolkit). The toolkit should define what kinds of information are needed to make appropriate decisions, and consider how they can be collected. Moreover, identifying the kinds of data available within the municipality institutions that can serve as proxy measures of migration should be facilitated by this tool.

The Municipality of Szeged plans to elaborate its youth strategy in the near future. Since **youth migration** is a relevant and important phenomenon, we recommend its inclusion as a **topic of special attention (or a separate chapter) in the youth strategy document**.

CHAPTER 2

BETTER INDICATORS ON YOUTH MIGRATION AND ITS LOCAL CONTEXT²³

2.1. Developing youth migration indicators: priority areas and methodology²⁴

In general, the management of migration is directed by national objectives. Related challenges and opportunities are measured and evaluated at the country level. Nonetheless, migration processes can look different at the local level. The emerging literature 'points to how regional and municipal outcomes differ significantly from national ones'.²⁵ Therefore, **building capacities that measure and evaluate the effects and context of migration on the local level is crucial.**

While the European Union and nation states provide general guidelines on the integration of migrants, the ability to undertake practical action usually depends on municipalities. Newcomers have to rely on services - just as locals do - provided by local governments looking to find solutions for their integration. Similarly, emigration calls for action at the local level, for instance, when dealing with the lack of labour in areas of outward migration.

Thus, in order to plan for the provision of services or to predict changes in production structures, local governments should monitor the trends of all the components of demographic population movements, namely fertility, mortality, as well as immigration, emigration and return migration.

Besides the basic figures on demographic development, the socio-economic context of migration should also be taken into account. Indicators can help local decision makers to quantify the relevant tendencies in different dimensions of local development. The OECD –

²³Chapter 2 is connected to the Data Toolkit through one expert study. The 'Evaluation report of youth migration indicators including the identification of shortfalls', is accessible in the Data Toolkit in the 'YOUMIG- Main outputs' part through the button *Indicators*. In addition, all indicators (core and extra) for the given municipality are accessible in the Data Toolkit in the 'Municipality' part, through the button *Indicators*.

²⁴ Authors of the subchapter: Ekaterina SKOGLUND (Leibniz Institute for East and Southeast European Studies - IOS Regensburg); Zoltán CSÁNYI (Hungarian Central Statistical Office)

²⁵SCHMIDTKE, O. (2014). Beyond National Models? Governing migration and integration at the regional and local levels in Canada and Germany. *Comparative Migration Studies*, 2(1), 77-99., p. 79.

See among others: BENDEL, P. (2014). Coordinating immigrant integration in Germany. Mainstreaming at the federal and local levels. Migration Policy Institute Europe, Brussels, 1-32.

CAPONIO, T., and BORKERT, M. (Eds.). (2010). The local dimension of migration policymaking. Amsterdam University Press.

SCHOLTEN, P., and PENNINX, R. (2016). The multilevel governance of migration and integration. In *Integration processes and policies in Europe* (pp. 91-108). Springer, Cham.

based on the recommendations of the United Nations Economic Commission for Europe²⁶ – defines **statistical indicators** as ‘data elements that represent statistical data for a specified time, place, and other characteristics’.²⁷ In practice, indicators are simply ‘statistics, or a combination of statistics, that are populated by data [...]. Indicators suggest, or indicate, a characteristic of a system’.²⁸

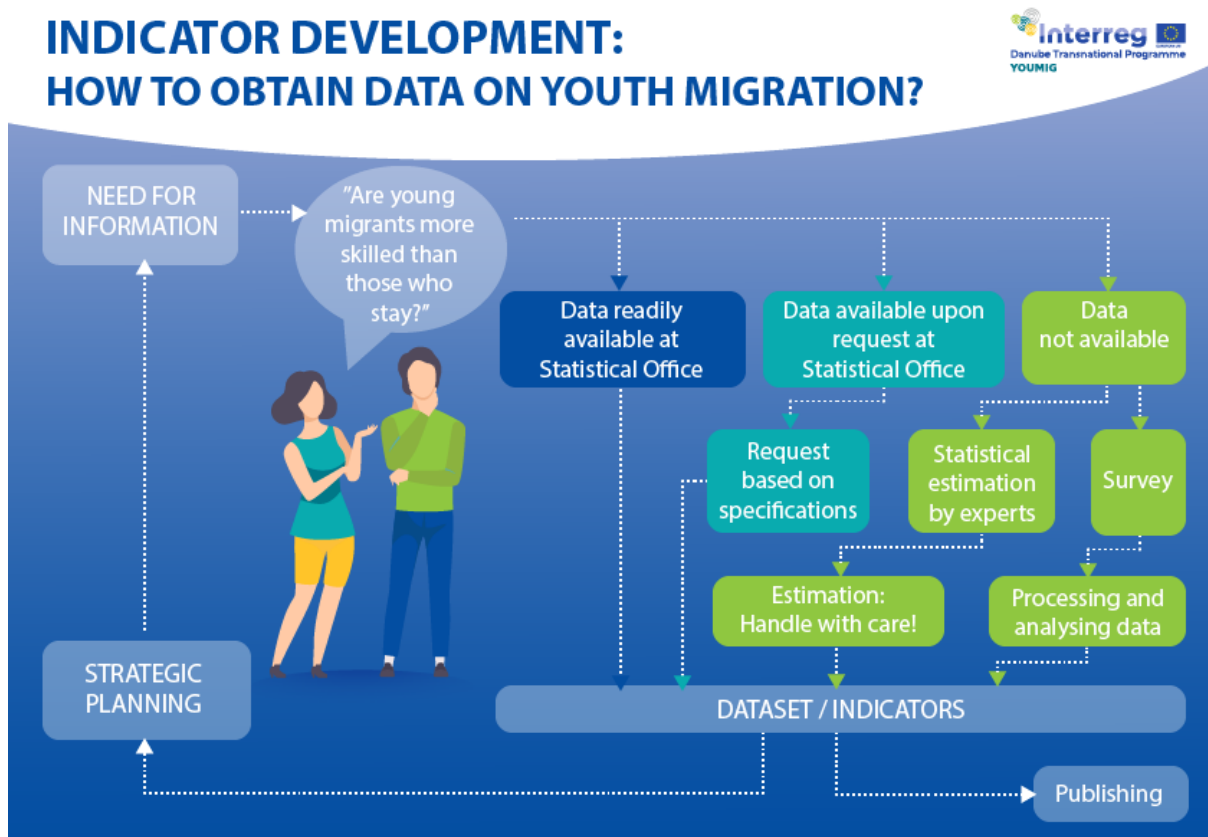
The data for producing indicators can be obtained in various ways. There are datasets readily available and accessible to the public at national (or international) statistical institutions or administrative bodies, while others are available upon request or for a fee. Further, in the case of nationally and regionally representative surveys, statistical methods may be used to produce local (municipality) level values. When no data source is available, necessary data might be produced using local surveys. During the YOUMIG project, all of the above methods were tested to obtain the data necessary for designing local level statistical indicators on youth.

²⁶United Nations Economic Commission for Europe (UNECE), "Terminology on Statistical Metadata", Conference of European Statisticians Statistical Standards and Studies, No. 53, Geneva, 2000

²⁷ See also the Eurostat definition at https://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Statistical_indicator

²⁸GAULT, F. (2011). Social impacts of the development of science, technology and innovation indicators. MERIT Working Papers 008, United Nations University - Maastricht Economic and Social Research Institute on Innovation and Technology (MERIT).

Figure 5. The process of obtaining data on youth migration and its social context



International organisations and national statistical services use many indicators that might in terms of relevance, differ from the purposes of local level migration management across the Danube Region. Therefore, the **YOUMIG project followed a step-by-step selection process**, including consultations with the project partners and relevant stakeholders.

Step 1. A list of 214 possible indicators in seven areas related to migration and development at different geographical levels was compiled. These seven areas were the following: Demographics and population, Health, Education, Social development and social capital, Economic development, Income and living conditions, Urban and Regional development.

Step 2. The relevance of each indicator was discussed by experts from the participating statistical and research institutions, representatives of the partner-municipalities, and relevant stakeholders (in particular, see the Local Status Quo Analyses). The indicators classified as 'Not relevant'²⁹ were removed from further consideration.

²⁹ See the 'Evaluation report on youth migration indicators including the identification of shortfalls', Table 2, column 2, available on the YOUMIG website and in the Data Toolkit.

Step 3. The remaining 120 indicators were assessed concerning (a) their availability at the national, regional, and municipality levels; (b) their effectiveness in helping evidence-based decision making in the spheres of youth, migration, and local development policies.

Step 4. Based on this evaluation, a TOP-16 list of Core indicators was drawn up, and each measure specification was refined by partners from the statistical offices.

Step 5. Partner institutions within each participating country gathered information on the 16 Core indicators. In view of the differences in data availability, up to five ‘Extra’ indicators were added to the national indicator lists. This measure was taken to balance the amount of work across partner countries, and to allow municipality partners to add locally relevant topics not covered by the Core indicators. As mentioned above, the data was retrieved from open access sources, provided by statistical or administrative bodies on request, or collected in local YOUMIG surveys. All seven-project partner municipalities carried out a local survey in the second half of 2018.³⁰

Step 6. The resulting sets of indicators were evaluated using a framework for assessing the quality of secondary sources recommended by the international statistical community³¹, adapted to the needs of YOUMIG. For the evaluation, we used the ‘six usual dimensions of quality’: a) relevance; b) accuracy; c) timeliness; d) accessibility; e) interpretability and f) coherence. To provide an option to add information or comments outside these six quality dimensions, a seventh field was added: ‘further critical comments’.

The 16 Core **YOUMIG indicators** are as follows:

- Population by sex, age, urban/rural, country of citizenship, country of birth
- In-migration, internal/international
- Out-migration, internal/international
- Top 5 sending countries (of migrants)
- Number of returnees registered, by sex and education level
- Completed education of persons aged 15-34 by sex, age groups, native/foreign (country of citizenship)
- Student outbound mobility ratio at tertiary level, by sex

³⁰It should be added that beyond the aims of indicator development, the local surveys also served the purpose of getting relevant information on other migration-related issues (a common questionnaire was used in the YOUMIG partner municipalities – except for Graz – that could be optionally broadened with municipality-specific questions).

³¹See recommendations of the Statistical Network Responsible for Developing Methodologies for an Integrated Use of Administrative Data in the Statistical Process (SN-MIAD). Available online at:https://ec.europa.eu/eurostat/cros/content/miad-methodologies-integrated-use-administrative-data-statistical-process_en

- Skill level of return migrants
- Regional product (Regional GDP) per capita
- Business demography: number of active enterprises, by size, ownership (national/foreign)
- Disposable household income per capita
- Population by activity status, by sex, 5-year age intervals, native/foreign
- Subjective well-being in the population
- Tolerance towards foreigners (foreign workers)
- Intentions to migrate within the next 5 years, [if possible] intended destination, duration of absence
- Healthcare sector outlook: work force in health care; shortage of work in healthcare; healthcare workforce gap

During the indicator development process, the following key **data gaps and statistical challenges** were identified:

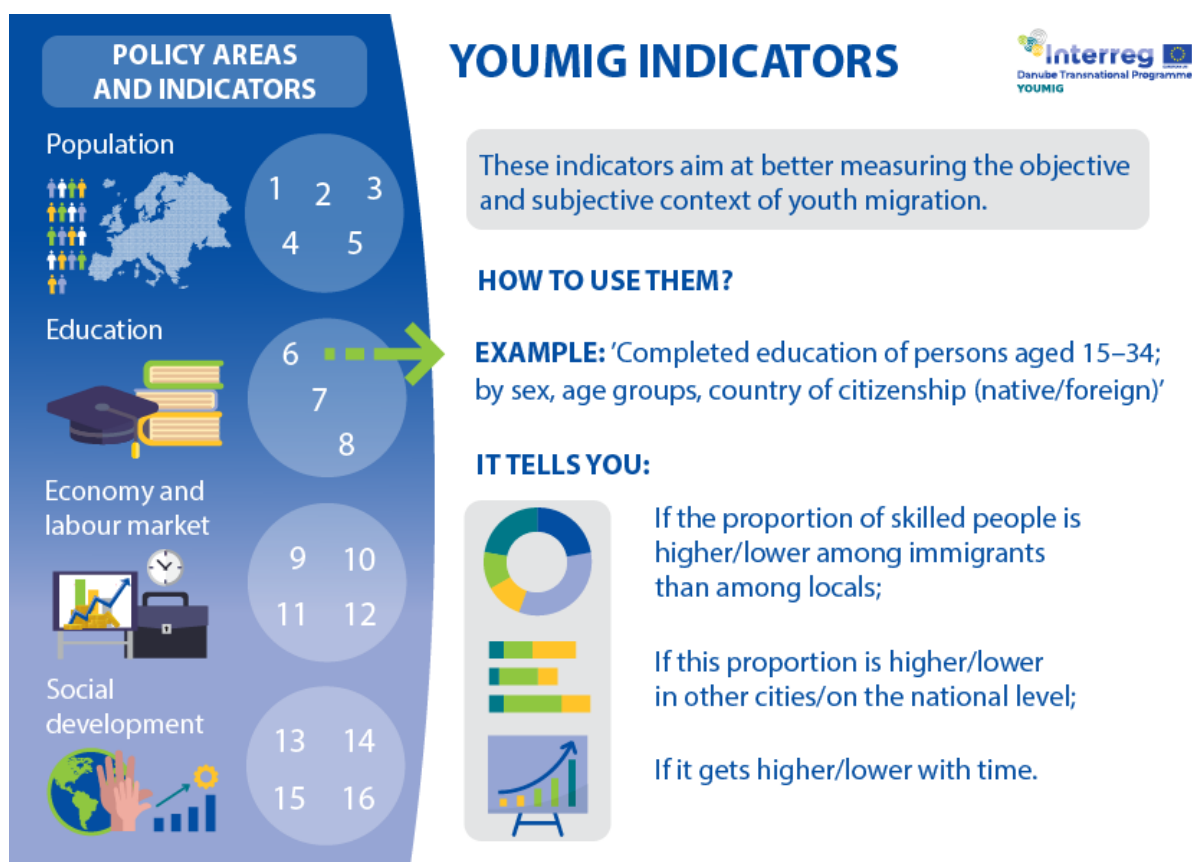
- First, while information on the resident population and immigrants is widely accessible (from as low a level as LAU2), there are major **difficulties in the identification of** such groups as **emigrants** (still registered at the sending municipality), **returning migrants and second-generation migrants**. Similarly, a description of the mentioned groups with the help of socio-economic characteristics (e.g., age, length of immigration experience, education level, and country of return) is rarely possible or can be evaluated only with the help of proxies. The Identification of transnational and reunified families and their characteristics is also seldom made; and the information on local programmes of temporary out-migration is rarely collected and systematised.
- Second, the **main demographic and labour market indicators may be unavailable concerning the division of natives and foreigners** and with respect to different age groups, and education levels. Moreover, differences in the definitions of native and foreign categories are to be expected, as in some cases only a disaggregation based on the country of birth or the country of citizenship might be available.
- Third, a range of **subjective indicators** such as ‘subjective well-being’, ‘intentions to migrate’, ‘aspirations of youth’, and ‘trust levels’ is not collected by the statistical institutions of partner countries; and some information can be gathered on less than a yearly basis from representative household surveys. LAU2 level indicators of this kind should be collected separately within small-scale surveys.

- Fourth, while ‘Economic development (in GDP per capita)’ is a widely accessible indicator, **Information on business dynamics** (e.g. operating and closed enterprises) may be missing, especially in cases where a grouping is required by the number of employees, or the ownership status. Similarly, data on wages across industries and occupations is often collected, while information on family incomes can be evaluated only from representative surveys. Poverty indicators may be unavailable at lower sub-national levels. Information on the indebtedness of households is rarely collected.

During the data collection stage, local partners encountered a range of other, **procedural challenges**, including the long response time of statistical bodies to data requests, the availability of data requiring a fee, and data use restriction requirements.

YOUMIG's indicator collection process was finalised in December 2018, and **the obtained datasets – where no data use restriction is applied – are available for consultation and analysis on the YOUMIG website and in the Data Toolkit.**

Figure 6. YOUMIG’s indicators on youth migration and its social context



2.2. Accessing data and using the new indicators related to the social context of youth migration³²

Reflecting the project's focus on local level data needs and priorities (see the assessments carried out in Step 3, as described above) as components of the indicators' development, all Core indicators unavailable for the Municipality of Szeged – and five extra indicators further selected – were previously indicated as being of high priority by local decision makers and stakeholders.

On the one hand, such **high-priority indicators** cover topics more closely related to the **geographical mobility of young people** (e.g., the TOP-5 destination countries, student outbound mobility and the educational attainment of returnees). On the other hand, they include some of the most important **objective and subjective evaluations of the living conditions and immediate local environment**, illustrating the local/personal contexts in which migration decisions are made (e.g., indebtedness, the price-to-income ratio, satisfaction levels, migration aspirations, etc.).

Data from the resulting set of 16 Core and 3 extra indicators³³ are described in graphs available for browsing³⁴ in YOUMIG's **Data Toolkit** computer application. This data is of high importance to local policy makers, stakeholders and municipal workers.

The Data Toolkit contains basic metadata in addition to the information necessary for users to (re-)produce data regularly. The meta information provided, specific to each indicator (and each indicator variant) can be classified in accordance with the data source used:

- a) **Indicators readily available in the databases of the Hungarian Central Statistical Office (HCSO)** that can be accessed on the HCSO's public, online databases or upon request;
- b) **Indicators readily available in UN or Eurostat online databases** (generally at levels not lower than NUTS2);
- c) **Indicators** to ascertain which necessary data sources are readily available at the Hungarian Central Statistical Office (HCSO) or national administrative bodies, where

³²Author of the subchapter: Zoltán CSÁNYI (Hungarian Central Statistical Office)

³³ The development of two selected extra indicators (out of five) was not successful in the project:

1) Healthcare coverage for migrants and 2) Migrants receiving a form of protection or assistance. In both cases, we explored potentially usable administrative sources that one could expect to be used for indicator development. However, accessing micro level data in order to be able to examine the quality and usability of such data sets for our purposes was not possible within the narrow timeframe of the YOUMIG project. Stronger cooperation with the administrative bodies, owners of the administrative data sets in question is a core element of the Multilevel Governance recommendations that we set out in the YOUMIG project.

³⁴ Data will be protected by password.

data production **requires calculations and/or statistical estimations**. (In such cases, basic information is provided on the variables used, samples, reference times, etc.);

- d) **Indicators for which no data sources are available**; the local **small-scale survey** carried out in the municipality during the project aimed to fill this data gap. The Data Toolkit provides basic data on this survey. For further details, please check the YOUMIG small-scale survey documentation.

Meta information on our data production processes gives users and local policy makers the possibility of reproducing and improving the set of indicators beyond the end of the project. Such improvement will of necessity result in further and improved relationships with data owners and data producers whose aim, in this regard, is to mitigate the procedural challenges in accessing already available data. Moreover, further methodological improvements and conceptual fine-tuning based on the evaluation of the newly created indicators provided as part of the meta information will be the key benefits of these changes.

The development of such a set of indicators has an important second dimension in that thorough **strategic planning** (beyond the analyses of the newly created data set) requires the as yet unsatisfied local data needs and further unavailable high-priority indicators to be taken into consideration. In Szeged's case, among others, the development of **indices related to the aspirations of youth, educational programmes in foreign languages, the number of NGOs with orientation to migration challenges, over-qualification and skills suitability (or mismatch) in the native and foreign population and discrimination and/or prejudice is seen as being of crucial importance for future strategic planning**. Further, the exploration of existing and potentially usable secondary data sources in addition to the planning and implementation of primary data collections are activities worthy of pursuit in future.

2.3. Main findings of the Municipality of Szeged survey and recommendations proposed³⁵

For evidence-based policymaking and the effective management of migration processes, it is crucial for municipalities to have adequate information on the contexts and impacts of migration at the local level. However, lack of migration-related data at the territorial level is an everyday challenge for municipal decision makers. Therefore, in the YOUMIG project, a **small-scale survey** was conducted to collect new data on the young population of Szeged as well as shed light on the data gaps identified in Subchapter 2.1.

The small-scale survey was preceded by establishing a representative sample quota of Szeged's population aged 15-34. Therefore, it was imperative to ascertain the exact number

³⁵Author of the subchapter: Szabolcs FABULA (Municipality of Szeged)

of local citizens belonging to this age group. Data released by the HCSO (Hungarian Central Statistical Office) show that there are 162,621 people living in Szeged; of these 43,539 are aged 15 to 34 years. Factoring in gender, this number consists of 22,030 female and 21,509 male citizens.

For optimal research results, 500-1000 respondents were required, hence a minimum threshold of **800 questionnaires** was determined. The HCSO data on Szeged's citizens aged 15-34 are divided into three subcategories: by age groups 15-19, 20-24, and 25-34. From the HCSO data, an estimate could be made on the ratio of citizens with regard to age and gender; as such, the quota was determined to be representative concerning the target group's ratio. The data collection methodology was based on the **random walk selection method**.

The sample of the survey's participants consists of 802 people, all of whom live in different parts of the city. The respondents' distribution by gender is nearly equal: 49.4% (396) male and 50.6% (405) female. The **respondents' average age is 25**, the youngest 25% of the participants are younger than 22, and half of all the respondents are younger than 26, while the oldest 25% are at least 31 years old. The sample mostly consists of Hungarian citizens (98.6%). Those with dual or multiple citizenship (including Hungarian and at least one non-Hungarian nationality) constitute 1.3% of the sample, while one respondent has Chinese citizenship. Those possessing dual citizenship specified Serbian as their other nationality. **The majority of the participants (96.4%) were born in Hungary, while Serbia, Romania, Slovakia, Slovenia and China constituted the birthplaces of the remaining 3.6%.**

Regarding the marital status of the respondents, the majority are single (61.2%; 485) but those whose status is 'married' or 'in a civil partnership' still represent more than one-third of the sample (34.7%; 275); while those living alone constitute (4%). With regard to economic activity status, **most respondents are either employed or students** (60.6% and 26.7% respectively). The status of other members in this category is as follows: entrepreneur (4.8%), on maternity leave (4.5%), job seeker (4.2%), unemployed and not seeking a job (0.7%), and 'other' (0.4%). As for the financial situation, half of the respondents earn no more than 140,000-150,000 Hungarian forints (HUF) (net), (approx. € 443-475) a month. For half of the respondents, the entire household's monthly net income does not exceed HUF 300,000-400,000. Only 18.3% of the respondents (137) are in debt, half of these pay HUF 50,000 or less in monthly repayments, while 16.3% of the respondents have a person in their household whose debt necessitates a repayment of HUF 20,000 or less per month.

In response to the data gaps and statistical challenges identified in Subchapter 2.1, **the small-scale survey gathered information on (1) the numbers, origin and destination countries of emigrants, immigrants and return migrants and their migration motives. (2) The**

respondents' migration plans. (3) Subjective indicators such as Satisfaction, Trust levels and Tolerance, and (4) the demographic and socio-economic status of the respondents.

Regarding immigration indicators, the majority of respondents was born in Hungary (96.4%) or arrived from Hungarian diaspora communities located in neighbouring countries. These figures have several policy implications. On the one hand, they demonstrate **Szeged's role as a provincial town and regional economic hub** that can draw in people from its immediate region despite being on the hinterland of Hungarian (and European) core areas (e.g. Budapest). The fact that most of those who were not born in Szeged mentioned local towns and cities as their places of birth (excluding Budapest) points to the importance of regional cooperation.

Though a commonly held assumption that integration **for immigrants with a Hungarian ethnic background** is relatively easy due to linguistic and cultural similarities, the YOUMIG small-scale survey and focus group interviews revealed that even these people are not exempt from **difficulties on arrival in Hungary**. Their most telling suggestion was that authorities 'cut red tape' (reduce bureaucracy).

Concerning **immigration and return migration**, the **share of Hungarian-born people living abroad for at least three months but no more than a year and those living abroad for at least a year is 8.4% and 6.1% respectively**. Despite these figures appearing relatively low, the policy relevance of return migration to Szeged still needs to be emphasised. Most of the **return migrants specified work and studies as the two main purposes in being abroad**. In terms of short-term stays, the main purpose 'studies' was more prevalent among younger people and male respondents. With respect to long-term stays, mostly women and those aged 26-31 specified studies as the main purpose. In both groups, those with university degrees showed a higher rate of foreign study activities, which is probably attributable to **higher education mobility programmes**. Establishing the institutional frameworks of knowledge transfer and the means to retain the most talented young people are important goals for local actors.

Approximately half of both short- and long-term migrants, i.e. those who had stayed abroad for no more than a year and those who had lived abroad for more than a year (57.4% and 46.9% respectively), believed that they **had acquired experience and skills that could be utilised in their home countries**. In most cases, they named language and organisational/communication skills in this respect. This is an important factor since skills and social capital are crucial for the reintegration of return migrants into the Hungarian labour market. Assisting these people (e.g. in the form of dedicated programmes) can reveal hidden skills and foster both their reintegration and the utilisation of such talents for the good of the municipality.

The main destination countries for emigrants are Austria, Germany and the UK. This is in keeping with the migration patterns of Hungary's total population, mainly determined by geographical distance, international economic relations, and the language skills of Hungarian people. This fact also points to potential directions of cooperation among municipal actors, even using existing sister-city agreements to build new communication channels.

The main **pull-factors for return migrants were kinship and friendship ties.** This is in line with new migration theories that emphasise the role of the extended family, household relations and social capital in relation to international population flows. Therefore, **it can be worthwhile supporting families instead of focusing exclusively on migrating individuals.**

More than half of the respondents had no immediate plans to leave Szeged but **42.7% would move to another town within Hungary or abroad.** The age and gender distribution of this latter group suggests that younger people and male respondents are more willing to leave.

Among those planning to move, only 37.4% planned to do so within the next 12 months but 73.6% of these people had already taken steps in this direction. Although current migration plans do not necessarily result in actual relocation, this data indicates the importance of this issue. Another important aspect of intentions to migrate relates to those planning to move; 41.5% (27 persons) said they would even consider moving permanently, while the others either were planning temporary stays or did not know how long they wanted to stay abroad. Considering that most of the respondents (98.5%) cited work as their foremost-intended foreign activity, **governmental actors at different territorial levels (including the Municipality of Szeged) need to develop targeted actions to retain or win back economically active people.**

The small-scale survey sheds light on subjective indicators such as the satisfaction and trust levels of the **respondents.** While mostly satisfied with their personal relationships, they are mostly **dissatisfied with their respective household's financial situation.** With respect to **Szeged** and their surroundings, responders are **least satisfied with the level of healthcare, and most satisfied with their neighbourhoods.** They have the highest level of trust in the police and the lowest level in the political system. According to the survey results, there is a positive relationship between intentions to migrate and lack of trust. Therefore, **fostering social cohesion and strengthening the relationship between the city's residents and spheres of service provision should be a policy goal.**

Recommendations

In Hungary, migration discourses are dominated by national level actors while the voices of local municipalities are seldom articulated. Therefore, **the Municipality of Szeged should propagate the results of YOUMIG and emphasise the importance of local level initiatives.** Building partnerships and coalitions with other actors in Hungary and abroad is crucial. In this respect, the local government can learn from the experience of former projects such as the Budapest Migration Roundtable³⁶.

Data collection on the local context of migration should be continued and extended. For example, data already available at national/local authorities and administrative bodies should be collected (thus maintaining and improving the municipality's relationships with these authorities) in the future; and the **small-scale survey can be repeated at regular intervals**, making data for different time periods comparable. Moreover, the survey can be supplemented with **further sub-topics (e.g. on enterprises).**

Online forums (e.g. social media) for potential migrants and return migrants should be established and practical information, for instance, concerning service delivery should be shared via this channel.

Supporting immigrants and return migrants in their entrepreneurial ambitions should be a priority. There can be several forms of assistance: for instance, employment counselling, providing infrastructure (using establishments such as SZGD Innovációs Inkubátorház).

Regarding administrative difficulties, according to the small-scale survey conducted in Szeged, 40% (10) of the Hungarian-born respondents returning home named access to healthcare and basic services as a problematic issue. Therefore, establishing and preparing **programmes that improve basic and social services is of importance.** Special attention should be paid to **decreasing bureaucracy** (e.g., by using one-stop-shop services). In this respect, there should be closer cooperation and intensive communication with existing governmental information centres such as 'Government Windows'.

³⁶ <https://ec.europa.eu/migrant-integration/librarydoc/policy-recommendation-development-of-municipal-tasks-in-social-welfare-and-health---az-onkormanyzati-feladatok-fejlesztesenek-leheteseg-iranyai-a-szocialpolitika-es-az-egeszsegugy-teren>

CHAPTER 3

BETTER MANAGEMENT OF YOUTH MIGRATION THROUGH LOCAL POLICIES³⁷

3.1. Existing good practices and pilot activities facilitating the improved management of youth migration at the local level³⁸

Local governments are facing increasing challenges from the inward, outward, and return migration of youth, but they often lack the capacities and tools to cope with such challenges.

In view of this, a collection of good policy practices and actions linked to youth migration was prepared by the YOUMIG project³⁹, keeping in mind the different local contexts - namely that some cities are predominantly migrant-sending communities, while others receive more migrants than the number of emigrants they send.

A 'good practice' is a solution to a particular issue that has been tested in practice and positively evaluated. According to the UNESCO model⁴⁰ developed for **best practices in immigration planning**, the four main characteristics of best practices are that:

- 1) They are innovative,
- 2) They have a positive and tangible impact on the living conditions, quality of life or environment of the individuals, groups or communities concerned,
- 3) They have a sustainable effect,
- 4) They are replicable.

³⁷Chapter 3 is connected to the Data Toolkit through two expert studies. The 'European and global good practice collection of relevant services and actions linked to youth migration' is accessible in the Data Toolkit in the 'YOUMIG – Main outputs' part through the button *Good practices*, and the 'Evaluation reports of the local pilots' is accessible through the button *Pilot activities*.

³⁸ Authors of the subchapter: Nada STROPNIK and Nataša KUMP (Institute for Economic Research, Slovenia), Amna POTOČNIK and Borut JURIŠIĆ (Maribor Development Agency)

³⁹YOUMIG Good Practice Collection is available at: <http://www.interreg-danube.eu/approved-projects/youmig/outputs>

⁴⁰Cited by: PORTUGAL, R., PADILLA, B., INGLEBY, D., DE FREITAS, C., LEBAS, J., and PEREIRA MIGUEL, J. (eds.) (2007) *Good Practices on Health and Migration in the EU*, Final draft, Conference on "Health and Migration in the EU: Better health for all in an inclusive society", Lisbon, September 2007. Original publication by UNESCO - Management of Social Transformations Programme (MOST): *Best Practices on Indigenous Knowledge*. UNESCO, 1999.

The objective of the ‘European and global good practice collection of relevant services and actions linked to youth migration’ was to provide YOUMIG local partners with a pool of already existing and tested solutions from which they could select one good practice for their local pilot activity. The good practice collection is based on the accumulated knowledge and experience made available on the European Website on Integration ‘Migrant Integration Information and good practices’⁴¹, the Cities of Migration website ‘Good Ideas from Successful Cities’⁴² and the website of CARIM-East – Consortium for Applied Research on International Migration.⁴³ Where a lack of good practices for solving important problems related to migration and migrants was apparent, authors of the collection exceptionally included non-tested potentially good practices that were agreed on by focus groups or in the Delphi surveys, or recommended by professionals in the field.

The good practice collection underscores the **utmost importance of local governments and local stakeholders in supporting the social inclusion of migrants** with effective policy measures. Considering the project’s purpose and aims; YOUMIG's good practice collection focused on the young population (aged 15-34), and on local level stakeholders (local authorities, groups of citizens, associations, NGOs, etc.). Only those policy areas were targeted where local authorities have grounds to implement changes – i.e., for which they are responsible. The beneficiaries of these practices might be immigrants, return migrants, emigrants, diasporas, sending or receiving communities etc.

In the YOUMIG framework, good practices were grouped in relation to the major target groups (immigrants, emigrants, and returnees), and the issues they were expected to solve. It was found that **the majority of existing good practices focus on immigrants**. There appears to be a reason for this bias: the practices tend to address people who are present in the country rather than those who are away and most good practices are designed and implemented in richer countries where immigration rather than emigration, is the main issue.

An important group of good practices deals with **information services** that help young people with a migration background to improve their chances of (re-)integration (i.e., in linguistic, social, educational and professional terms) and that encourage their participation in all areas of the social, economic, cultural and political life of the local community. These services can be provided through information centres, as individual support, through the provision of professional advice, group and educational courses etc.

⁴¹ <https://ec.europa.eu/migrant-integration/home>

⁴² <http://citiesofmigration.ca/good-ideas-in-integration/municipal/>

⁴³ <http://www.carim-east.eu/publications/research-reports/integration-and-reintegration-of-migrants/>

In the area of **education**, there are good practices that provide immigrants with the language skills necessary for them to become literate enough to participate in social and political life, get a better job, be able to help their children with homework, be able to deal with administrative matters, etc. The employment of learning mentors in schools is a good practice that promotes educational achievement among migrant children.

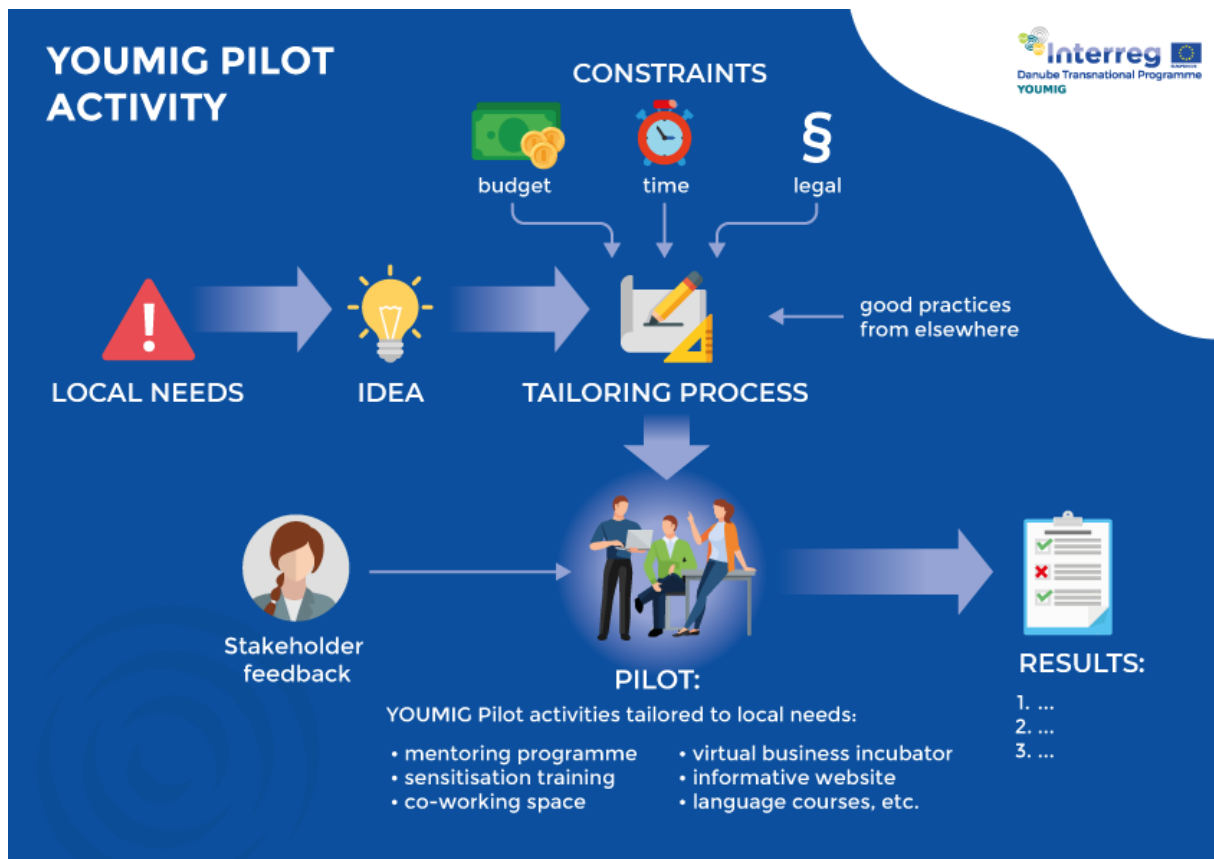
Labour market inclusion of immigrants is also of crucial importance. Good practices deal with guidance, support and training services for immigrants, improving their employment outcomes, challenging stereotypes, counselling immigrant entrepreneurs, setting up centres for the support of migrant initiatives (business incubators), etc.

There are some good practices in the area of **health care**, such as health promotion, migrant friendly health centres, and cultural mediators in health care. Providing support in looking for accommodation is an example of good practice in the area of **housing**.

Good practices focused on **emigrants**, including those engaging diaspora students, promoting labour market opportunities, leveraging remittances for economic development, supporting emigrants' children, linking diaspora health professionals with medical institutions in sending countries, and engaging diasporas in the local development of sending countries. Selected practices targeting return migrants mainly cover the labour market reintegration of qualified returnees and investments by returnees in their countries of origin.

Local YOUMIG partners were encouraged to skim through the collection of existing and tested good practices and actions linked to youth migration and choose ideas to guide them when designing their own interventions. All **pilot actions** were adapted to local contexts. Their implementation was supported by feedback from stakeholders sought at local Migration Forums.

Figure 7. YOUMIG pilot activities – tackling identified local challenges



To address the challenges, obstacles and benefits of youth migration in sending or receiving communities, YOUMIG's Local Status Quo Analyses (LSQA)⁴⁴ provided an overview of trends in youth migration and related social phenomena. Through applied research, a screening of responses provided by local authorities to challenges related to in- and out-migration of young people was performed. A related goal was to identify management and capacity gaps in the institutional mechanisms of local authorities in order to address youth migration and related phenomena.

Based on the challenges and needs revealed in the Local Status Quo Analyses and on collected good practices, **local partners tailored existing practices to their own needs**, to provide better services for immigrants, emigrants or returning youth migrants. Each YOUMIG local partner elaborated a Roadmap adapting existing practices and/or designing new ones. These documents described the pilot interventions that offered new services to immigrants, emigrants or returnee youth. Local partners discussed their plans with stakeholders, and

⁴⁴Local Status Quo Analysis can be obtained at:<http://www.interreg-danube.eu/approved-projects/youmig/outputs>

implemented the pilot activities in order to address one or several challenges identified in the Local Status Quo Analysis, and based on a common methodology.

YOUMIG partners opted to design and implement the following pilot activities:

Burgas (Bulgaria): Creating a virtual business incubator to support entrepreneurship among young returning migrants and immigrants

Graz (Austria): Designing a mentoring programme for girls with a migration background, focusing on natural science and technology, with a view to applying for vocational training

Kanjiža (Serbia): Creating a co-working space as a hub for young entrepreneurs and the self-employed, as an alternative to emigration

Maribor (Slovenia): Rearranging an existing co-working centre to assist young locals and migrants in creating self-employment

Rača (Slovakia): Mapping the capacities of local primary schools to become spaces of integration for young migrant parents, through language courses and social events

Sfântu Gheorghe (Romania): Revitalising an informative website about the municipality, targeting young emigrants who are thinking of returning to the city

Szeged (Hungary): Sensitisation and multicultural training for the municipality's front office workers and preschool teachers who regularly meet young migrants

An evaluative description of all seven pilot activities can be found on the YOUMIG website.

3.2. Sensitisation training for municipal employees: the experience of the pilot activity in Szeged⁴⁵

In this subchapter, the **local pilot actions** designed and implemented by the municipality of Szeged and Hungarian YOUMIG project partners are described. The aim of these paragraphs is to introduce the main findings and recommendations of the pilot activity and in doing so enable other organisations to draw on these solutions in order to manage the impacts of youth migration at the local level.

As presented in subchapter 1.3, the Local Status Quo Analysis indicated that **public services in the Municipality of Szeged have to be improved so that migrants feel even more welcome in the city**. Policy fields were identified where intervention was necessary, and the

⁴⁵Author of the subchapter: Szabolcs FABULA (Municipality of Szeged)

municipality was able to make significant improvements **with limited resources**. The interventions proposed in the LSQA have the advantage of being practicable **within the organisation of the municipality**; thus minimalising operational risks. Moreover, by implementing the suggested actions, the municipality can lead by example, showing the way for other institutions in Szeged, and Hungarian municipalities at large. In particular, **bridging the perceived culture gap between foreigners and locals**, and the development of tolerance and cultural intelligence were considered to be of key importance in this process.

Reflecting on the policy gaps identified in the LSQA, **a local pilot action named SAMU YOUMIG (Sensitisation and Multicultural Training) was initiated involving preschool staff and municipal front office workers as the main target groups**. The integration and well-being of young parents is influenced to a large degree by the treatment they and their children receive at local preschools. During the local forums, the importance of sensitisation in this field was underscored by group feedback. Therefore, the **attitude of preschool staff towards people of different cultural backgrounds is crucial**. In addition, given that only preschools remain in the hands of municipalities (primary and secondary schools have been managed by the central government since January 2013) and thereby enjoy independence from other educational institutions, the Municipality of Szeged can provide a privileged insight into its preschool system in a way that other branches of the local educational system cannot. This explains why kindergarten teachers were chosen as a target group in this pilot.

With regard to Hungarian administration, it should be acknowledged that the professional conduct of front-office staff has improved a lot in recent years. However, it was reported in the LSQA that **administrators** often use jargon vocabulary that can, on occasion, be misunderstood by non-specialists, and that they **often refer to specific rules or forms without a reasonable explanation**. Furthermore, administrators often lack competence and may resort to asking colleagues how to proceed with regard to certain issues. Thus, it is without question that the **sensitisation of both preschool and municipal front office staff can be highly beneficial**.

The SAMU YOUMIG pilot action was based on the experience of earlier projects, presented in the **'good practice collection'** (YOUMIG Activity 5.1). The initiative '2.2.13. Integration: A Practical Guide to assisting Integration for Local Authorities' (Ireland) provides information on how local authority commitment to the integration of migrants can be deepened. The objective of the good practice '2.2.15. MultiTraining' (Poland) was very similar to the goal of our proposed pilot action: to increase the competence and intercultural sensitivity of those who provide public services and have direct contact with foreigners.

The main objective of the SAMU YOUMIG project was to increase the competence and intercultural sensitivity of preschool teachers and public service officials who have direct contact with foreign citizens. **The pilot project was divided into two parts:**

- a) Sensitisation and multicultural training for those who – currently or potentially – work with the youngest age group of immigrants (at **local preschools**), and – currently or potentially – have contact with their parents.
- b) Sensitisation and multicultural training for those working in **front-office positions in the local municipality.**

The **training for municipal employees** was held in the municipality. Initially, 30 officials interested in the training were expected. However, prior to it taking place, a local migration forum was held on 17 April 2018, to which a member of a specialised association (Menedék – the Hungarian Association for Migrants) was invited to give a presentation on this topic. Regarding the officials' training, the trainer was asked to focus his presentation on apposite **concepts, legislation, facts and trends**. The training was held on 28 May 2018, receiving positive evaluation from the participants.

The other **training** was organised **for preschool teachers**, and was held on 11-12 June and 20-21 September 2018. Preschool teachers were also invited to the local migration forum in April for the purpose of asking questions and settling preliminary arrangements with the association with regard to the training. Altogether 15 preschool personnel were invited to attend, and the final number was 17. The preschool teachers' training was **practice-orientated** and the main topics were: conflict management, intercultural differences and competencies, Lee's migration model (aka the 'description–interpretation–evaluation' framework (DIE), which is frequently used in intercultural training), **team working methods, sensitive topics and management issues**. An external expert was also assigned to evaluate the training held for preschool personnel. The assessment was based on an anonymous and voluntary questionnaire, and the results were very encouraging.

Based on the output-indicators and feedback reports, the **SAMU YOUMIG pilot project was a success**. Training for both preschool staff and those who work in front office positions in the local municipality was carried out as planned. Moreover, the number of participants in the two training modules was higher than originally expected. At the end of the training sessions, feedback confirmed that the officials had acquired useful knowledge on the topic.

In conclusion, the pilot had a strong impact on the community of **preschool teachers and front office workers**. As a result, it is hoped that they will be **more than capable of tackling migration-related professional challenges in future**. Furthermore, the pilot brought together a small like-minded community capable of brainstorming and solving problems in this and

related areas. Thus, it is expected that all the experience and knowledge gained will last long after the local pilot or even the project ends. Moreover, **the transferability of this good practice** was confirmed by the peer-review study visit, in which guests from our project partner municipality, Bratislava-Rača, were proved to be satisfied with the goals, implementation and results of the pilot in Szeged.

Recommendations

One of the conclusions drawn from the SAMU YOUMIG pilot and prior research is that **not only migrant youth need to be supported but also those public employees who work with (or for) them** – they also need help in dealing with situations related to migration. In particular, people working with/for migrants should be given the opportunity to meet and share their practices and experience in order to learn from one another. Therefore, **intercultural training should be extended to other municipal officials working with migrants**. In addition, training should be organised on a regular basis so that new-joint administrators can receive it in future.

During the intercultural training, participants learnt **useful techniques** easily applicable to their everyday work. They were pleased to find that these methods not only help in their communication with migrants but also in relation to citizens' routine enquiries. Therefore, **organising such training in other areas and for other target groups should be considered**.

Preschool teachers have indicated that a **lack of language competence** is a fundamental problem. There is an increasing possibility that neither of the parents of a preschool child speak Hungarian. In addition, only a few preschool teachers speak foreign languages. **Voluntary translators** could provide a solution but it would also be worthwhile **to prepare preschool teachers and public administrators with basic foreign language skills**.

During discussions, public employees mentioned that **information concerning where to learn Hungarian in Szeged** should be more easily available. Many people have expressed an interest in this opportunity in view of the increasing number of preschool children's parents who are unable to speak Hungarian. Such efforts can be integrated into the one-stop-shop approach as described in Subchapter 3.4.

3.3. One-stop-shop approach to managing youth migration⁴⁶

Over the past few decades, national governments have often received criticism for **poor coordination between different sectors of governance**. The problem is systemic – most governments are organised as 'silos', or separate vertical structures, dividing responsibilities among ministries and governmental agencies with poor coordination of activities between them. In order to achieve greater efficiency, the Committee of the Regions of the European Union, among several other institutions, has promoted a multi-actor approach in policy fields such as migration.

In YOUMIG, local partners identified key policy actors, and set up a plan involving several institutions in the provision of better services for youth migrants. Its objective was to reach an agreement on the key values, principles and processes underpinning the provision of services, and to achieve better coordination, commitment and transparency in offering high quality services easily accessible to young immigrants, emigrants or returnees.

Local partners introduced and tested a **'One-stop-shop' pilot unit (OSS) within the local authority**, which was conceived as a **hub for providing information about all local services linked to youth migration** (e.g., integration of immigrants, keeping in contact with emigrants, re-inserting return migrants). One-stop-shops in customer services usually gather all the necessary administrative parts of a process under one roof, so that the customer does not have to move between buildings located in different parts of the city. A well-known example of the one-stop-shop approach was the headquarters of the High Commission for Immigration and Intercultural Dialogue (ACIDI) in Lisbon, Portugal, where over 30 different services were made available for immigrants in one location.⁴⁷

For YOUMIG, however, resources were insufficient to open a unified customer service space. Instead, **the objective of local partners was to involve the whole range of national, regional and local institutions in providing migration services (including those for youth groups), in a strengthened cooperation**. The one-stop-shop approach, especially the platform for stakeholder involvement, helped to facilitate accessibility to the public administration offices, and improve the quality of those services. The activity aimed to empower young migrants by providing relevant and location-specific information concerning their rights, obligations and opportunities, and any administrative procedures to be undertaken in the city.

⁴⁶ Authors of the subchapter: Amna POTOČNIK and Borut JURIŠIĆ (Maribor Development Agency)

⁴⁷http://citiesofmigration.ca/good_idea/one-stop-shop-mainstreaming-integration/

Figure 8. YOUMIG One-stop-shop approach to customer services for young migrants



The YOUMIG One-stop-shop approach is based on two pillars:

- First, **the improvement in quality of available information** (the collection, monitoring and evaluation of quantitative and qualitative data on youth migration in the Danube Region, and in particular in the selected local community)
- Second, the **provision of new or improved services for young migrants** (in addition to recording the identified problems and accomplishments of the provided services) (Note: the monitoring and evaluation of the OSS implementation within each local partner municipality was based on joint methodology)

The YOUMIG OSS services were set up to overcome a whole range of **challenges** faced by local communities, in both receiving and sending communities, such as:

- The wide range of institutions involved in migrant integration processes
- The lack of cooperation between governmental services and their dispersed locations
- The diversity of procedures within a complex bureaucracy
- Communication difficulties owing to cultural and linguistic diversity
- The difficulties of young migrants participating in local decision making

The YOUMIG OSS services involved both governmental and non-governmental actors, and brought together relevant institutions that young migrants needed to contact in the sending or receiving community (place-based approach). The **target group was very heterogeneous** having: differing age groups aged 15-34; immigration, emigration or return migration backgrounds; different reasons for migration (education, work, family reunification, personal reasons, involuntary migration, etc.), distinct legal statuses (EU- or non-EU citizens, double citizenship holders) and various expectations and demands in relation to stakeholders and the service users.

The YOUMIG OSS model was designed to provide services for both migrants (immigrants, emigrants and returning migrants) and stakeholders dealing with migration. The latter, as an integral part of the local environment, are the most important group in the integration process. Some examples of relevant issues for **local stakeholders** in relation to migrants are:

- A local company prepared to employ foreign workers, but put off by the bureaucracy involved in hiring non-citizens
- A local medical facility, not familiar with international health insurance
- A local school or nursery, not having the linguistic or cultural disposition to accept foreign speaking children
- Local incubators supporting self-employment, yet not realising the needs or potential of migrants

The basic principle of the YOUMIG OSS network is that **a person who needs support should contact one point only**, where they receive the help (or relevant contact information) from the person responsible for resolving the issue. Therefore, it was conceived as an upgraded information point, covering several stakeholders. The advantage of this is that a person is not left alone to find the information needed to resolve a migration-related issue. Instead, by contacting the network, they are already seeking a solution. Further, the YOUMIG OSS network facilitates the collection of documented information on typical administrative issues pertinent to young migrants (e.g. de-registration in the event of emigration).

3.4. One-stop shop for youth migration related issues in Szeged⁴⁸

This sub-chapter introduces the **One-stop-shop unit within the local government organisation of the City of Szeged**. It briefly describes this type of hub, and provides **information on all the local services linked to youth migration**. In addition, the reader learns about the process of creating and operating a one-stop-shop (OSS) for youth migration related

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issues within the municipality, and shares the experience and recommendations of local partners in this regard.

The starting point of the One-stop-shop's development within the governance structure of Szeged was the Local Status Quo Analysis, which identified the following opportunities and challenges related to migration:

- Foreigners should be made to feel even more welcome – this would involve the employment of helpful **English-speaking personnel in public administration**, and high-quality services tailored to the needs of foreigners.
- **Migrants'** and potential migrants' **knowledge** concerning their administrative rights and responsibilities **is often based on oral information received from peers**.
- A general complaint is that **bureaucracy can be overwhelming**. Moreover, rules are not always clearly communicated and outcomes (positive or otherwise) sometimes depend on the administrators' attitudes.
- In many cases, the **administrators are simply not competent enough**, at times requiring the input of colleagues concerning certain issues.

In response to these challenges and administrative gaps, a YOUMIG OSS unit was established within the organisational structure of the Municipality of Szeged. The main aim of this OSS unit is to **make all kinds of administrative information available 'under one roof'**, thereby providing maximum customer satisfaction. Individual objectives of the OSS are:

- 1) Improving the provision of migrant-related information;
- 2) Making administrative processes for migrants more user-friendly;
- 3) Ensuring administration-related information is available in English.

The main objectives of the OSS were achieved by incorporating the following **strategic elements**:

- The establishment of a one-stop-shop **beneficial for inward and outward migrants**, but especially for immigrants that do not speak Hungarian
- The provision of **information that is professional** rather informal
- The process is supported by a **brochure in English**
- Information is available **online**
- The OSS can gather relevant information in one place, if necessary **directing the client to the relevant location (or website)** in the case of an administrative procedure being beyond the scope of the municipality.

This latter point is particularly relevant because **many important spheres of local governance represent local branches of the central government**. This is why the OSS unit within the Municipality of Szeged serves primarily as an information point, and its competencies are quite different from those of central governmental agencies and administrative offices. **Table 1 summarises the competencies of local and central public authorities in relation to the most relevant administrative issues for young migrants.**

Table 1. List of common administrative issues for a young immigrant/returning migrant

Main categories	Specific administrative issues	Municipality competencies	Central government competencies
<i>Official personal documents</i>	Obtaining or renewing an ID card, residence permit, registration certificate		Office of Government-issued Documents (Okmányiroda)
	Obtaining or renewing a driving license		Office of Government-issued Documents
	Registration of change of residence		Office of Government-issued Documents
	Registration of change of marital status	Municipality Registry Office (Anyakönyvi Osztály)	Office of Government-issued Documents
	Registration of the birth of a child	Municipality Registry Office (Anyakönyvi Osztály)	
	Registration of property or vehicle purchase		Land Registry (Földhivatal)
<i>Work</i>	Receiving a work permit		Government Office, Department of Employment (Kormányhivatal, Foglalkoztatási Főosztály)
	Setting up a business		Regional Court of Justice (Bíróság)
	Receiving support in finding a job		Government Office, Department of Employment (Kormányhivatal, Foglalkoztatási Főosztály)
<i>Taxes</i>	Obtaining a tax identification number		National Tax and Customs Administration (NAV)
	Paying income taxes, receiving tax refunds		National Tax and Customs Administration (NAV)
	Paying local taxes (please specify what taxes)	Municipality Tax Department (Adóiroda)	
<i>Healthcare and social transfers</i>	Obtaining health insurance (or access to public healthcare services)		Government Office (Kormányhivatal)
	Receiving financial social assistance (of any kind)	Municipality Social Department (Szociálisosztály)	Government Office

<i>Education</i>	Enrolment to preschool (ages 3-6)	Municipality of Szeged	
	Enrolment to primary school		School District (Tankerület)
	Enrolment to secondary school		School District (Tankerület)
	Enrolment to vocational training		Centre for vocational training (Szakképzési Centrum)
	Enrolment to university		Education Authority
	Nostrification (recognition of an education certificate issued in another country)		Education Authority, Hungarian Equivalence and Information Centre, Budapest (Oktatási Hivatal, Magyar Ekvivalencia és Információs Központ)
	Language learning (subsidised)		Government Office, Department of Employment
<i>Other</i>	Building/Construction permit	Municipality, Building Department (Építési Osztály)	
	Housing (municipal social housing)	IKV Zrt.	
	Registration of a death	Municipality Registry Office (Anyakönyvi Osztály)	

Source: Municipality of Szeged

The implementation of the OSS included a wide range of activities. **Training** (see Subchapter 3.2) was organised to prepare the customer service for new challenges. The **website** of the YOUMIG project was adapted for the OSS, with information available in English as well as Hungarian. To raise the OSS's profile, **connections** were established **with other organisations** facilitating the collection of information ordinarily beyond the scope of the municipality. Thus, connections were made with the **DRIM project** (the Interreg Danube Transnational Programme: 'Danube Region Information Platform for the Economic Integration of Migrants'), the **EURES network** and **Szeged Pólus Development Non-Profit Ltd.** The most important migration-related information available in the municipality was **translated into English** (also available on the YOUMIG website). A brochure, widely available in the city, was created to promote the OSS to all interested parties and an **email address** was set up. In addition, the YOUMIG project (including the OSS) **was advertised at the SZIN festival** (Youth Festival of Szeged), raising its profile among young people. The Danube Compass application (developed in the DRIM project) was connected to the OSS, and members of DRIM were invited to a third YOUMIG Forum to introduce the Danube Compass to the audience.

As a result of these activities, the **OSS (Information Point) was established**. Based on a **mixed model** approach, it consists of a **personal space (customer service)** and a **virtual place (email**

and website⁴⁹). Serving as an **information point**, issues within the scope of the municipality can be arranged there, and information provided in relation to issues that lie beyond its domain (i.e., enabling migrants to go to the relevant office and resolve their issues based on this information).

The OSS has had a considerable impact on migration-related service provision in the Municipality of Szeged. **Relevant information is now available at a physical location, in the form of a brochure and online.** With a single place for administrative affairs, migrants can easily inquire about specific issues, and find information pointing them in the right direction. Both the brochure and the online platform include information in the English language, and the personnel at the OSS's physical location speak English. Moreover, municipal front-office workers and preschool teachers are now much better prepared as an outcome of the training they received. Staff working in the customer service section are aware that, if necessary, help is on hand from the local YOUMIG team (these same employees also acknowledged that directing migrants to the YOUMIG website – wherever necessary – helped to free up more time for engaging with customers). The OSS pilot action also drew the attention of YOUMIG partners to the DRIM project and **Danube Compass**, both of which provide a lot of help for municipal personnel and people looking for assistance.

Recommendations

The creation of an **English-language web page** for migrants is complete. This page should be constantly updated to provide the latest information related to administrative issues that can be solved in the municipality.

The range of information for people who cannot speak Hungarian should be broadened beyond the scope of YOUMIG. For example, Szeged's local information portal (szegedvaros.hu) is currently only available in English and in Hungarian. **Translating it into other languages** (e.g. German, Romanian, Serbian) would certainly be a progressive step. In this respect, a good practice to adopt would be that of Subotica's website (www.subotica.rs), which is available in five languages (Serbian Cyrillic, Serbian Latin, English, Croatian and Hungarian).

The preparation of informative printed and online materials for (potential) migrants, and reliable and up-to-date information is needed. Ever-changing customer needs and satisfaction levels should be monitored and **suggested topics and issues added to the range of OSS**

⁴⁹<https://www.szegedvaros.hu/youmig/>

services. For example, the Municipality of Szeged should continue organising local forums and research initiatives – like those in the YOUMIG project – to gather primary data.

Due to the lack of language skills on the part of preschool teachers and municipal administrative workers, **volunteers were employed**, and this proved to be a success. In future, it would be worthwhile drawing on the help of volunteers and broadening their range of tasks. Moreover, offering assistance to migrants should be more widely promoted in the municipality (e.g., through forums and online advertising).

Collaboration between the municipality, other public institutions and private service providers should be encouraged as a means of increasing the effectiveness of services (e.g., building better relationships with the University of Szeged, language schools, private health providers, etc.). In this respect, a good starting point would involve the acquisition of data from these actors in order to complete the database of the Danube Compass application.

CHAPTER 4 BETTER COOPERATION BETWEEN POLICY ACTORS⁵⁰

4.1. Transnational cooperation schemes between municipalities⁵¹

Youth migration is a transnational phenomenon by nature; every migrant departs from a local context and arrives in another one. **Better coordination and cooperation among migrant-sending and migrant-receiving communities is crucial** for managing its causes, processes and impacts efficiently.

YOUMIG's transnational cooperation schemes were aimed at **testing the options for interaction between municipalities affected by youth migration**. A common methodology for testing such schemes was developed and implemented, with the following main objectives:

- To understand each other's local context: the places young migrants arrive in, or depart from
- To begin cooperation in relevant fields (e.g. social services, education, the labour market)
- To investigate and test win-win solutions

Another practical objective in terms of fostering cooperation between municipalities was to observe good practices for tackling the challenges of youth migration, and to create a practical guide for other local communities in Europe with similar migratory profiles and challenges. At the local level, the acquired knowledge was intended as the basis of a local strategy to manage the impacts of youth migration.

In the second period of 2017, each local YOUMIG partner visited a city within the Danube Programme area, from/to where local young people migrate. Alternatively, twin cities or cities in which special ties exist could be selected.

In the second period of 2018, a further round of study visits was undertaken within the YOUMIG partnership. The objective of the visits was to assess the pilot actions performed among partners with similar profiles, and add to the range of transnational cooperation possibilities, providing opportunities for improving local services based on the evaluation report.

⁵⁰Chapter 4 is connected to the Data Toolkit through one expert study. The National Policy Recommendations (based on the main findings of the Ambition setting workshops and Vision development workshops) are accessible in the Data Toolkit in the 'YOUMIG – Main outputs part' through the button *Policies*.

⁵¹ Author of the subchapter: Vesselina DIMITROVA (Burgas Municipality)

A common methodology for the preparing and carrying out the study visits was used in both cases. Its main purpose was to equip local partners with a practical tool for the implementation of the visits, and provide general guidelines for reaching conclusions from the project's perspective.

The preparatory phase of the **first study visit** included identifying the city to be visited according to its profile, establishing contacts with the relevant authorities and units, engaging with the local diaspora, and arranging the visit. During the visits, **local partners discussed migration-related topics** that would provide possibilities for improvement. These were summarised in the infield experience reports that were used to formulate recommendations for YOUMIG's pilot activities and One-stop-shops, and other local activities engaged in improving local services in the area of youth migration and the integration of migrants.

The experience of the **second round of study visits** among partners with similar profiles – and based on the type of pilot action – opened up the possibility of an external **in-depth assessment of the pilot services**, and thus opportunities for their improvement. In the evaluation reports drawn up by partners, recommendations for transferable best practices were provided.

YOUMIG's study visits served as important inputs for local partners, and strengthened the transnational ties of the municipality, leading on to the discussion of several **local governance issues related to youth migration**, such as:

- Local strategies for collecting useful data on migrant groups coming to or going away from the municipalities, and data sources for local access and use (registers of local/national authorities or institutions, local or national surveys, research)
- Recommendations on the most useful data sources used for migration- and youth-related policymaking
- Migration-related data in policy decision-making and their importance for improved management of these processes
- The identification of governance weaknesses, and how these should be addressed
- New practices or projects concerning the management of migration impacts, implemented in recent years, and their results
- Innovative migration management measures that could be implemented
- Information available on young migrants' attitudes and needs in relation to local administration, (e.g., concerning their administrative obligations, satisfaction or disharmony with migration-related institutional bodies, and the main trends and issues related to youth migration, migrants' future plans and motivations etc.)

- Recommendations on improving the process of managing the impacts of migration, or the registration process
- Recommendations on cooperation opportunities with a local authority or migration office from a sending/receiving country

4.2. Improving transnational cooperation between Szeged and other local governments with regard to youth migration⁵²

The main aim of this subchapter is to determine how **cooperation schemes between local governments of migrant-sending and -receiving communities can be improved**. To this end, in the following paragraphs we will discuss the cooperation schemes initiated by the Municipality of Szeged and other YOUMIG partners, and the knowledge and experience gained from them.

The present subchapter is based on the evaluation of two YOUMIG activities. One of them is the **peer-review study visit**, carried out in relation to the pilot actions that each project partner launched (see also Subchapter 3.2). In this scheme, the project partners (Graz, Burgas, Szeged, Sfântu Gheorghe, Bratislava-Rača, Maribor, and Kanjiža) visited one another (who visited whom depended on the relevance of the implemented pilots to each other) as part of a peer-review study visit. In the case of Szeged, mutual peer-review study visits and evaluations of the pilot actions were made in **cooperation with the district of Rača, Bratislava**.

Regarding methodology, **peer review** is a process in which something proposed is evaluated by a group of experts in the relevant field. Within YOUMIG the 'peers' are local partners, implementing similar local pilots and the focus is on the **transfer of good practices in the field of youth migration**. The peer reviews effect knowledge gains (and therefore improvements) in relation to local communities' delivery of services for immigrants/emigrants/returning migrants, aged 15-34. Those making the evaluations are called peers (in YOUMIG's case these are local partners working in the same domain, and piloting local activities in the policy area of youth migration). The peer review is more than an assessment; it also consists of – and fosters – learning activities on a transnational scale that lead to improvements in youth migration policy at the local community level.

Peer-review study visits result in many benefits and positive impacts, including:

- **Strengthening local knowledge** through understanding solutions applied by others

⁵²Author of the subchapter: Szabolcs FABULA (Municipality of Szeged)

- **Improving institutional capacities** through first-hand experience of the improved service portfolios of other local governments
- **Fostering transnational cooperation** between local communities through mutual learning tasks

The whole process of the peer review was divided into three parts consisting of:

- a) The **preliminary activities** – a desk review of existing deliverables by peers: local analysis and roadmap, monitoring reports, minutes of the second local event,
- b) The **activities implemented during the peer-review study visit** – a peer workshop with local YOUMIG partners and the relevant institutions: immigration/emigration/return migration stakeholders and service providers,
- c) The **activities completed after the visit** – the peer-review study visit report.

The results of the visits were disseminated and presented to the local stakeholders at **the local Migration Forums**. In addition, the visits were planned to be thoroughly documented (memo, peer review feedback forms), with the resultant materials available for further use. Methods for sending and receiving in transitional communities were tested and described, increasing the applicability of the output. The evaluation reports are based on a common template, creating an inventory of transnationally tested tools that serve to manage the impact of youth migration at the local level. The inventory will be widely disseminated to guide other local governments undertaking similar action plans. After the conclusion of the YOUMIG project, the partners are encouraged to maintain the successful pilot activities from their own resources.

Based on the monitoring and evaluation activities, predominantly the peer-review study visits; the local partners prepared local pilot **evaluation reports**. The findings and conclusions of the reports respond to the needs identified in the Local Status Quo Analysis (i.e., the needs of young immigrants, emigrants and return migrants). The lessons learned and the recommendations provide the link between the results of the evaluation and future policy and programme development (feeding into WP6, the local strategy).

The other source of this subchapter charts YOUMIG's attempt to **build transnational cooperation schemes** between municipalities in different countries, related to the topic of youth migration. Based on the experience of the YOUMIG project, the following overall schemes were identified:

1. **Cooperation between migrant-sending and migrant-receiving communities** (linked together by existing migratory processes);

2. **Enhancement of an already existing cooperation agenda** between municipalities (**twin towns/sister cities**);
3. **Staff exchanges** or study visits to learn about **good policy practice** in migration management.

In the second half of 2017, transnational cooperation frames were tested at the level of local governments, and tailored to the different migration profiles (migrant-sending or migrant-receiving communities, or affected by both trends). Each local YOUMIG project partner identified a relevant peer to cooperate with (i.e., sharing a complementary or similar migration profile), and had the opportunity to visit the peer's city. In the case of **Szeged**, such an exchange visit was organised with **Subotica (Serbia)** on 24-26 October 2017.

Cooperation between Subotica and Szeged followed schemes 1 and 2 in the above list. This transnational cooperation scheme was justified by the **already existing twin town relationship between the two municipalities, and their established channels of migration**. The Local Status Quo Analysis confirmed that a large proportion of migrants arriving in Szeged come from Serbia. Many are ethnic Hungarians and attending tertiary education is a prime motivation for them.

Three colleagues of the Szeged YOUMIG project team (Csilla Juhász, Attila Gábor Feleký and Tibor Papp) visited Subotica on 24 October 2017, to get more familiar with the experience of the Municipality of Subotica in relation to the impact of migration processes, as well as to make the relationship even stronger between the two cities. The delegation was welcomed by the staff of the Municipality of Subotica, who listened with great interest to the background of the YOUMIG project, as well as the report on the activities that have been carried out so far and which are to be expected in the future.

During a **roundtable discussion** and **personal interviews**, our colleagues got acquainted with the migration situation in Subotica, as well as its effects on the work of the Municipality of Subotica. It is clear that the situation in the two cities is similar in many respects, so it made sense sharing our experiences. Several young people from Subotica are currently studying in Szeged; some of them intend to remain there after their studies or move to another European city – others will return home. At the end of the discussion, both parties confirmed their **intention to continue the cooperation**.

Subsequently, a **thematic expert interviewed two young people from Subotica**. One of them had already lived in Szeged for a longer period, and the other spoke of his intentions to move abroad in the next few years. Both young people spoke honestly about their plans and their

motivations for leaving their hometown. They mentioned their difficulties and experiences, as well as their attachment to Subotica. During the personal interviews, the young respondents drew individual timelines that helped us understand better the causes and underlying motives of migration – from a more personal perspective. The information received from them has contributed to a better recognition and understanding of migration processes between the two cities.

Recommendations

A twin town relationship provided an appropriate framework for the collaboration between Subotica and Szeged in the field of migration. Szeged has twin town **agreements** with several other municipalities, both in traditional **sending** (e.g. **Timisoara** in Romania) and **receiving regions** (e.g. **Cambridge** in the UK, **Darmstadt** in Germany, and **Rotterdam** in the Netherlands). The Municipality of Szeged should consider **adding migration to the fields of its twin town cooperation schemes.**

Migration-related data, policies and good practices should be exchanged on a regular basis in these cities. Of course, there are no ‘one size fits all’ solutions but building on the experience of YOUMIG and similar projects (e.g., employing the **peer review method**) means that such policies can be tailored to Szeged’s local context.

Cooperation can be extended to **other policy fields**, and built into a wider range of **integration and social inequality policies.**

The position of local municipalities in relation to migration-related policymaking should be strengthened. Cooperating with other governmental levels (multi-level governance), developing international coalitions and lobbying can lead to a greater recognition (and acknowledgement) of local governments in this field.

Peer reviews can be more widely used in municipal policymaking, and for this purpose a broader range of actors (e.g. non-governmental, private) can be involved.

4.3. Multi-level governance cooperation schemes and policy recommendations⁵³

Multi-level governance (MLG), as defined by the European Union's Committee of the Regions⁵⁴, **denotes coordinated action by the EU, its member states and local and sub-national governments** based on partnership, and entails operational and institutional cooperation in all phases of the policy cycle, from drafting to implementing policies. These actions require the coordination and distribution of competencies from national to sub-national levels, with high importance given to the EU transnational level, especially in view of the growing importance of MLG in migration and integration policy. Therefore, MLG refers to the dispersion of central government authority, both vertically to actors located at different territorial and administrative levels, and horizontally, to actors and domains at the same level of government.

Regional and local competencies on migration policies are not broad ranging. Nevertheless, **it is incumbent on local governments to provide certain public services for migrants**. Therefore, MLG cooperation is a basic necessity of local governance, and municipalities should be considered partners in national-level policy dialogues on migration and integration objectives and indicators.

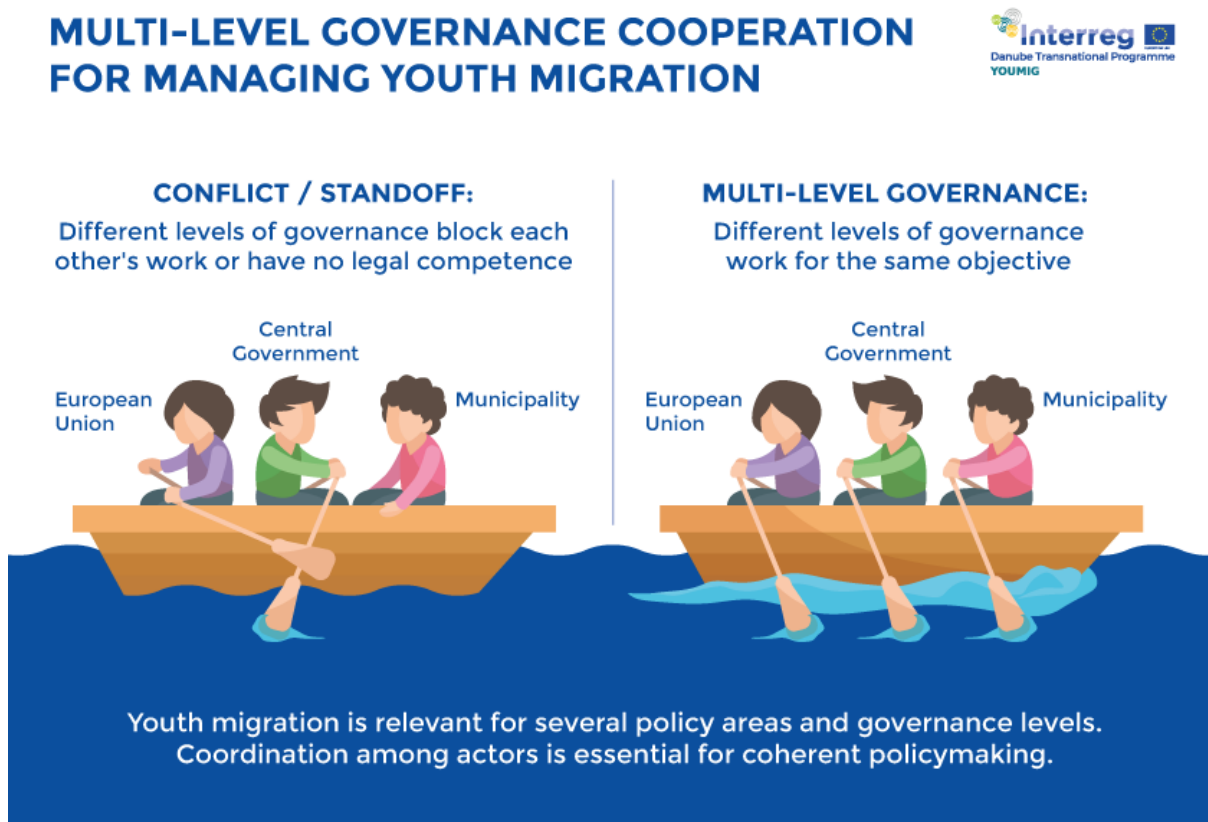
It is a challenge to develop and implement coherent and coordinated policies in the different policy areas and at multiple governance levels in the migration field. Policies are often implemented in an uncoordinated manner, resulting in inconsistencies in the policies pursued at different levels of government. Therefore, it is important to develop strategies and policies that foster cooperation between different stakeholders and levels of administration, as well as effective coordination between national and sub-national administrations, local authorities, civil society sectors and other relevant stakeholders.

Through building multi-level governance cooperation schemes, the **YOUMIG project aimed to facilitate cooperation between different levels of governance** while providing a testing ground for knowledge exchange mechanisms. The activity outputs presented the modalities of cooperation between national administrative bodies, statistical offices, research institutions and local municipalities. The project sought to better measure, evaluate and manage youth migration in terms of its causes, processes and impacts, leading to improved MLG cooperation.

⁵³ Author of the subchapter: Jelena PREDOJEVIĆ-DESPIĆ (Institute of Social Sciences, Serbia)

⁵⁴In 2009, the Committee of the Regions launched the white paper on multi-level governance, followed by the Charter on Multilevel Governance in 2012, stipulating the fact of shared competencies and responsibilities between various levels of governance in the European Union that can result in greater economic, social and territorial cohesion in Europe if working in partnership. An overview of the beginning of the scientific debate is given, i.e. by BACHE, I.: *Multilevel Governance and European Union Regional Policy*, in: BACHE, I., FLINDERS, M. (2004) *Multi-level governance*. Oxford University Press, New York, USA. pp. 165-178.

Figure 9. Multi-level governance cooperation for managing youth migration



The project sought to overcome specific challenges (identified via the work on the ‘WP 4.2 Set of new or improved indicators’ and the ‘WP 5.2 One-stop-shop’) by means of establishing channels of institutional cooperation at different levels of government.

The YOUMIG MLG scheme defined **coordination and governance processes** by means of the following steps:

- Identifying the most feasible solution for the indicator/policy issue
- Developing a stakeholder engagement strategy
- Identifying the key stakeholders
- Defining responsibilities and the decision-making process

The national-level policy recommendations sought to improve institutional capacities for all actors involved, as well as foster transnational cooperation.

To provide a framework for the project’s implementation, two types of workshops at the national level were organised in every participating country, attended by YOUMIG-partners from the same country as well as the relevant national stakeholders who – in view of their knowledge and experience – contributed to the elaboration of the issues reviewed. First, **The Ambition Setting Workshop (ASW)** served to map existing knowledge and competencies,

evaluate the current cooperation practices and define the need for and possibility of improved multi-level governance cooperation for selected indicators (core and local) and identified policy cases. The ASW exemplified how to establish channels of cooperation between the institutions concerned. Next, **The Vision Development Workshop (VDW)** facilitated the discussion and finalisation of the national-level policy recommendations, drawing upon the ASW results in addition to the experience of cooperation throughout the project's implementation. Two areas of intervention were included: actions geared towards improvements in the availability and quality of indicators, as well as those intended to tackle policy challenges on youth migration at different governance levels.

Regarding the benefits of this project activity, it is important to emphasise that engagement in constructive dialogue between professionals and national, regional and local stakeholders at the YOUMIG ASW and VDW workshops represents a significant step forward in the development of a constructive political response to the challenges of youth migration.

The proposed examples of MLG cooperation developed through the YOUMIG project's thematic activities (and found in the national recommendations) contain several benefits that can be divided into groups.

Greater efficiency in relation to improvements in the institutional framework and more precise identification of roles and relationships in the decision-making process – Generally, all YOUMIG partner countries within the MLG cooperation schemes provided useful proposals for possible cooperation. These include the formulation of recommendations to improve the institutional framework in order to facilitate the management of youth migration at different levels of government. The improvement of transnational cooperation through bilateral or multilateral cooperation between the countries in relation to data collection is also emphasised. As stated in the Austrian report, cooperation needs to be implemented on a long-term basis and with a political mandate to work effectively. The Bulgarian case recommends the establishment of an inter-ministerial working group that would review the legislation and available regulatory documents. In addition, it would propose appropriate changes to the legislation to enable the production of relevant information on youth migration.

Improved consistency among the national, regional, and local plans – For example, the Slovenian report proposes that different levels of government – each making a significant contribution to regional development agencies – share responsibilities in providing services related to migrants, arguing that such a provision is of strategic importance beyond municipal borders. Romania's report puts forward two parallel policy strategies related to the development of a multilingual local administration, which could represent a step forward in relation to the return migration option. Serbia's recommendations include the institutionalisation of the YOUMIG small-scale survey at the municipality level. This measure

would provide essential data that strategically addresses youth migration issues and their management. Moreover, it would create opportunities to develop local strategic documents in line with adopted national strategies.

Establishing a clear and consistent vision of development, strategic needs and objectives, as well as developing more favourable financial models – Slovenia's report suggests the establishment of reliable return migration statistics as the basis of developmental strategies from the national to local level, through the establishment of a complex but functional, top-down governance structure to detect non-registered emigrants. The Bulgarian report contrasts the differing migration policies of centralised state administrations, which often have limited capacity to respond flexibly to local issues, and those of municipal governments, which have the authority to create and launch their own policies but often lack financial resources. The resulting situation can be one in which issues of youth migration become mired in bureaucracy and disowned by mainstream institutions. Therefore, it is recommended that central governments prioritise youth migration on their policy agendas by producing national strategies in this field and inviting regional and municipal authorities to integrate such policies into their local development strategies.

More efficient communication and coordination among competent services; cooperation and knowledge exchange among professionals at different levels of government, with an emphasis on building local governments' capacities – Slovakia's proposal 'Communicating OSS Services to Citizens and Institutions' shows that only well-established MLG cooperation and long-term coordinated efforts can achieve the concentration of resources necessary to build a strategically well-designed branding concept. Austria's recommendations indicate that MLG cooperation can improve inter-institutional cooperation and exchange, which is essential for the enhancement of current data. Although Austria has well-organised statistical offices at both regional and local levels, other city departments are not always well informed about available data. An emphasis is placed on the promotion of professional and thematic cooperation as a means of increasing levels of cooperation in statistical offices and research institutions, as well as among political stakeholders to improve the quality of data collection.

Establishing tools that enable a better understanding of migration issues, and continuous monitoring and subsequent evaluation of results achieved – As one of several suggestions related to improving statistical accuracy, Hungary proposes the creation of an integrated statistical database that is able to use both primary and secondary sources, where determinants of the population will be available in a longitudinal approach. To achieve this goal, the long-term cooperation of different institutions is necessary, especially at the national level. For the improvement of data collection on migratory flows, especially return migration, Romania recommends that various national level institutions conduct micro-censuses at regular intervals. Smooth collaboration between national institutions would contribute

significantly to the provision of decentralised data for municipalities interested in quality data. The Serbian report proposes improvements in the quality of existing databases and the establishment of new ones, such as the YOUMIG Data Toolkit, specifically in relation to the coordinative role it has played in the statistical system of the Statistical Office of the Republic of Serbia.

4.4. Recommendations on fostering cooperation between central public authorities and local governments in relation to measuring and managing youth migration⁵⁵

In YOUMIG, **local and national level stakeholders** have worked intensely to create platforms of cooperation that improve the measurement and management of local processes linked to youth migration. In both realms, namely the statistical and administrative fields of action, several recommendations were drafted and discussed in a series of workshops hosted by the Hungarian Central Statistical Office (HCSO) in November 2018 and March 2019. In these, the YOUMIG teams from the HCSO and the Municipality of Szeged met representatives of the Immigration and Asylum Office, the Ministry of the Interior, the Hungarian State Treasury, the National Tax and Customs Administration, the National Health Insurance Fund of Hungary, the Educational Authority and the Ministry of Finance. The discussions served as a **source of inspiration and feedback for YOUMIG's National Policy Recommendations** on multi-level governance cooperation in the field of youth migration. The domains of competence of the above listed stakeholders were found to be consistent with the field of youth migration management, and a future cooperation mechanism initiated by any Hungarian municipality should include these central public authorities.

The main objective of **multi-level governance cooperation between central and local public authorities** has been the production of **more accurate and timely data at the appropriate territorial level in all fields pertinent to the understanding of youth migration.**

The long-term objective of the HCSO is to create, develop and maintain a **statistical population register**, in addition to a sub-system containing data on migration statistics, based on the close cooperation of data owners possessing potentially available sources, including the producers of administrative data sources in Hungary, as well as those of mirror statistics in other countries. Lately, great steps have been taken thanks to Hungary's Statistics Act (CLV. 2016 on official statistics), and a case-by-case examination of potentially useful data is currently being carried out.

Keeping in mind the information needs of local governance, the **HCSO and several data owner institutions should publish primary data and complex indicators on a regular basis**, suitable

⁵⁵Author of the subchapter: Béla SOLTÉSZ (Hungarian Central Statistical Office)

for the description of national and sub-national territorial units. Data on in-, out- and return migration along with metadata on its social context should be communicated in a regular, coherent and straightforward manner. The Municipality of Szeged can help this process by providing regular feedback on data needs.

In addition, the HCSO and certain central government institutions need to coordinate their communication activities. **Publications in both Hungarian and English** should provide concise **information** relating to all areas relevant to a **young migrant** recently arrived in Szeged (including returnees from abroad). With respect to migrants' needs, many administrative processes lie beyond the remit of the municipality – being served by central government institutions. Though by no means exhaustive, the administrative tasks (listed by institution) for which bilingual information would be beneficial are as follows:

Office of Government-issued Documents (*Okmányiroda*): Obtaining or renewing an ID card, residence permit, registration certificate; obtaining or renewing a driving license; registration of a change of residence.

Government Office (*Kormányhivatal*): Receiving a work permit, receiving support in finding a job, assistance for employers helping foreigners with employment, obtaining health insurance (or access to public healthcare services), receiving financial social support (of any kind), language learning (subsidised).

Land Registry (*Földhivatal*): Registration of property or the purchase of a vehicle.

Regional Court of Justice (*Bíróság*): Setting up a business.

National Tax and Customs Administration (*Nemzeti Adó- és Vámhivatal*): Obtaining a tax identification number, paying income taxes, receiving a tax refund.

School District (*Tankerület*): Enrolment to primary and secondary schools.

Centre for Vocational Training (*Szakképzési Centrum*): Enrolment to vocational training.

Education Authority (*Oktatási Hivatal*): Enrolment to university, nostrification (recognition of an education certificate issued in another country).

It is worth pointing out that many of the above-mentioned authorities (as well as the National Health Insurance Fund of Hungary, which offers no direct customer service) have relevant information displayed on their websites. However, English translations remain scarce, and information in the Hungarian language is often too difficult to understand.

Recommendations

The work undertaken by YOUMIG should inform the production and publication of the **HCSO's data, which in turn can support decision-making at the various levels of government.** Complex measuring tools (indicators), suitable for describing national and sub-national territorial units, need to be updated and published on a regular basis.

The **Municipality of Szeged** can help this process by **providing regular feedback on the data needs** of local governance related to youth migration and its social context.

The HCSO and certain central government institutions need to coordinate their **communication activities.** Data on in-, out- and return migration as well as changes in the relevant legislation in policy fields related to youth migration should be communicated in a regular, coherent and easy-to-understand way.

Furthermore, the public authorities listed above should have **information available on their websites that is essential to the administrative needs of a young immigrant in Szeged,** or to those of a young emigrant or returnee. These **materials** should be appropriate in style and content and **available in both Hungarian and English.** This could help the target group to comprehend better their legal rights and obligations, as well as relieve some of the administrative burden placed on them.

YOUMIG's One-stop-shop approach could be applied at higher levels of governance. A **one-stop-shop online portal** should be set up to handle the administrative tasks incumbent on foreigners arriving in Hungary and native returnees alike. This service should be **integrated into central government websites** such as: <https://ugyfelkapu.magyarorszag.hu/>, <http://kormanyablak.hu/>, and/or <https://magyarorszag.hu/>.

ANNEX

Technical guidelines for using the Data Toolkit⁵⁶

The Data Toolkit is user-friendly software that presents the results of the YOUMIG project in an 'all-in-one' approach. All data and analyses produced on the municipalities involved in the project are available digitally in the Data Toolkit, the main aim of which is to support local governments in creating local databases based on indicators developed by the project.

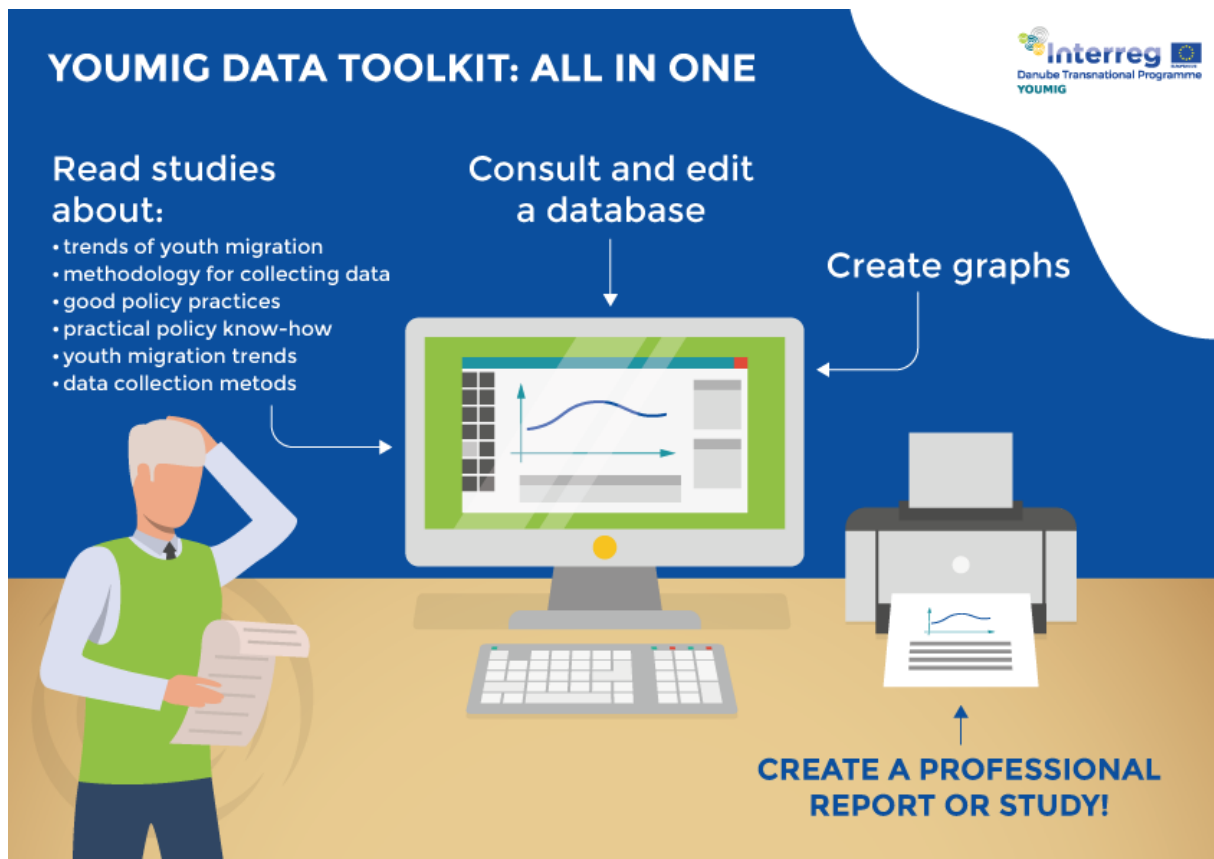
The Data Toolkit enables municipalities to measure and trace local processes independently; even beyond the end of the YOUMIG project. Better use of migration data in strategic planning and decision-making in related policy fields is of utmost importance. Therefore, measuring youth migration and its impacts on local development should be a priority for every municipality affected by it.

The main ideas for the design of the Data Toolkit were:

- Local municipalities' representatives should be able to trace local social processes on themselves, on a clear and easy to use platform
- A high quality, comprehensive and strategically useful dataset on (youth) migration, and its social and economic context should be provided
- The data should be available for visualizations, and help decision-making
- Local representatives and decision makers should have the opportunity to prolong the time series in future by adding their own data, in order to observe and analyse the data from a long-term perspective
- It should contain some basic bench mark values that facilitate the comparison of the levels and trends of the analysed indicators, and highlight when a trend starts to be 'negative';
- It should be a complementary and functional digital annex for the Local strategies (and vice versa), in an 'all-in-one' format;
- It should be tailored for each project partner municipality (country), but it should also contain cross-country comparative datasets available for all users.

⁵⁶ Authors of the subchapter: Branislav ŠPROCHA and Boris VAŇO (Institute of Informatics and Statistics, Slovakia)

Figure 10. YOUMIG Data Toolkit software



The **software** was created as a VBA (Visual Basic for Applications) application, running under Microsoft Excel as well as under Linux and Open Source software. The Data Toolkit is an extension to files in *.pdf and *.xlsx formats. All the files in the Data Toolkit are named analogically. They are stored in a folder structure. The content of the folders is editable by users; however, the names and the structure of the folders are not changeable.

Concerning its content, the Data Toolkit is divided in two major parts: information about the YOUMIG project and information and data about the municipalities involved in the project.

The **project presentation** part starts with general information such as its background and goals; it then presents the structure of the project and the major outputs. These are the following:

- Conceptual framework for the study of youth migration in the Danube Region
- Local Status Quo Analyses which provide an overview of the trends in youth migration and related social phenomena for each local partner

- European and global good practice collection of relevant services and actions linked to youth migration
- Evaluation report on youth migration indicators
- Pilot activities based on existing good practices, testing innovative solutions to manage the processes and impacts of youth migration
- Policies and strategies aimed at evidence-based local youth policy measures, multi-level governance and transnational cooperation schemes

All information and data on the municipalities presented in the Data Toolkit come from the project's outputs. Based on these data, a comprehensive picture of youth migration (including indicators, forecast and status quo analysis) is presented for each municipality. Geographical, social and economic data were incorporated to characterise the municipalities in a general way, including GDP per capita and inflation rates.

The **basic data** are mostly of a demographic nature. The indicators tied to the area of population dynamics, such as natural increase, net migration and total increase are incorporated. Several datasets on internal and international migration – for instance the citizenship and country of birth of inhabitants, combined with their age and sex, are also presented.

The **indicators** designed and improved within the YOUMIG project are directed at the measurement and assessment of youth migration at the local level. There are two sets: Core indicators and additional indicators. The Core indicators are identical for all municipalities, whereas the additional ones are designed individually for the municipalities, based on the specificities of their migration situation.

The Core indicators focus on four fields: population, education, labour market and other (locality-specific) topics. The Data Toolkit contains 16 Core indicators per municipality and further additional ones (1 to 5 indicators).

Indicators tied to the major **demographic structures** are:

- In- and out-migration
- Top sending countries regarding the annual stock and flow of immigrants
- Registered returnees in some basic structures (age, sex, education level)

Education related indicators are:

- The level of completed education
- The skill level of return migrants

- Student outbound mobility ratio

Labour market orientated indicators include:

- Population by activity status
- Workforce in healthcare
- Household income
- Regional GDP per capita

The **specific indicators** are drawn from the three domains, namely:

- Subjective well-being
- Tolerance towards foreigners
- Intentions to migrate

The **population forecast** (with 2035 as the time horizon) was produced for each municipality. Four basic scenarios were calculated: medium, high, low and zero-migration scenarios. The main forecast results are shown in the 'Projection' part.

Last but not least, the Data Toolkit contains the **Local Status Quo Analysis (LSQA)** of the given municipality. The focus of this analysis is on local processes of emigration, immigration and return migration. This detailed case study uses multiple methods of data collection and analysis; it shows the position of the given municipality in the context of international migration and in the light of socio-economic interdependencies. Data collection and data analysis are based on jointly used concepts, a uniform methodology and conventional processing and utilisation of data.