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Improving institutional capacities and fostering cooperation  
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**

### **BRATISLAVA-RAČA, SLOVAKIA**

This Local strategy was developed in the framework of the project ‘YOUMIG – Improving institutional capacities and fostering cooperation to tackle the impacts of transnational youth migration’.

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## INTRODUCTION<sup>1</sup>

The present document is a Local strategy for Bratislava-Rača, Slovakia on youth migration. Its objective is to provide a strategic outlook on possibilities for 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 Bratislava-Rača in particular. This chapter explains why the migration of young people is of crucial importance for local level policymaking, how the first phase of the local research was designed, and what the most important trends are for Bratislava-Rača.

Chapter 2 presents the project's statistical achievements. Based on the data available at statistical or administrative institutions and a local survey conducted in Bratislava-Rača, researchers produced statistical indicators that can provide complex quantitative information about youth migration and its local context. Local decision makers can use these indicators for monitoring local development, and carrying out evidence-based planning in policy areas that are affected by the immigration, emigration or return migration of young people.

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<sup>1</sup> 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 related 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, Bratislava-Rača 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 returning migrants (One-stop-shop).

Chapter 4 presents the project's findings concerning 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 Slovakia's national authorities are summarised in this chapter.

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

All project documents referenced in the Local strategy, as well as the documents created by other project partner municipalities, are available on YOUMIG's website: <http://www.interreg-danube.eu/approved-projects/youmig/outputs>.

## EXECUTIVE SUMMARY

The district of Rača is an integral part of Bratislava, Slovakia's capital city. As a result of internal migration, the population of Rača has grown in recent years. Half of Rača's immigrants come from the capital city and its surroundings. **International net migration represents one fourth of the net migration of Bratislava-Rača.** The majority of foreigners that live in Rača were born in the **Czech Republic** or **Vietnam**. Immigrants from other countries, mainly from **Ukraine** and the **Balkan states**, also live in Bratislava-Rača. In terms of the age structure, foreign-born migrants aged under 35 account for about 19 per cent of Rača's population.

The **small-scale survey** conducted in Bratislava-Rača indicated that **most respondents want to stay in Bratislava.** Those that do decide to live abroad usually only do so for a temporary period of work or study. This finding is closely related to the overall **relatively high life-satisfaction levels of municipality residents** who took part in the survey. Further, **migration is not perceived as a threat** and responses to this issue (e.g., on crime, work and society) were rather neutral.

Concerning motives for returning home, the **lack of social contact with family and friends** was prominent among them. Another finding with important implications for local development is that **most returnees use their experiences gained abroad** – in terms of work, study and new skills – for the city's benefit. The city should therefore actively encourage the return migration of students and workers abroad.

Regarding youth migration, local representatives have not observed any specific negative phenomena in the city district of Bratislava-Rača. Key findings of the Local Status Quo Analysis (LSQA) resulted in the local self-government identifying the most suitable areas for **local pilot action**: 1) **support in learning the Slovak language**, and 2) **improving communication with/providing assistance for new foreign immigrants**, from which the pilot activity 'Improving Slovak language skills in young migrants' was selected. In keeping with these findings, we introduced a unique Slovak language-learning service for parents and children. Called the **'Parents' Breakfast Club'** it was aimed at young migrant families and provided free of charge.

In the final analysis, our pilot activity did not live up to our expectations – the take away message from this experience is that **there is a need to build goal-orientated contact and communication links with local foreign communities** that are more informal in nature – and less-overreaching in ambition. We need to stay alert and identify potential **leaders and active members** among communities of foreigners and engage collaboratively with them in an effort to establish long-term and trustworthy relationships. We have to establish better community ties in less demanding areas such as **cuisine, festivals and popular culture.**

Moreover, we need to build more bridges between the local council, citizens, foreigners and citizens with a foreign background.

During the project, an information hub was set up as a stand-alone **one-stop-shop service** (OSS) in Bratislava-Rača. Here, citizens are able to obtain **information on migration-related administrative issues**, in addition to a wide range of information provided by the local government and informal community networks. The OSS in Bratislava-Rača also provides a dedicated web service, offering useful information and links to related agencies and service providers in the English language.

The operation of the OSS service has not been as successful as originally envisioned due to what represents a major difficulty for us: **foreigners tend to be quite reserved, are often distrustful of authority and reluctant to seek assistance outside their families**. Further, language barriers are high, resulting, for example, in citizens visiting the OSS office with companions who assist them with inquiries.

Two direct **contacts between Bratislava-Rača and foreign partners (Brno, in the Czech Republic, and Szeged in Hungary) were made**. The activities in Brno were particularly inspiring to us in several ways – in terms of the high quality of information and the processes by which it was disseminated and updated.

Although **the number and share of foreigners in Bratislava-Rača is not currently high, the importance of migration on future socio-economic and population development** will make youth migration an increasingly important issue requiring astute management and informed policy decisions.

The growing importance of migration in Bratislava-Rača necessitates the implementation of decision-making processes based on new, relevant and meaningful **data sources and improved indicators** so that the measures taken by stakeholders are informed primarily by existing data rather than social or political opinion.

**Data on migration from official public authorities in the Slovak Republic are too often lacking**, not to mention defective and inaccurate. Therefore, establishing an **information platform to share all migratory data**, including that of internal and international migration, is highly recommended.

There is poor interconnectivity and coordination between migration strategies at different levels, meaning that national goals are too often out of sync with those at the regional and local level and in many cases no action is taken at all. **Therefore, building a strategic platform that incorporates representatives at the national, regional and local levels is recommended**.

In Bratislava-Rača, there is a need to **reach out proactively to local foreign communities** by means of improved communication and social networks, and **deepen**

**cooperation** with other municipalities in Bratislava and Slovakia, in particular with **foreign institutional partners** so that the dissemination of relevant good practices can be mutually beneficial.

With reference to the previous point, it is important to **maintain and improve the services provided through the existing OSS** in Bratislava-Rača, which is foremost a comfortable, easily-accessible and user-friendly office space providing government services of various kinds to the general public.

To ameliorate the socio-economic conditions of migrants, **the administration needs to address the problems migrants experience in relation to day-to-day tasks, such as obtaining health insurance, social security benefits, and the validation of certificates etc.**

**Map of the Danube region and location of the YOUMIG partners**



- Danube Region (defined by the Interreg Danube Programme)
- YOUMIG countries/regions
- YOUMIG, cities of academic and statistical partners
- YOUMIG, local municipalities

Cartography: *Ádám Németh*

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

A project of the Danube Transnational Programme.



- Start date: 01-01-2017
- 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, leading to 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 organisations are teaming up with local governments in a complex, customised multi-level, and transnational cooperation to create local developmental strategies based on improved impact indicators of youth migration, and to introduce transnationally tested tools for managing local challenges. As a result, institutions and stakeholders obtain increased capacities through intensified cooperation.

YOUMIG's work is structured in six work packages (WPs). Aside from 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 indicators of youth migration, 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 by 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 BRATISLAVA-RAČA: CONCEPTUAL AND EMPIRICAL BACKGROUND<sup>2</sup>

### 1.1 A conceptual framework for studying youth migration in the Danube region: main concepts<sup>3</sup>

**Focusing on youth is a key factor in understanding the dynamics of migration. Over the course of life, the likelihood 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, living in a partnership – or independently. Reasons for migration are related to the desire to improve one's living standard and are influenced by socio-economic and personal factors (e.g., capital, migration biography or lifestyle, etc).

**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. 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.<sup>4</sup>

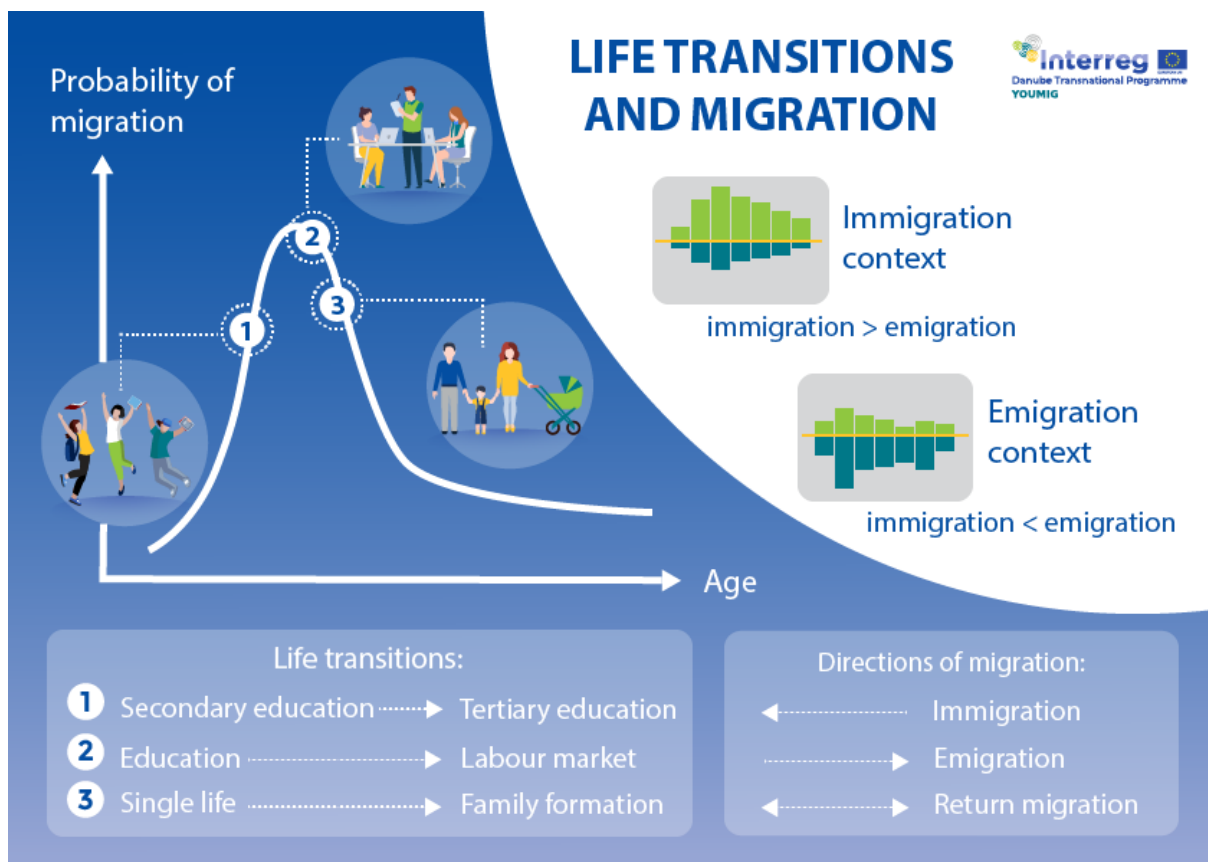
#### **Figure 1. Idealised model of life transitions and migration events**

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<sup>2</sup>Chapter 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*.

<sup>3</sup>Author of the subchapter: Elisabeth GRUBER (University of Vienna)

<sup>4</sup>GARCIA PIRES, A. J. (2015) 'Brain Drain and Brain Waste', *Journal of Economic Development*, 40(1): 1-34.



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

**Labour** has a strong influence on migration and can be categorised in 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.<sup>5</sup> Owing to relatively higher salaries and languages barriers, migrants often accept jobs with skill levels far below their own.

**Education** induced youth migration occurs mostly in relation to tertiary educational attainment.<sup>6</sup> Crossing local or regional borders might be necessary in order to attend

<sup>5</sup>KING, 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.

<sup>6</sup> WATERS, 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.

secondary school or college. Despite the fact that 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 rising<sup>7</sup>. Moreover, most students do not consider themselves migrants and neglect to register their addresses. 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).<sup>8</sup> 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.<sup>9</sup> Further, migration may affect families indirectly; when single members of a union change their residency, families and partnerships become separated. When partners or young families move to a new country of destination, it 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 through developing new perspectives. Emigration and immigration are often perceived as threats to both the societies of origin and destination. This project endeavours to widen perspectives and find **positive aspects** of youth migration 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 broach the issue of return migration.<sup>10</sup> In general, four types of return can be distinguished:

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<sup>7</sup> GMG (=GLOBAL MIGRATION GROUP) (2014): Migration and Youth <http://www.globalmigrationgroup.org/migrationandyouth> (retrieved: April 5th 2017)

<sup>8</sup>KING, 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.

<sup>9</sup>KING, R. (2002) ‘Towards a new map of European migration’. INTERNATIONAL JOURNAL OF POPULATION GEOGRAPHY, 8: 89-106.

<sup>10</sup>See KING, R. (1986) ‘Return Migration and Regional Economic Problems’. Routledge. London.

'the return of failure', 'conservatism', 'innovation', and 'retirement'.<sup>11</sup> '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 for economic development.<sup>12</sup> 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, return – even if initially intended – does not always happen. Often new personal relationships or enrolment in the labour force hinders 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 demand and supply in relation to their specialised knowledge. Nonetheless, it is also important to see the full potential in return migrants and provide more incentives to return.

**Diaspora networks** offer a potential strategic means to gain from emigration. Expatriate communities play an increasingly important role as 'support actors' in the sending location, 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.<sup>13</sup> 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, maintenance of national identity and the need for continued political engagement (participation in elections) in the country of origin provide a further role for diaspora networks.<sup>14</sup> In the modern sense, diaspora networks can lead to better cooperation between new and old countries of residence and the realisation of transnational lifestyles. Former migrants may become 'development agents', responsible for improvements in their home communities.<sup>15</sup>

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<sup>11</sup>CERASE, 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.

<sup>12</sup>DE HAAS, H. (2005) 'International migration, remittances and development: Myths and facts'. *Third World Quarterly*, 26: 1269–1284.

<sup>13</sup>COLLYER, M. (ed.) (2013) 'Emigration Nations. Policies and Ideologies of Emigrant Engagement.' Palgrave Macmillan. Houndmills, Basingstoke, Hampshire.

<sup>14</sup>HERNER-KOVÁCS, E. (2017) 'Nation Building Extended: Hungarian Diaspora Politics', *Minority Studies*, 17: 55-67.

<sup>15</sup>CASTLES, S. (2008) *Development and Migration – Migration and Development: What comes first?* SSRC Migration & Development Conference Paper No.2. New York: Social Science Research Center.

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 the barriers. Language barriers are just one of the challenges for 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 one of economic gains for destination countries, and also benefits for origin countries in terms of skills brought home and networks, i.e., a **triple win**:

- A win for the country of origin
- A win for the receiving country
- A win for the individual migrant<sup>16</sup>

Adapting the focus on how individuals can profit from migration is important for future policy development<sup>17</sup>.

## **1.2. Methodology and main findings of the comparative analysis of seven municipalities in the Danube Region<sup>18</sup>**

In 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.

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

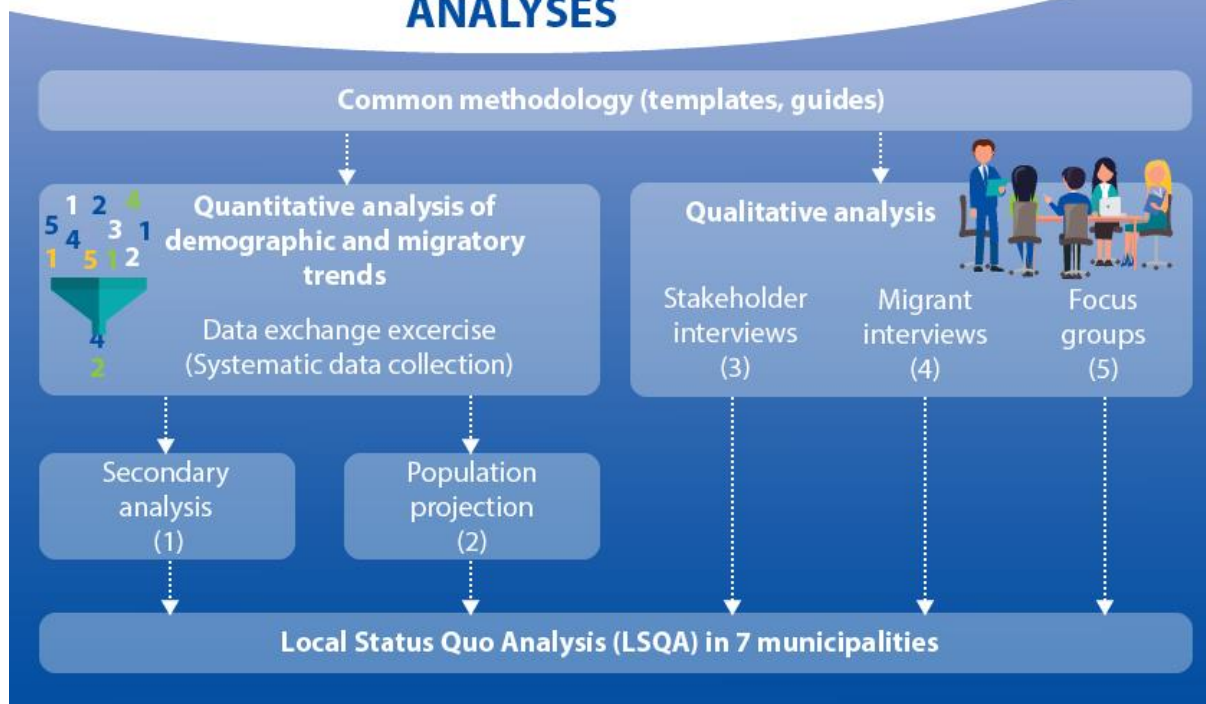
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<sup>16</sup>SVR (=Sachverständigenrat deutscher Stiftungen für Integration und Migration) (2016): Viele Götter, ein Staat: Religiöse Vielfalt und Teilhabe im Einwanderungsland. Jahresgutachten 2016 mit Integrationsbarometer.

<sup>17</sup>See FASSMANN, H., GRUBER, E., NÉMETH Á. (2018). 'Conceptual overview of youth migration in the Danube region'. YOUMIG Working Papers, No.1.

<sup>18</sup>Author of the subchapter: Tamás KISS (Romanian Institute for Research on National Minorities)

## METHODS USED TO COLLECT AND ANALYZE 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 countries<sup>19</sup>, where no major immigration is expected. Slovenia, Hungary and Slovakia have the characteristics of semi-core economies and some parts of these countries are integrated in the industrial production of the western core. They also send emigrants

<sup>19</sup> 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.



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 might 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.<sup>20</sup>

- Concerning the **developmental position of the municipalities within the respective countries**, researchers have classified Bratislava-Rača, Maribor, Graz, Burgas and Szeged as main regional poles, while Kanjiža and Sfântu Gheorghe can be defined as ‘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, migratory trends make a difference 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, and therefore it fits into the second category, experiencing a modest decline in population, along with Hungary. In the third category, Slovenia and Slovakia can be found, 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 faced relatively balanced migratory 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 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 anticipations of local experts and stakeholders. An important result was that in several municipalities, such as Szeged, Sfântu

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<sup>20</sup> 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.

Gheorghe, Kanjiža and Maribor, neither experts nor stakeholders could imagine that their municipalities might become the target of 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, that is, whether they perceive migration as a threat or an opportunity. Both immigration and emigration were taken into account, even in localities where immigration was barely relevant statistically. Researchers took into account the differences in perception of highly skilled and low-status migrants, as well as those of persons belonging to the majority society and ethno-cultural minorities.

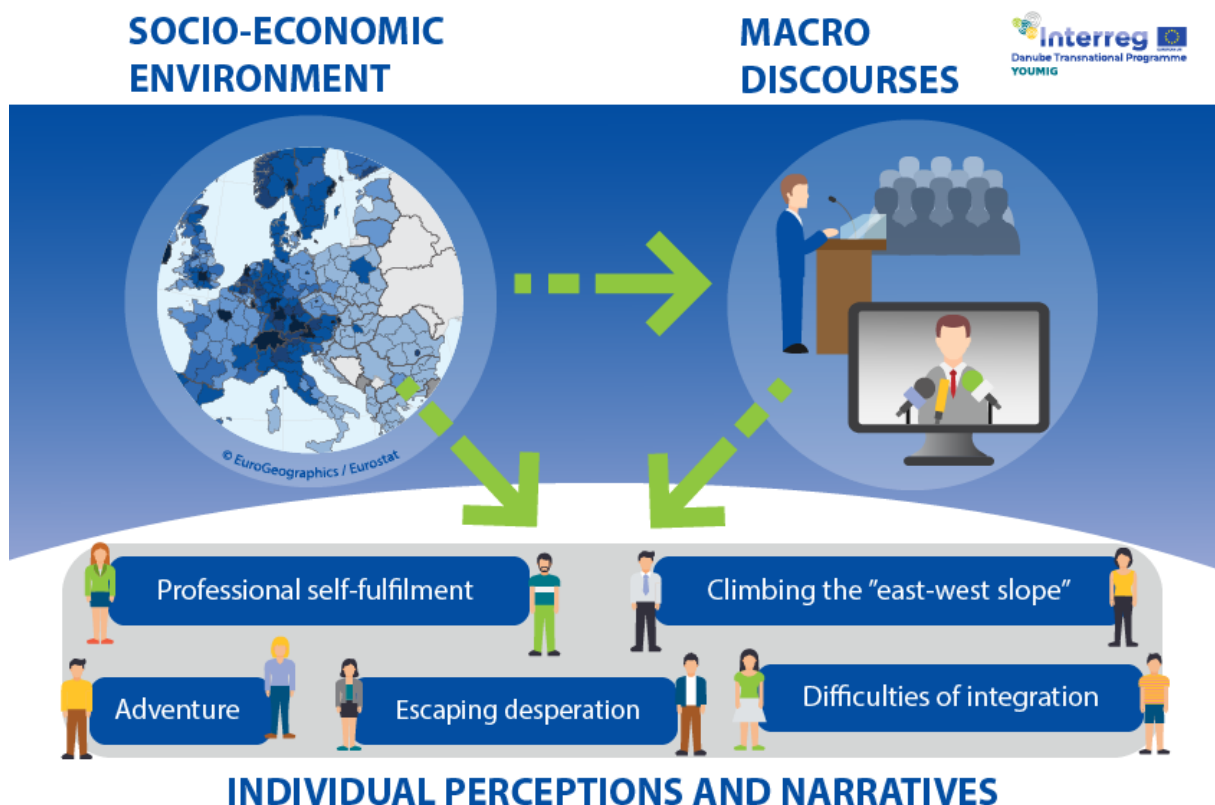
4) In the case of the **interviews with young migrants**, researchers conducted narrative-biographical interviews with 8-10 young migrants per locality, based on a previously fixed technique of conducting and interpreting interviews. Researchers did not subordinate the stories (i.e. self-representation) of migrants to scientifically or politically motivated narratives. The interviewees had the opportunity to present their stories in an unconstrained manner. Persons aged 18-35 with different educational levels, genders, kinds of family status and types of migratory experience (emigrants, immigrants, returning migrants, daily commuters between different countries) were interviewed. Well-educated and middle class background young interviewees were overrepresented, perhaps due to deliberating over emigration ('brain drain'), which is a serious issue to be tackled.

5) **Focus group interviews** with young migrants followed the individual in-depth interviews. The topic of the talks focused primarily on the participants' experiences, paying special attention to 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 sending localities these were mostly returning migrants, while in the case of receiving municipalities, immigrants were selected. In municipalities with a mixed pattern of migration, both immigrants and return migrants could 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 personal experiences with the authorities relevant 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) are dominant in municipalities with a lower status on the development scale. According to this discourse, migration management relates mostly to the reproduction of the ethno-nation. In contrast, a utilitarian framework that perceives migrants as the labour force is dominant in municipalities and among stakeholders with a higher position on the development ladder.

The second main thesis was that **strategies of self-representation of young migrants** (as the biographic narratives show) 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 migration 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 get this feeling I'm different.'*

### 1.3. Local Status Quo Analysis of Bratislava-Rača: main findings, with recommendations for policy actions in the future<sup>21</sup>

The Local Status Quo Analysis on Transnational Youth Migration was prepared by Rača's YOUMIG team of experts in cooperation with national partners from INFOSTAT. It provides an **overview of the main trends and challenges related to youth migration in the district of Rača**, giving YOUMIG project partners a deeper understanding of the local processes linked to youth migration - and a possible means to respond. One of the main goals of our collective work was to **identify the management and capacity gaps** in the institutional mechanisms of the local authorities dealing with youth migration and related phenomena.

Population development in the district of Rača has followed the national trends in many aspects. Moreover, since Rača is an integral part of Bratislava, many demographic specificities representative of the city are also present in Rača. In keeping with nationwide trends, **Rača has witnessed a steep decline in fertility** with women experiencing a higher mean age of

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<sup>21</sup>Author of the subchapter: Viera PILINSKÁ (Institute of Informatics and Statistics, Slovakia)

childbirth - particularly in relation to the first-born. To this can be added fewer marriages, a rising divorce rate, improvements in both child mortality rates and life expectancy, along with better health conditions for both sexes and **shifting migratory patterns** etc. These changes in Rača, as in other parts of the capital, began to occur very rapidly, with the political and economic transition in 1989 marking an approximate starting point.

Annual **population growth** remained at very low values (practically zero) until 2010 (except for the years 1993 and 1998) when a **visible increase** in these values was recorded. In recent years, **migration has had a bigger impact on population growth than natural increase.**

**Owing to internal migration, the population of the district of Rača has grown.** Fifty percent of immigrants arriving in the district of Rača come from the capital and its surroundings. In the 1990s, development fluctuated, and migration levels rose and fell. But since 1999 (except for the year 2007), Rača has recorded migration gains. Net migration has a strong influence on internal migration levels. **International net migration** during the whole period under review represents **one fourth of the net migration of Rača.** The number of immigrants shows a growing tendency. As the **number of emigrants abroad is not high** – in certain years there are no recorded emigrants at all - international net migration is currently almost equal to the number of immigrants from abroad. **In percentage terms, the city district of Rača has more foreigners than the national average** – a statistic closely linked to ongoing intensive **housing development.**

Rača is currently experiencing an aging population. The number and share of persons aged over 45 has been growing at the expense of younger age groups. While the population of Rača is still young relative to the city as a whole, its rate of ageing is nonetheless equal to the national one.

While hardly a cause for celebration, projections with regard to population growth do warrant mild optimism on Rača's part. Due to both natural increase and migration surplus, the population is forecast to grow until 2035. However, the total annual increase in population size will lessen towards the projection's horizon. The most likely outcome in relation to the city's age structure is one of stagnation, with the average age of the population fluctuating between 41 and 42 years.

Rača has a bigger percentage of people with a foreign background compared to the national average; of these, Vietnamese are probably the most visible in terms of the immigrant community they represent. To some extent, this community is considered to be **segregated** from the majority population even though its members have been living in Slovakia for decades. Immigrants from other countries, mainly from **Ukraine** and the **Balkan states**, live in Rača. However, their presence in the every-day life of the municipality is **less visible**.

With respect to youth migration, local representatives have not observed any specific negative phenomena in the district of Bratislava-Rača. **Likewise, the local self-government has not faced any specific challenges related to youth migrants from the countries of the Danube Region.** There have been no moves, political or otherwise, to deal with this specific group of migrants (or in fact with migration in general). Currently, this is not a big issue in public discourse and smaller communities of migrants have been able to integrate into the local life of the municipality without any tensions.

The local self-government has adopted **no specific policies focusing on migration issues** or youth migration (e.g., integration policies). Further, there has been little call for such measures on the part of multiple actors encompassing citizens, activists, and migrant communities. There also appears to be a lack of commitment to mandate migrant-related policies at higher levels of public administration. **Local self-government already provides support for migrant communities**, often in tandem with other actors, for instance, **associations and NGOs**. This comes in the shape of subsidies (financial transfer for particular activities), providing facilities (e.g., for meetings and social events) and funding for special events (e.g. festivals, conferences, etc.). In future, the scope of such activities could be widened with special attention placed on youth and families (e.g., integration and adaptation measures for children). In addition, the local self-government manages a limited amount of social housing, which could be better utilised in this regard.

Until now, the local self-government of Bratislava-Rača has taken a **universal approach to the needs of its citizens, including migrants and foreigners** with institutions and public service providers (e.g. schools, social facilities, and administrative bodies) prepared to help in various initiatives (e.g., migration-related ones) at the request of local communities. Key challenges related to youth migration reflect the current situation at the local level, in turn; these are

closely linked to economic development – especially in terms of the increased demand for labour in the Bratislava region. The current experience confirms that the **local-level administration needs to be more effectively incorporated into Slovakia’s migration policy framework**. The system of multilevel governance is underdeveloped, and its role with regard to migration at the local level, unclear. The fact is that certain issues surpass the capacities of local self-governments, and require the power and resources of influential external actors to create workable policies. In this respect, affordable housing for low-paid migrants, labour market issues and health service provision serve as cases in point.

The key findings of the Status Quo Analysis have led the local self-government to identify specific **areas where there is capacity for the amelioration of conditions in order to facilitate the integration of foreigners in Rača** (e.g., in relation to housing and labour market issues, health service provision, etc.). In addition, **capacity building in the fields of public services, schools and education, community activities and assistance to foreign migrants is needed**. The local self-government identified the most suitable areas for **local pilot action as: 1) support in learning the Slovak language, and 2) improving communication and providing assistance for new foreign immigrants**. We took inspiration from the good practice collection of services and actions<sup>22</sup> linked to youth migration, which emphasises the need to improve the local language skills of migrants to facilitate their access to the labour market and integration into the local community. The collection proposes conversation courses for older migrants, the free provision of teaching materials, and the special treatment of young migrants in secondary schools. It provides essential know-how on the integration of children in school and means of improving their educational outcomes, in addition to recommendations for improving public services. Improving communication with immigrants will enhance young migrants’ opportunities and facilitate their access to the labour market. Similarly, learning the Slovak language will add a sought-after skill to a migrant’s curriculum vitae, as well as ease their integration into the local community – and the lives of other young people. Actions like these can be crucial to the successful integration of immigrants.

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<sup>22</sup> The ‘YOUMIG Collection of Good Practices’ handbook can also be found in the DATA TOOLKIT.

In summary, Bratislava is one of the new European capital cities – eager to develop and be successful in its integration with the European Union. The district of Bratislava-Rača represents an affordable location at the edge of this metropolis, with easy access to job opportunities and services. Moreover, its economic outlook is good, particularly in relation to business and property development. Despite such advantages, the local self-government has, of yet, adopted no policy measures focusing directly on migration issues. New programmes and measures to aid young migrants and migrant communities are currently under consideration. The integration of migrants into the economic, social and cultural life of Rača can bring great benefits for the wider community, and there are many institutions located in Bratislava, including NGOs, associations for foreigners, international organisations and those managed by the central government, that can help in this regard.

## Recommendations

Focusing local attention on specific recommendations linked to youth migration is firmly backed by findings in previous quantitative and qualitative research connecting local demographic and economic conditions. Actions based on these recommendations are especially suitable for the **integration of young foreign migrants** who offer a means to fill gaps generated by a rapidly aging population and a thriving local housing market. A very active internal immigration situation in Bratislava-Rača is an important indicator that should not be ignored.

**Key challenges** concerning young migrants reflect both the current situation at the local level, and the future one, especially in relation to the **increased need for labour in Bratislava's regional economy**. This demand can only be satisfied by migration. Current experience confirms that the local level administration needs to be incorporated into the migration policy framework in Slovakia.

The following are the major **local challenges and opportunities** related to youth migration, identified by the Local Status Quo Analysis:

- **Housing** Insufficient stock of affordable units; alternatives in the private rental sector/ public social housing
- **Labour market** Increased demand in selected segments of the local labour market; training and adaptation for smooth transition into the local economy
- **Public services** Access to key public services, namely education services provided by preschools (ages 3-6) and schools, services for young families; also, widening the scope and quality of services, introducing a 'cosmopolitan' style of service in local government offices – more friendly and accessible in terms of use of foreign languages



- **Schools and education** Support in learning the Slovak language, career advice and mentoring, an individually tailored approach supporting integration into the local community
- **Community activities** Since these are well developed – especially for families with small children – attention should be focused on creating opportunities suitable for youth in the sensitive period of adolescence
- **Assistance to foreign immigrants** should be developed in relation to practical needs during the first months after arrival; basic orientation for important local services (e.g., local government administration), health and education services, support in the integration process, etc.
- **Establishing and operating a first contact point** at a local office that provides all relevant information for migrants – this would significantly ease the administrative burden on migrants in Rača.

## CHAPTER 2

### BETTER INDICATORS ON YOUTH MIGRATION AND ITS LOCAL CONTEXT<sup>23</sup>

#### 2.1. Developing youth migration indicators: priority areas and methodology<sup>24</sup>

Generally speaking, 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’.<sup>25</sup> Therefore, building capacities to measure and evaluate the effects and context of migration at the local level is crucial.

While the European Union and nation states provide general guidelines for the integration of migrants, the ability to undertake practical action usually depends on municipalities. Newcomers have to rely on services provided by local governments seeking solutions to integration-related issues. Similarly, emigration calls for action at the local level, for example, 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 the components of demographic population movements, namely fertility, mortality, immigration, emigration and return migration.

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

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<sup>23</sup>Chapter 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*.

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

<sup>25</sup>SCHMIDTKE, 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 PENNING, R. (2016). The multilevel governance of migration and integration. In *Integration processes and policies in Europe* (pp. 91-108). Springer, Cham.

recommendations of the United Nations Economic Commission for Europe<sup>26</sup>, OECD defines **statistical indicators** as ‘data elements that represent statistical data for a specified time, place, and other characteristics’.<sup>27</sup> 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’.<sup>28</sup>

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 about youth.

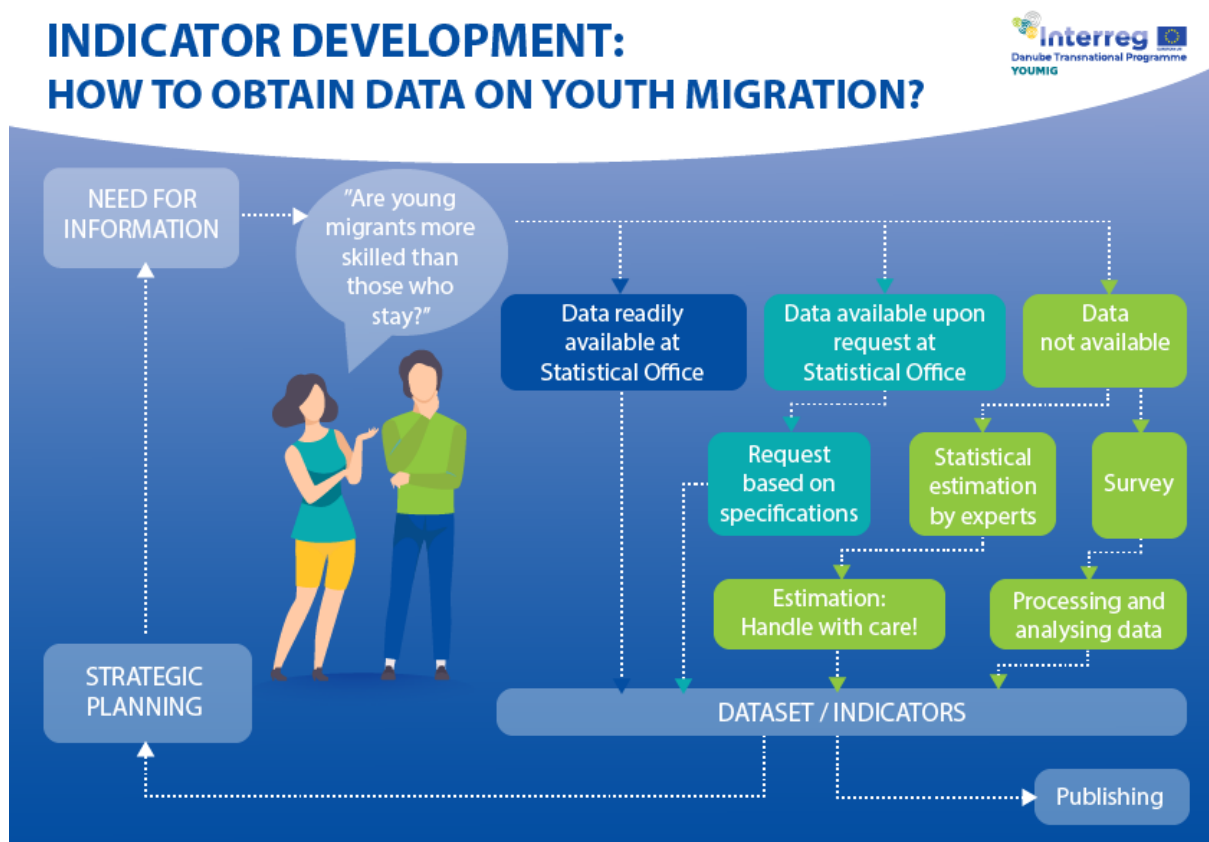
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<sup>26</sup>United Nations Economic Commission for Europe (UNECE), "Terminology on Statistical Metadata", Conference of European Statisticians Statistical Standards and Studies, No. 53, Geneva, 2000

<sup>27</sup> See also the Eurostat definition at [https://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Statistical\\_indicator](https://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Statistical_indicator)

<sup>28</sup>GAULT, 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 4. 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. These steps were as follows:

- 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: Demographics and population, Health, Education, Social development and social capital, Economic development, Income and living conditions, and Urban and Regional development.
- 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 (see the Local Status Quo Analyses). The indicators classified ‘Not relevant’<sup>29</sup> were removed from further consideration.

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 sphere of youth, migration, and local development policies.

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

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 by local YOUMIG surveys. All seven project partner municipalities carried out a local survey in the second half of 2018.<sup>30</sup>

6) The resulting sets of indicators were evaluated using a framework for assessing the quality of secondary sources recommended by the international statistical community<sup>31</sup>, 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. In order 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)

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<sup>29</sup> See the ‘Evaluation report of youth migration indicators including the identification of shortfalls’, Table 2, column 2, available on the YOUMIG website and in the Data Toolkit.

<sup>30</sup> It 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).

<sup>31</sup> See 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](https://ec.europa.eu/eurostat/cros/content/miad-methodologies-integrated-use-administrative-data-statistical-process_en)

- 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
- Skill level of return migrants
- Subjective well-being in the population
- Tolerance towards foreigners (foreign workers)
- Intention to migrate within the next 5 years, [if possible] intended destination, duration of absence
- 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 intervals, native/foreign
- 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:

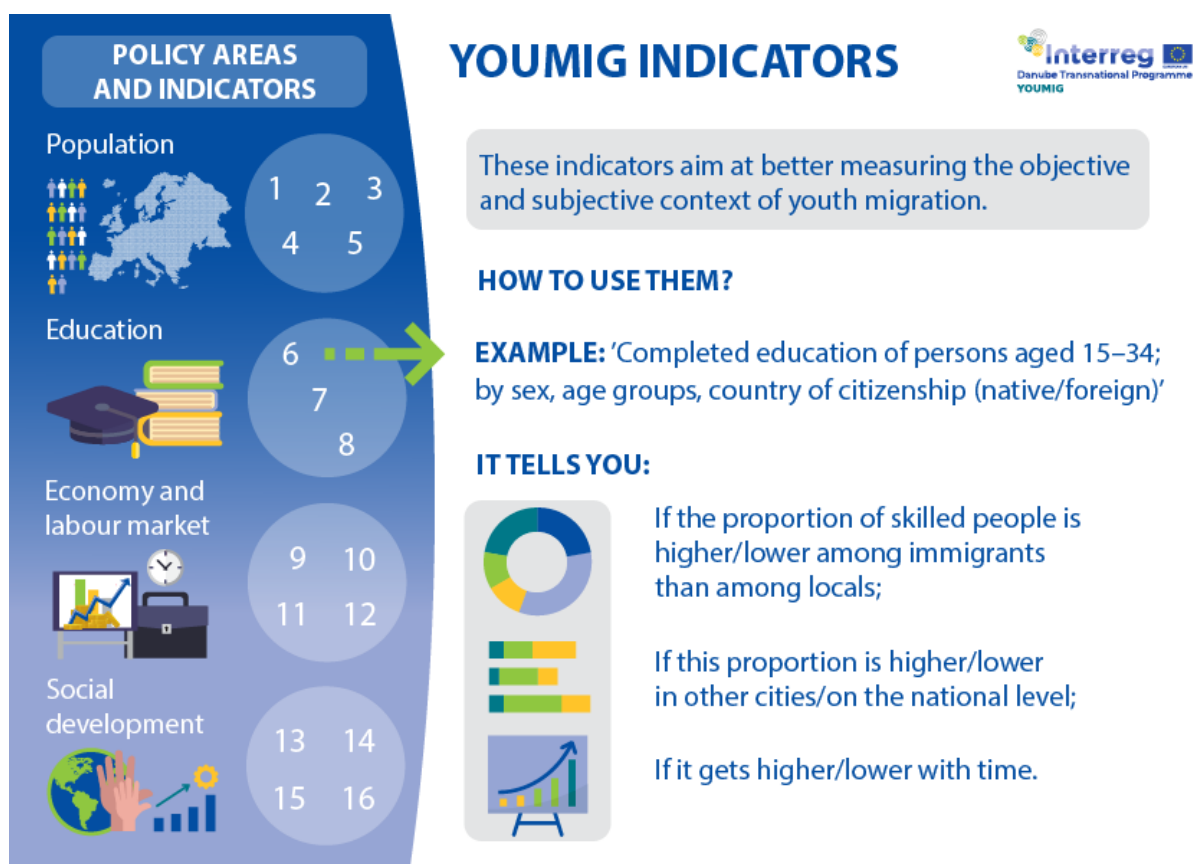
- First, while information on the resident population and immigrants is widely accessible (from as low a level as LAU2), there are major **difficulties in the identification of** such groups as **emigrants** (still registered at the sending municipality), **returning migrants and second-generation migrants**. 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. 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 can 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', 'Intention to migrate', 'Aspirations of youth', 'Trust levels' is not collected by 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., working and closed enterprises) may be missing, especially in those cases where a grouping is required by the number of employees, or the ownership status. Similarly, data on wages across industries and occupations are 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 **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 5. YOUMIG's indicators on youth migration and its social context



## 2.2. Accessing data and using the new indicators related to youth migration in Slovakia<sup>32</sup>

For each participating country, a specific list of **youth migration indicators** was created. In **Slovakia**, this list contains **86 indicators** (concerning all eight observed areas) of which only **18 are available**. From the 68 remaining indicators, 16 received 'high' priority, 24 'medium' priority, and 28 'low' priority.

After analyses and discussion, a **country specific list of the most important unavailable indicators** was created. The criteria for the selection of the most important unavailable indicators were: the relevance and timeliness of the assessed issue from the local/sub national perspective and the existence or non-existence of analogical indicators. The list of the selected (most important) unavailable indicators in Slovakia contains 10 indicators (see table below).

<sup>32</sup>Author of the subchapter: Boris VAŇO (Institute of Informatics and Statistics, Slovakia)



Country specific list of the most important unavailable indicators

No	Indicator
1	Number of returnees registered, sex, education level
2	Student outbound mobility ratio at tertiary level, by sex
3	Skill level of return migrants
4	Subjective well-being in the population
5	Tolerance towards foreigners (foreign workers)
6	Intention to migrate within next 5 years, [if possible] intended destination, duration of absence
7	Disposable household income per capita
8	Work force in health care/Shortage of work in healthcare/Healthcare workforce gap
9	Work force in health and elderly care
10	Unmet demand by young people (local and immigrants) for social housing

It is important to register and evaluate the **Number of returnees** because a significant proportion of young people that leave Slovakia plan to return after a certain period.

Many young people from Slovakia are leaving to study abroad (primarily in the Czech Republic). Therefore, the **Student outbound mobility ratio** is an important indicator.

The **Skill level of return migrants** could be relatively high thanks to the different (higher) quality of foreign institutions. This is particularly true of educational institutions, but companies with more sophisticated technology could be an important additional factor.

**Subjective well-being** is an important factor influencing migration tendencies, especially for young people.

**Tolerance towards foreigners** is an important factor for people living abroad to consider before arriving in a particular country. In Slovakia, tolerance towards foreigners is generally low.

All surveys show that a large proportion of young people in Slovakia are interested in going abroad to study or work. This indicates that the **Intention to migrate** in Slovakia is very high.

**Disposable household income per capita** is an important indicator of living standards. The desire to improve living standards is one of the most important motives for the migration of young people.

**Housing** is a basic prerequisite for the integration of foreigners. In Slovakia, this is a problematic area since even young people that live in Slovakia struggle to obtain affordable housing (especially in the cities).

The **Workforce in health and elderly care** is an important indicator that helps to assess the quality of healthcare and care for the elderly.

The aim of the following activities within the YOUMIG project is to create a proposal that allows **the listed indicators to be calculated**. The proposal includes a basic **description** of each of the indicators, in addition to a description of the **data sources** and the **methodology** used for the indicators' development.

Mostly, the basic description contains **definitions** and information concerning the **geographical level** of availability. A significant part of the proposal is a description of the data sources, containing the names of each data source and information on its geographical level of availability and accessibility, relevant variables and values, metadata, and an assessment of the quality of each data source. The methodology for the indicators' development contains two main blocs of information: 1) a summary of the strategy's methodology (the means by which the data are collected) and 2) the practical implementation of the chosen methodology. The **practical implementation** is focused on access to a particular data source, the challenges of using a particular data source and how they are solved, (if necessary) the combination of several data sources, and the information related to data processing and the expected outcomes.

### 2.3. Small-scale survey: main findings for Bratislava-Rača<sup>33</sup>

The small-scale survey in Bratislava-Rača was based on a **random sample of dwellings** from all three local districts: Krasňany, Rača and Východné. The basic unit of the small-scale survey was the **private household** and its current members, living in Bratislava-Rača at the time of the data collection. A private household consists of household members who live together and jointly manage household affairs, including the joint provision of living necessities.

The sample was proportional to the population size in each locality and covered **150 households with 508 respondents**, representing 1.7% of all permanently occupied households and 2.3% of all inhabitants.

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<sup>33</sup>Author of the subchapter: Branislav ŠPROCHA (Institute of Informatics and Statistics, Slovakia)

An **online questionnaire** was used to collect the data. In rare cases, an offline *paper* questionnaire was employed for the collection (especially in the case of elderly people with limited Internet access).

Data from the small-scale survey (for all persons willing to cooperate) were **weighted by demographic data** as of 1 January 2018. Extrapolation to the population is made at the level of individuals. Each person in the sample represents several persons in the population of Bratislava-Rača. The population and sample are subjected to post-stratification performed by sex and age groups at 5-year intervals.

Data collection was provided by INFOSTAT – the Centre for Social Research (CSR) with support from the Department of Human Geography and Demography – the Faculty of Natural Sciences, Comenius University and the city district of Bratislava-Rača.

**Most of the respondents reported Slovakia as their country of birth. Among foreign countries of birth, the most frequently mentioned were the Czech Republic and Serbia.** Looking at the municipality of birth of persons born in Slovakia, **almost 40% of respondents were born outside Bratislava.** Approximately a third of the respondents came from Bratislava-Rača. Of those who reported the year of immigration to Bratislava-Rača, almost 70% have lived here for more than 10 years. From the perspective of **long-term experience abroad, only about 6% of respondents declared such experience.** The most frequently mentioned countries in this respect were the **Czech Republic, the United Kingdom and the United States.** Persons in this category had lived abroad in the last 10-15 years. In terms of the year of return to Slovakia, the period from 2009 (especially 2010) was mentioned most frequently by respondents. The most frequent **activities performed abroad** were **study** and **work**, in addition to **reuniting with family members.** In relation to the sector of employment undertaken abroad, research, marketing and management were the most frequently mentioned areas. Concerning study, the main goal was to learn the host country's language and attend university. Most respondents agreed that the **experience gained abroad was beneficial after returning to Slovakia.**

For the majority of respondents, **important or very important reasons to return** to Slovakia were the **absence of social networks, friends who had moved to a foreign country, and family reasons.** In the case of study or work abroad, termination of a work contract or study programme was a common reason. Another quite frequent response was that the respondent had never intended to stay longer in the country. Other reasons, including economic difficulties abroad, better job/educational opportunities in Slovakia, inadequate housing

conditions (difficult to find and relatively high rent), and a hostile environment were perceived as being 'not at all important', 'not important' or 'neutral'.

Among the main **administrative difficulties** that respondents faced **after returning to Slovakia**, the following were mentioned (ranked according to their relevance):

- 1) Registering a change of residence, a change in marital status, the birth of a child, the registration of property or a vehicle
- 2) Obtaining health insurance, access to any kind of healthcare
- 3) Recognition of an education certificate issued in another country

In the survey, respondents declared their desire to continue living in Bratislava-Rača in the overwhelming majority of cases. **Only about a tenth** of them were considering moving to another country (6%) or moving to another municipality within Slovakia (5%). Among the destination countries most frequently cited by people considering leaving Slovakia were: USA, Canada, Great Britain, Austria and Germany. On the other hand, only about a quarter of these respondents declared that they wanted to leave Slovakia in the following 12 months, and less than one third said that they had made some preparations for this move. Among the types of preparation mentioned by these respondents were: searching websites for information on the destination country and looking for jobs in the destination country. In addition, making a university application was mentioned.

**Most respondents either did not know or did not want to answer how long they planned to stay abroad.** Among answers mentioning a specific length of stay, the answer, 'For more than 5 years, but not forever,' was the most frequent. The main purpose for respondents moving abroad was to work, study, or combine the two.

The question 'Overall, how satisfied are you with your life nowadays?' received a mostly positive response. The average score (respondents replied to the questions on a scale of 0 to 10, where 0 is 'not at all' and 10 is 'completely') was 7.0 points and **almost 55% of the respondents declared satisfaction levels of 8 to 10.** Satisfaction levels were only marginally lower (6.6 points) in relation to the **household financial situation** of respondents. More than four out of ten said that their financial situation was at levels 8 to 10. Similarly, the feedback was positive concerning the issue of **satisfaction with housing.** The average score was 7.7 points and **more than two-thirds of respondents expressed levels of 8 to 10 points.** However, satisfaction levels were somewhat lower with respect to the respondents' personal relationships.

Questions concerning the **quality of life in Bratislava-Rača or Slovakia** elicited mostly positive responses with an average score of 7 points concerning attitudes towards the city's environment. An average score of 6.3 was achieved in relation to the statement that life in Bratislava-Rača had improved in the previous couple of years. The feedback was also reasonably positive regarding the 'direction of things' in Bratislava-Rača. Only 28% of respondents stated that things were **going in a bad direction** – the average score was 3.5 points. On the other hand, the question 'Would you say that things are **going in a good direction** in Slovakia?' generally garnered a neutral response. The average score was **5.2 points** and almost 26% of respondents declared lower satisfaction than neutral (5 points).

**The responses to selected problem areas** associated with **the presence of migrants in Slovakia were generally neutral**. The average scores of respondents in relation to these issues (in the form of statements where 1 means '*strongly agree*' and 10 means '*strongly disagree*') were:

- a) Immigrants take jobs away from natives in the country (average score 5.5)
- b) A country's cultural life is undermined by immigrants (average score 6.0)
- c) Immigrants make crime problems worse (average score 4.9)
- d) Immigrants are a strain on a country's welfare system (average score 5.0)
- e) In the future the proportion of immigrants will become a threat to society (average score 4.6)
- f) For the greater good of society it is better if immigrants maintain their distinct customs and traditions (average score 5.7)

In order to speed migrants' social integration, the administration needs to address the difficulties they experience in relation to such day-to-day tasks as obtaining health insurance, social security benefits, and the validation of certificates etc.

The results of the small-scale survey in Bratislava-Rača point to the **relatively low impact of foreigners on the local community thus far**. The number and proportion of persons born abroad is low. We also find that the 'inclination to emigrate' among young people in the district is relatively low. When a decision to emigrate *is* made, the subsequent stay abroad is typically short-term, and for the purposes of work and study. For youth in Rača, the need to maintain emotional ties in the form of relationships with family and friends can have a dampening effect both on ambitions to emigrate and – when they do live abroad – the desire to remain there for long. Healthy signs of social, economic and cultural development in the

city in combination with a relatively non-conflicting perception of foreigners can help to contribute to a positive perception of the city on the part of new and potential immigrants. Therefore, in view of the ongoing **expansion in the housing sector** and the **revival of migration flows**, there is an urgent need for an active approach that incorporates representative actors at all governmental, institutional and administrative levels with regards to the issue of youth migration in Bratislava-Rača.

## Recommendations

Knowledge of the methodology used in the collection of this information (and its sources) is a prerequisite for the **proper use of migration indicators** in the future.

In order to analyse migration at both the regional and local level, it is necessary to focus on all relevant areas related to the migration process and to **select appropriate, relevant, comprehensive and (available) indicators** accordingly.

A properly selected and methodically implemented **small-scale survey** serves as a good source of information on selected (and often regional or locally unobserved) areas of migration.

Although most respondents do not consider moving abroad, **it is necessary to identify the main factors contributing to the emigration that does occur** and possible future emigration.

As most potential **emigrants** consider moving abroad a temporary measure, typically for work and study, **municipalities need to be proactive** in attracting them back.

For migrants, the most frequent problems experienced after returning from abroad relate to **administrative barriers** – municipalities should **help return migrants** solve these problems. It is necessary to maintain and enhance the positive perception of life in the city for young people and migrants by means of appropriate action. It is equally important to create the conditions for the inclusion of foreigners and their smooth integration into the life of Bratislava-Rača.

## CHAPTER 3

### BETTER MANAGEMENT OF YOUTH MIGRATION THROUGH LOCAL POLICIES<sup>34</sup>

#### 3.1. Existing good practices and pilot activities for the better management of youth migration at the local level<sup>35</sup>

**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 them.** In view of this, a collection of good policy practices and actions linked to youth migration was prepared by members of the YOUMIG project<sup>36</sup>, 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 model<sup>37</sup> 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.

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

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<sup>34</sup>Chapter 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*.

<sup>35</sup> Authors of the subchapter: Nada STROPNIK and Nataša KUMP (Institute for Economic Research, Slovenia), Amna POTOČNIK and Borut JURISIČ (Maribor Development Agency)

<sup>36</sup>The YOUMIG Good Practice Collection is available at: <http://www.interreg-danube.eu/approved-projects/youmig/outputs> and in the Data Toolkit

<sup>37</sup>Cited 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.

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’<sup>38</sup>, the Cities of Migration website ‘Good Ideas from Successful Cities’<sup>39</sup> and the website of CARIM-East – Consortium for Applied Research on International Migration.<sup>40</sup> 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 **importance of local governments and local stakeholders supporting the social inclusion of migrants** with effective policy measures. In view of the project’s purpose and aims; YOUMIG's good practice collection focused on youth (aged 15-34), and local level stakeholders (local authorities, groups of citizens, associations, NGOs, etc.). Only those policy areas were targeted in which local authorities have grounds to implement changes and for which they are responsible. The beneficiaries of these practices could be immigrants, return migrants, emigrants, diasporas, sending or receiving communities etc.

In the YOUMIG framework, good practices were organised in relation to the major target groups (immigrants, emigrants, and returnees), and also 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 improve their chances of (re-)integration (e.g., in linguistic, social, educational and professional terms) and encourage their participation in all areas of the social, economic, cultural and political life of the local community. These services can be provided by means of information centres, professional advice, group and educational courses, individual support, etc.

In the area of **education**, there are good practices available that provide immigrants with the language skills necessary to become literate enough to participate in social and political life, to get a better job, be able to help their children with homework, deal with administrative

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<sup>38</sup> <https://ec.europa.eu/migrant-integration/home>

<sup>39</sup> <http://citiesofmigration.ca/good-ideas-in-integration/municipal/>

<sup>40</sup> <http://www.carim-east.eu/publications/research-reports/integration-and-reintegration-of-migrants/>



matters, etc. The employment of learning mentors in schools is a good practice that promotes educational achievement among migrant children.

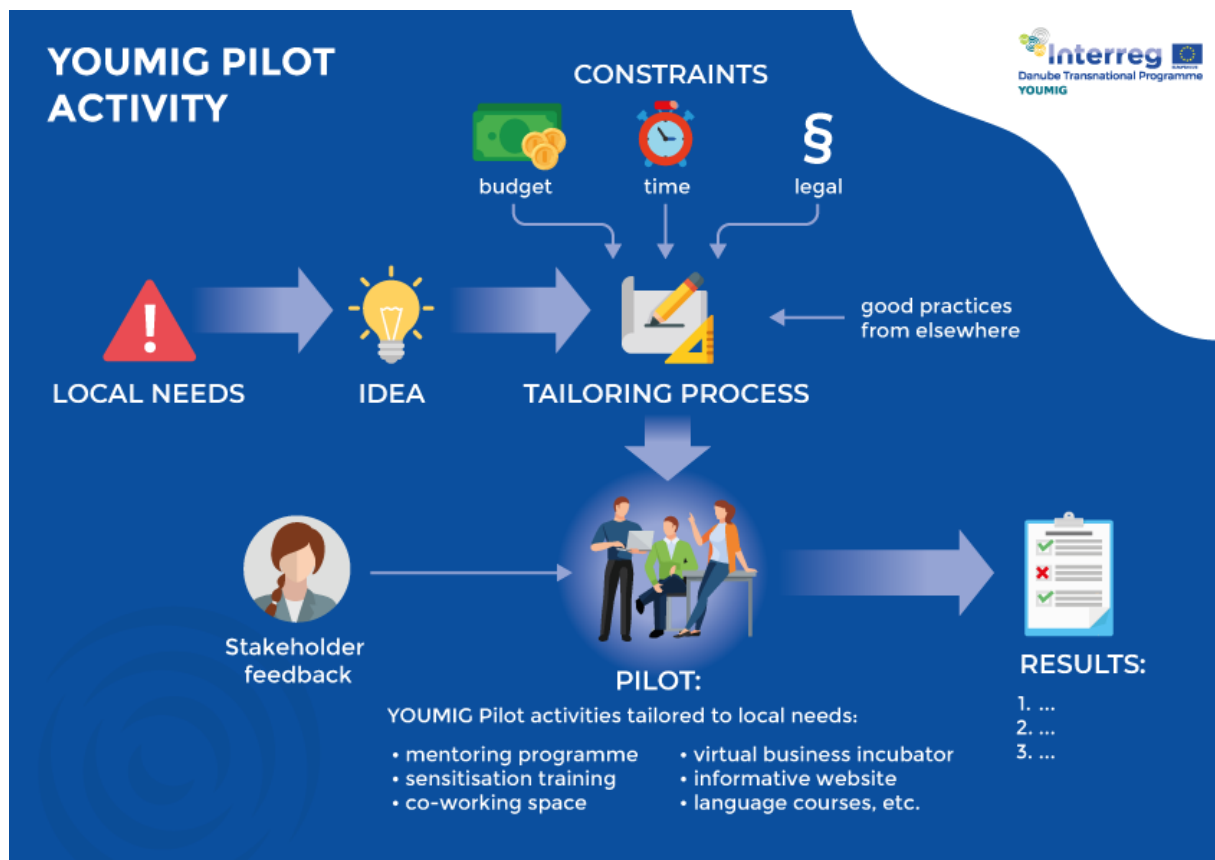
**Labour market inclusion** of immigrants is also of crucial importance. Good practices deal with guidance, support and training services for immigrants, improving their employment outcomes, challenging stereotypes, counselling immigrant entrepreneurs, setting up centres for the support of migrant initiatives (such as 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 the search for rental housing is an example of a good practice in the area of **housing**.

Good practices focused on **emigrants**, include 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 6. YOUMIG’s pilot actions to tackle 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)<sup>41</sup> 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 institutional mechanisms of local authorities to address youth migration and related phenomena.

Based on the challenges and needs revealed in the LSQA and the 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.

<sup>41</sup>Local Status Quo Analysis can be obtained at:<http://www.interreg-danube.eu/approved-projects/youmig/outputs>

Local partners discussed their plans with stakeholders, and implemented the pilot activities to address one or several challenges identified in the LSQA, based on a common methodology.

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

**Burgas** (Bulgaria): Creating a virtual business incubator that supports 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

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

**Maribor** (Slovenia): Re-arranging 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 considering returning to the city

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

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

### **3.2. Local challenges and possible solutions concerning youth migration: lessons learnt from the local pilot action<sup>42</sup>**

This subchapter reflects on the local challenges and administrative capacity gaps in connection with youth migration. We will describe the local pilot action, its main findings and recommendations so that other organisations can reproduce and implement the proposed solutions. We will also recommend certain policy actions to facilitate future good practices.

Among the **crucial challenges** related to youth migration, the following were identified:

- **The labour market** Increased demand in selected segments of the local labour market, training and adaptation for migrants' smooth transition into the local economy

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<sup>42</sup>Authors of the subchapter: Ján BUČEK, Slavomír ONDOŠ (City district of Bratislava-Rača)

- **Public services** Accessibility to key public services – namely education services provided by preschools (ages 3-6) and schools; also social functions in well-designed public spaces, the development of services for young families, widening the scope and quality of services, preparing a more ‘cosmopolitan’ mode of service in local government offices – friendlier and accessible in foreign languages
- **Schools and education** Support in learning the Slovak language; supporting the process of integration into the local community – tailored to individual needs
- **Community activities** Since these are well developed, especially for families with small children, special attention should be paid to youth regarding the creation of suitable opportunities that are responsive to adolescent sensibilities; this is critical at a stage when strong life-long interpersonal ties can be formed with the local community

Contemporary cities are becoming platforms where global value chains meet local meanings and identities, where practical policies are designed, tested and established. There are fields of action that exceed the capacities of both local self-government and other influential actors; housing development, the labour market, and health services serve as good examples, in this regard. However, for the purposes of our activity, it was more feasible to direct our attention to **local capacities in the field of public services**, in particular, education, community activities and assistance to foreign migrants. Those areas considered most suitable for the local pilot action were: ‘support in acquiring Slovak language skills’ and ‘improving communication with/assisting new foreign immigrants. Areas like these could be efficiently elaborated into a package of measures implemented within a reasonable period.

Western European and North American cities have a long tradition of immigrant integration, and the implementation of these programmes is sometimes more efficient than that of national-level ones. Central and Eastern European cities – without integration policies until now – have embarked on designing their own. The result is that **local governments** have had to become more self-reliant and self-confident in designing **immigration policies**, sometimes developing distinct approaches to the management of diversification. However, there is limited knowledge on the capacity of cities to implement such policies. Debates at different territorial levels often end with local issues gaining national relevance, or vice versa. The policies of local actors are often influenced by both broad and local conceptions of the real and imagined city. These ideas shape what constitutes ‘a policy issue’, and how it can or should be addressed. Clearly, sound and well-considered policy decisions play an important

role in a city's development. Immigration in Slovakia has become an issue of political discourse at both the national and regional level, within the context of Central Europe's ongoing socio-economic transition. The previous, almost exclusively out-going stream of economic emigration is being replaced by a qualitatively different one, as local economies improve, generating jobs and becoming more attractive to non-EU citizens. Bratislava – still a young national capital – is currently undergoing fundamental changes as it transforms into a competitive urban market, polarising the internal regional structure of Slovakia. At the same time, its international relevance as hub of increasing economic importance – much greater than in previous decades – is increasing. The familiar provincial structure of local society is being replaced by a new, unfamiliar one displaying typical Western European metropolitan patterns – wide differences in income and heterogeneous in terms of life-style and culture. In the light of such rapid development, a new model of citizenship is needed, but this time not at the expense of national identity (a Slovak national capital), or based on questionable ideology (socialism). Relatively quiet and unassuming, Bratislava-Rača stands on the periphery of these fundamental changes. With relatively affordable property and rental prices, the municipality faces challenges related to the internationalisation of its own community. Further, the city as a whole is undergoing rapid expansion due to ongoing housing development in what is to be its new commuter belt.

In terms of **good practices**, we were inspired by those aimed at **improving the local language skills of migrants** as a means of facilitating their access to the labour market and integration into schools and the local community. We also approved of practices providing courses for older migrants, free provision of teaching materials and special treatment of young migrants in secondary schools. Such practices sought to improve **children's integration into school**, local public services and educational outcomes. (There were other practices involved in the project e.g., those based on the study visits.)

In the context of our pilot project, good ideas are those that focus on **improving channels of communication with local immigrant communities and information provision** (e.g., local Migration Forums, contact persons/points for immigrants, training of officials dealing with immigrants, info-packs on integration, multilingual web pages, introducing immigrants to the community in local newspapers, work counselling on establishing

businesses, etc.). Also inspiring are those practices addressing local communities and immigrant integration as a means of **building bridges among citizens with different cultural backgrounds**. Capacity building in local immigrant communities and organisations as a means of addressing the needs of young people is also of crucial importance.

**Public institutions, such as schools and hospitals tend to reflect the national policies promoted by the dominant group.** Schools tend to reflect the values and knowledge of the dominant society. Institutional change is required to reflect the goals of cultural diversity and inclusion. **The movement towards multicultural education leads to changes in the school environment** with children from all walks of life represented in the classroom without stereotyping, and a fair and balanced view of their lives presented. Pressures associated with globalisation in the domains of language skills, work, and intercultural relations can exert a negative effect on the adjustment of the majority as well (e.g., lacking a second language can affect work performance). In addition, individuals may feel alienated if they perceive a lack of multiculturalism in their environment.

Among the **main reasons or arguments for selecting our pilot action** we found: a **real need** for such actions **identified during interviews**; **local administrative and financial capacities** (i.e., the possibility of external funding); their current inclusion (in general terms) in the main **programming and planning documents** of the local self-government; the potential for support among **representative bodies**, for instance, the local council (if needed); **experience with similar activities** (focusing on other groups of citizens); the fact that such initiatives had already been informally debated among stakeholders; a strong potential for the action to be sustainable in the longer term; the opportunity **to build partnerships** among additional actors (e.g., volunteers, NGOs) in the spheres of activity mentioned.

We introduced a unique **experimental drop-in language club that focused on Slovak language learning for parents and children**. Called the '**Parents Breakfast Club**', it was free to attend. Parents of children who were learning languages were to be invited. These meetings were to take place at the Rača Civic Centre and later on in a local school. The purpose in inviting parents was not only language learning related, but also to establish links with the local self-government, deepen community orientated relations, and better address their general needs.

**We made two attempts to establish the Breakfast club**, and designed posters that were distributed in schools. For the first event, we invited parents to the local civic centre, but nobody attended. After discussing this issue among involved stakeholders, we decided to change the time and place of the event. We invited parents to one of the local schools where it would be easy for parents to attend language classes after dropping off their children. However, in spite of our best efforts, only one mother turned up. In conclusion, **this part of our pilot was not successful**. Owing to poor attendance, the language club was not able to develop to the extent that we were able to take on board parents' suggestions in relation to Slovak language training. It should be mentioned that we had run language courses and/or extra assistance for children previously, with the partial support of other stakeholders (mainly the regional self-government) – in accordance with the multi-level governance approach. The aim here was to improve their Slovak language skills and overall performance levels at school. Despite the less than impressive results with regard to the Breakfast Club, **we were able to form a team of stakeholders interested in this issue**.

In fact, the team of stakeholders had been very interested in the language-learning pilot. We met during its implementation stage and oversaw the eventual adaptation of the original approach to the pilot. Each unsuccessful attempt was followed by **meetings in which potential changes were discussed that** might lead to improved results. **Vietnamese parents** in particular are very busy with their private businesses, and strongly focused on work. They are also private people who prefer to deal with issues related to family and education within their own community. Despite expressing interest in improving their Slovak, this was not so easy to achieve. Another factor that worked against our pilot is that **foreigners with 'Slavic' origins are able to improve their language skills in their workplace** and in the context of everyday communication. Ultimately, our pilot transfer was unsuccessful since when it came to its implementation, we found that many barriers still existed. Nevertheless, in terms of the pilot's setting up (if not its delivery), it was a good learning experience. It is also apparent that **parents can succeed** (to a certain degree) in their work and **business without Slovak**, although this can seriously limit their possibilities (e.g., in contexts where the mother language is absent).

There is a lack of desire to integrate into the local community on the part of foreign-background parents, partly due to the language barrier, and possibly owing to a preference to live within their own communities with the familiarity this brings. In the final analysis, our pilot activity did not live up to our expectations, and the take away message is that **there is a need to build goal-orientated contact and communication links with local foreign communities** that are more informal in nature – and less overreaching in ambition. We need to stay alert and identify potential **leaders and active members** among communities of foreigners and engage collaboratively with them in an effort to establish long-term and trustworthy relationships. We have to establish better community ties in less demanding areas such as **cuisine, festivals and popular culture**. Moreover, we need to build more bridges between the local council, citizens, foreigners and citizens with a foreign background. Ultimately, it is all about building trust and longer-term positive experiences.

Nevertheless, this kind of local policy directed at foreigners in Bratislava-Rača will no doubt benefit next time around from our setting of more realistic goals (due to the experience gained from the pilot). Bratislava-Rača is presently one of the more affordable city districts; consequently, it is likely to face challenges linked to the increasing and potentially significant internationalisation of its community in the near future. The district is growing fast, thanks to ongoing residential development at the edge of what is, after all, a relatively new capital city – at the border where the suburbs and intense daily commuting meet. It is also expected that Rača's location on the main transport corridor will lead to the development of a secondary cluster of business services, creating jobs typically filled by immigrants.

## Recommendations

It is important to continue investing time and energy in order to **create new spaces for meetings**, and to develop simple community **networks based on volunteering**. Further, using the ideas and inspiration of the citizens themselves (e.g., in terms of sports events, popular festivals, church communities, etc.) and **searching for active members of immigrant communities** who can help to bridge gaps in trust – is essential.

**It is necessary to have realistic expectations in relation to instantly up-scaled events** – the number of participants will be very low, and potentially remain low until changes – both structural and facilitated by improved community networking – occur.



Owing to the similarity between the situation of immigrant communities and that of marginalised Roma in towns and cities across Slovakia, **the self-government's efforts working on active community building linked to in-school Slovak language learning for children should be adapted and transferred.**

### 3.3. One-stop-shop approach to managing youth migration<sup>43</sup>

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**, conceived as a **hub providing information on all local services linked to youth migration** (e.g., the integration of immigrants, keeping in contact with emigrants, re-inserting returning 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.<sup>44</sup>

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**

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<sup>44</sup>[http://citiesofmigration.ca/good\\_idea/one-stop-shop-mainstreaming-integration/](http://citiesofmigration.ca/good_idea/one-stop-shop-mainstreaming-integration/)

and local institutions in providing migration services (including those for youth groups), in a strengthened cooperation. The one-stop-shop approach, especially in relation to the platform for stakeholder involvement, helped to facilitate accessibility to the public administration offices, and to 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, in addition to administrative duties to be undertaken in the city.

**Figure 7. YOUMIG's One-stop-shop approach to customer service 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, 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 was based on a 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 (a place-based approach). The **target group was very heterogeneous** having: differing age groups between 15-34 years; 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, is the most important group in the integration process. Some examples of relevant issues for **local stakeholders** in relation to migrants are:

- a local company that would employ foreign workers, but is 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, not realizing 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: the experience of Rača<sup>45</sup>**

This subchapter collects important experiences that local partners encountered in creating and operating a one-stop-shop (OSS) unit for youth migration. OSS related issues will be linked with some recommendations for policy actions in the future.

The background to the creation of the newly-established OSS was based on a need to continuously monitor and re-evaluate the situation in Bratislava-Rača in the event of unpredicted circumstances in the area of international migration occurring. Relevant indicators in the Bratislava area (e.g., labour market position, housing market position) may be subject to rapid change in the short term, so OSS continuously monitors labour market agencies and the property market by observing the data of property agencies active in the Bratislava area, and in the event of ‘urgent’ situations arising, provides assistance to the local government. The district of Bratislava-Rača is currently experiencing the tail end of the municipal election cycle; in the advent of local government elections and new management, certain powers, procedures, and official employees may change, therefore, we ensure that established services run smoothly in the new election cycle.

There were more stakeholders included among those affected by the pilot action in Bratislava-Rača, which constituted an evolutionary aspect of the service based on the specific experience and feedback provided by the clients. We continued to monitor and evaluate whether and how our OSS plan met stakeholder’s needs and interests. Among other changes, a major one was the recent re-location of the Foreign Police Department in Bratislava to that of a neighbouring area – Bratislava-Vajnory – on the premises of a former military base. Most clients nowadays travel to reach their offices by public transport transferring from city centre connecting lines in Bratislava-Rača, and we provide close assistance and support. An orientation system was discussed, including the possibility of physical information banners, and virtual assistance online.

The following table identifies the legal competencies of the City District of Bratislava-Rača, in relation to the administrative issues identified as relevant to a young migrant.

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<sup>45</sup>Authors of the subchapter: Ján BUČEK, Slavomír ONDOŠ (City district of Bratislava-Rača)

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

Main categories	Concrete administrative issues	Municipality competencies (please specify the department)	Central government competencies (please specify the institution)
Official personal documents	Obtaining or renewing an ID card, residence permit, registration certificate		State – District Directorate of Police – Dept. of identity cards, driving licences and travel documents, Aliens Police/Foreign Police Department (residence permit)
	Obtaining or renewing a driving license		State – District Directorate of Police – Dept. of identity cards, driving licences and travel documents
	Registration of change of residence	Municipal – Registry Office (Matrika)	
	Registration of change of marital status	Municipal – Registry Office (Matrika)	
	Registration of the birth of a child	Municipal – Registry Office (Matrika)	
Work	Registration of property or vehicle purchase		State – District Office – Cadastral department, District Directorate of Police – Dept. of vehicle registration
	Receiving a work permit		State – Office of Labour, Social Affairs and Family,
	Founding a business		State – District Office – Trade Licensing Office
Taxes	Receiving support in finding a job		State – Office of Labour, Social Affairs and Family
	Obtaining a tax identification number		State – Financial Administration of the Slovak Republic – Tax Office
	Paying income taxes, receiving a tax refund		State – Financial Administration of the Slovak Republic – Tax Office
Healthcare and social transfers	Paying local taxes (please specify what taxes)	Municipal – real estate tax – but Bratislava City Magistracy – Department of local taxes, fees, and licences	
	Obtaining health insurance (or access to public healthcare services)		Health insurance companies
	Receiving financial social assistance (of any kind)	Municipal – occasional, support in urgent cases, not obligatory - Social affairs department	State – Office of Labour, Social Affairs and Family – main provider of assistance
Education	Enrolment to preschools (ages 3-6)	Municipal – school office/schools	
	Enrolment to primary schools	Municipal – school office/schools	
	Enrolment to secondary schools		Regional self-government – Dept. of education, youth and sport/ schools

Enrolment to vocational training	Regional self-government – Dept. of education, youth and sport/schools
Enrolment to university	Universities
Nostrification (recognition of an education certificate issued in another country)	Ministry of Education – Centre for the recognition of diplomas; in the case of a medical education – Ministry of Health;
Language learning (subsidised)	Municipal – two foreign languages are obligatory – included when attending primary and secondary school

Sufficient project resources were re-evaluated as needed, and the timing and preconditions for each of these particular actions was defined. If needed, immediate reaction to the project budget was delivered. Investment in human resources was an important issue enabling the assessment of skills necessary for the operation of a professional OSS, in particular, in relation to language and inter-cultural dialogue capacity. Key stakeholders were informed of the project and the local government took every opportunity to announce the pilot to the public by means of leaflets left at summer fares, cultural festivals and food events – in other words, the places migrants and their friends typically frequent. Communication of the project plan in local media and social networks continued according to immediate needs.

Communication channels between the core team (offering website and personal support) and potential OSS clients were operating at about 50% of optimum capacity. Improvements were made by introducing the use of online forms, monitoring visitors to the OSS, as well as ensuring the specific needs of clients were met.

The existing OSS in Bratislava-Rača is primarily a physical space, easily accessible and located in the same building as the municipality offices. It is well known for providing government services of various kinds for the public. Here, citizens can obtain information on administrative issues connected with migration, in addition to a wide variety of information in relation to support available from the local government and informal community networks. The OSS in Rača also provides a webpage, linked to the central government's, providing useful information and links to related agencies and service providers in the English language. On the site, migrants can find topics relevant to their needs, organised in groups such as Housing, Migration, Education, etc., making navigation as straightforward as possible. Plans to link the webpage to similar projects assisting migrants across the city are also afoot.

The connection between the physical and virtual OSS is facilitated by a direct telephone link and e-mail address that allow the official of first contact to be reached. Opening hours are

also available along with directions to the office in the event of a more detailed explanation being required.

**Main services include:**

- Providing details on the Slovak health insurance system
- Consulting options available and civic obligations relevant to foreigners
- Giving basic orientation on the rules related to the entry and stay of foreign nationals in Slovakia, according to the current national and international regulations
- General information on rental practices in Slovakia
- Providing a list of foreign language speaking property agents, in addition to information useful for clients who prefer to search independently
- Basic information concerning legal practices in Slovakia
- Providing a list of foreign language speaking notaries and certified translators
- Orientation on public health services available in the district and city vs. private services
- Recommendations for foreign-language speaking doctors
- Help in finding a GP or medical specialist
- Providing information on costs related to services
- Providing details on the Slovak labour market
- Job counselling concerning the selection of a future profession
- Help in understanding labour market terms and the recommendation of professional courses and trainings
- Information on starting employment

OSS services are available on the municipality's official website, and leaflets are available at all major events - or wherever interested foreign-background migrants can be found. OSS is also promoting its services on social networks, namely the Facebook page of the city district of Rača, in local newspapers distributed to households and businesses. Information about existing services is also disseminated through the networks of related agencies and service providers contacted in the process of service development. However, OSS needs to boost its marketing efforts to ensure information reaches those in need of assistance and those with limited trust in public authorities, which in terms of the current political discourse in Europe may not be surprising.

Our internal reporting tool has recorded just a few website visitors since the site's creation, corresponding to two to three visits per month. Visitors are from Vietnam, Serbia, Ukraine, Tunisia and Ireland. This corresponds well with the data available on our local situation screening at the beginning of the project.

Despite the pilot's (generally) successful implementation some problems have been identified by reporting officials, in relation to our system of recording requests by e-mail and/or telephone, some of which were not recorded properly over the testing period. The further promotion of OSS will likely increase the quantity of users and consequently increase the amount of available information.

Visitors were looking for:

- information on marriage administration,
- information on children's rights and policies for children,
- legal aid and advice,
- information on migrant employment,
- services related to owning a home,
- information related to building or altering a house.

Interviews with the officials provide further insights into the kind of services sought by visitors. Persons search for specific assistance on matters concerning residency in Bratislava-Rača – both for newly arrived foreigners and non-nationals who already have their permanent residence established. One request was focused on the availability of financial contributions with respect to the birth of a child. Other requests relate to business opportunities in Bratislava-Rača, indicating a demand for information related to opening local businesses. Marriage plans in Slovakia were also the subject of one discussion at OSS. Some requests arrive from Slovak citizens living abroad who are considering return migration and settling in Bratislava-Rača. For the most part, these relate to the possibility of social assistance for visitors' (senior) relatives.

OSS has contributed to better integration in Bratislava-Rača in several ways: by means of providing direct and timely support to migrants seeking to obtain assistance in family-related issues (e.g., marriage, the birth of a child); increasing migrant employment by providing assistance in relation to requests on the availability of local business opportunities; assisting in future immigration related to information requests from senior relatives and citizens of Bratislava-Rača.

OSS officials have detected a major problem that limits the proper functioning of this service: foreigners in general are reserved when it comes to asking for help and dealing with the authorities and their little expectation of high-quality assistance. In addition, they are



sometimes confused about what services are on offer, which may be related to language issues – in Bratislava the language barrier for foreigners can be high. Citizens sometimes visit the office with a companion who assists them in the Slovak language rather than the customer's mother tongue, which in view of the complexity of administrative language is not necessarily the ideal channel of communication. Often, OSS staff evaluate such requests as being too complex to deal with, and file reports accordingly. With these issues in mind, we will redesign the system in the next few months.

## Recommendations

Continue to **focus and simplify the direct contact between new community members and the government**, internalise as much communication and processing as possible between various agencies, officers, and municipal utilities, and automatize data processing wherever possible without unnecessary inputs from the clients. **Provide up to date and easy to understand information on specific everyday life situations**, in which assistance from the government is needed.

Avoid placing too much stress on the quantified performance indicators. It is imperative that OSS remains open and available for customers despite the potential for a relatively low level of interest in the service for the next few years. **Once a critical demand scale is reached, the experience of running and updating the processes will be fully valued** – and contribute to resource management in a clear, quantifiable way.

**Transfer the experience to various public institutions that use complex services** – those that seek an easy-to-use yet sophisticated service, available, for example, to senior citizens leaving the labour market as pensioners, who may need assistance in negotiating the administrative steps required when communicating with multiple agencies and institutions.

## CHAPTER 4

### BETTER COOPERATION BETWEEN POLICY ACTORS<sup>46</sup>

#### 4.1. Transnational cooperation schemes between municipalities<sup>47</sup>

Youth migration is a transnational phenomenon by nature: every migrant leaves a local context and arrives in a different 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 **attesting 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 migrants leave and arrive in
- To begin cooperation in relevant fields (e.g. social services, education, labour market)
- To investigate and test win-win solutions

Another practical objective in terms of fostering cooperation between municipalities is 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 a local level, this knowledge is 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**, where young migrants arrive/leave. The option of visiting twin cities or cities in which special ties exist was also available.

**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 to improve local services based on the evaluation report.

A common methodology for the preparation and carrying out of the study visits was prepared in both cases. Its main purpose was to equip local partners with a practical tool for the

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<sup>46</sup>Chapter 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*.

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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 itself. During the visits, **local partners discussed migration-related topics** which showed potential for improvement. These were summarised in the infield experience reports that were used to formulate recommendations for YOUMIG's pilot activities, One-stop-shops and other local activities engaged in improving local services in the area of youth migration and 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 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 to the discussion of several **local governance issues related to youth migration**, such as:

- Local strategies for collecting useful data on migrant groups arriving in or leaving the municipalities, and data sources for local access and use (registers of local/national authorities or institutions, local or national surveys, research)
- Recommendations for the most useful data sources used for migration- and youth-related policymaking
- Migration-related data in policy decision-making and their importance for better management of these processes
- The identification of governance weaknesses, and how these should be addressed
- New practices or projects connected with the management of migration impact, implemented in recent years, and their results
- Innovative migration management measures for further implementation
- 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 main trends and issues related to youth migration, migrants' future plans and motivations etc.)
- Recommendations for improving the process of managing the impacts of migration, or the registration process

- Recommendations for cooperation opportunities with a local authority or migration office from a sending/receiving country

#### **4.2. Improving transnational cooperation schemes: the experiences of Rača<sup>48</sup>**

This subchapter will collect the main findings on how to improve transnational cooperation schemes between local governments. Migrant-sending and migrant-receiving cities need to synchronise their perceptions, strategies and policy actions, build twinning partnerships between cities, and use open opportunities within the EU-funded projects in the future. We will suggest future means of performing these actions.

Two direct contacts between Bratislava-Rača and foreign partners have been experienced – with Brno, in the Czech Republic, and Szeged in Hungary. The most noteworthy good policy practice is represented by the Centre for Integration of Foreigners, which is the regional institutional entity designed to serve immigrants in Brno. The centre is run by the administrative unit, Jihomoravský kraj, and provides a range of services including free Czech language courses including low-threshold courses without registration, social counselling services (job counselling, counselling on financial issues, etc.), services for employers who plan to hire or already employ foreigners, etc. Moreover, the centre organises other projects in which migrants can participate, for instance, art competitions in which migrant artists can cooperate with the local gallery. The Municipality of Bratislava-Rača can learn from these practices in Brno in several ways.

For example, they could consider implementing low-threshold language courses. ‘Low-threshold’, meaning that foreigners could attend courses without registering or that courses could be organised in the community or family centre where the target group feels at home (e.g., on school premises or in municipal offices). Further, the city district of Bratislava-Rača could communicate with migrants on the subject of available language courses and other activities through unofficial communication channels such as Facebook community pages where information is more likely to reach the target group.

Both the Centre for Integration of Foreigners and the Brno Expat Centre provide one-stop-shop services. Its website contains information for immigrants on relevant contacts, obligations, needs and important services for immigrants. The Brno Expat Centre’s website provides an essential service in that it serves as a first guide or a kind of introduction to living in Brno. On this website, users can find information organised in a very structured way. Specifically, the information in the category ‘Living in Brno’ is divided into subcategories.

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These subcategories are further divided into smaller pieces of information, which allows a user to find specific information concerning, for example, police registration, acquiring a residency card, job hunting, medical services, schooling and accommodation. In this respect, the subcategories cover a wide range of different life situations and needs. The website of the Centre of the Integration of Foreigners is instead orientated towards services it provides itself; mainly Czech language courses, further education, and job counselling, among others. It also provides information for employers hiring or with intentions to hire foreigners. Besides information crucial for everyday life, both websites supply information about cultural or sports events in the city.

Employees of both organisations provide individual services personally, via phone or email. In terms of language provision, the Brno Expat Centre provides its services in English – since its main target group is high-qualified immigrants. This means that the provision of information on the website and counselling services are in English. In contrast, the website of the Centre for Integration of Foreigners provides information in Czech, English, Russian and Vietnamese. Such a range of languages reflects the structure of immigrants in the region – bearing in mind that Slovak immigrants understand Czech, and Ukrainian ones are often proficient in Russian. In terms of personal counselling, provision is in Czech; however, counselling in Ukrainian is also on the cards.

Bratislava-Rača can take inspiration from the One-stop-shop activities in Brno in four ways: 1) the character of the information: website information should cover different immigrant obligations (police registration, getting different permits), life events (birth of a child, job hunting), other important services (medical and educational services) and leisure time and social activities (cultural events, contact with expat communities, local sports facilities). The more information provided, the smaller the likelihood that a customer will need further assistance. Thus, the first person of contact in the municipal office will not be overburdened and will be able to assist with the most complicated problems their customer encounters or may even have time to accompany them on occasion; 2) a structured way of disseminating information: not only the character of the information but the way it is presented, matters. The information should be easy to find (e.g., the municipality's website should be able to easily re-direct foreigners to the page) and the main categories and subcategories should be arranged in a logical and coherent way so that users are directed to information quickly and easily; 3) information should be provided in languages reflecting the country of origin of the local immigrants: besides English, the most prominent languages such as Vietnamese or Ukrainian should be provided (i.e., those representing the largest migrant communities). It is not necessary for the information to be translated into very many

languages since this might complicate the updating process; (4) information should be regularly up-dated: for example, contacts on the most important institutions could be checked on a regular basis so that the most recent information is available and customers do not encounter difficulties in contacting institutions.

Many foreigners live in Szeged. Besides immigrants from the neighbouring states of Serbia and Romania, there are a significant number of foreign students – although they mostly return to their home countries. Due to the expected loss of population (negative natural change), foreign migration can play an important role in Szeged’s population development. Moreover, the out-migration of young people cannot be overlooked, in view of its stagnation or even decrease in population size in recent years. The city also has ambitions to be attractive in terms of internal migration within Hungary – ambitions that in some ways mirror Bratislava’s in the last decade. Owing to Szeged’s border location and university tradition, a long-term multicultural co-existence has prevailed, and no negative attitudes towards foreigners or migrants have been observed recently. (In some ways, Szeged and Bratislava are similar: Szeged is also a border city, intent on building its economy through the creation of high paying jobs in technology companies, many in the field of R&D with significant ties to higher education institutions). Nevertheless, a kind of separation between the locals and foreigners exists. For example, foreigners who do not speak Hungarian have difficulties finding work and there are not enough opportunities to satisfy the various needs of migrants in Szeged. In Slovakia, language incompatibility is also an issue for foreigners. Life outside the all-inclusive environment of multinational companies can be demanding, and finding employment in a service sector job, without knowledge of the Slovak language, is practically impossible. The Slovak language is expected and demanded at all work levels in both the private and especially the public sector.

In Bratislava, as in Szeged, there is a need for a greater degree of precision in the treatment of migration from the point of view of data gathering and subsequent analysis since this can contribute to the formulation of improved migration policies. In the Hungarian example, and on the basis of the documentation concerning the local pilot and OSS, it would be prudent to consider the following issues and questions: the relationship between the local government powers and the activities included in the local pilot and OSS; the relationship with other public administration institutions (covering the fields of administration relevant to foreigners); the selection procedure concerning the participants in the local pilot’s implementation; training, and the availability of organisations providing such training; training effects and the satisfaction levels among participants; the assessment of feedback availability; the possibility of monitoring an action after its long term application; the possibility of

repeating such a training; the functionality of one-stop-shops as physical office spaces; the availability of information for foreigners in foreign languages including that of language provision by means of a web page for foreigners, including an option to select different languages; clearly identified issues that should be addressed; a compact and efficient framework for implementation; the availability of an experienced external contractor; time-efficiency from planning to implementation, including the pilot's quick implementation in work-related practices; and the need for feedback/monitoring among participants.

In the event of additional funding, we recommend expanding this training to other groups of staff or with other lines of public administration (primarily in terms of cooperation) including the non-governmental sector (NGOs). Our experience in Slovakia is that many projects that are underdeveloped or not developed at all in the state sector are generated bottom-up and market tested, foremost in the non-government sector. Typically, they remain unrealised, until circumstances (e.g., shifts in public opinion, the views of influential actors, political expediency) propel them into action. We also recommend contacting participants after longer periods to receive feedback, share and evaluate their comments in view of their practical involvement in everyday aspects of implementation. This local pilot can be framed as a relevant response to local needs and is directly linked to the outcomes of the local analysis. It reflects the key role that local government staff and preschool teachers have in their contact with migrants, in addition to their role in assisting young migrants (e.g., in terms of developing 'networks of social value' and promoting positive family values). They are 'frontline workers' in their attempts to integrate immigrants into local life. Outside the family as within it, children require immediate attention and care, typically in an institutionalised setting. The compulsory nature of school life, with its direct link to the family (and family schedule), makes it a perfect point of contact for the wider community.

The Szeged local pilot was planned and implemented in a highly coherent way; it was realistic in its scope and ambition, adopting appropriate measures to deliver key ideas and practices. Target groups were asked to participate without difficulty – and were self-motivated to do so. This point is important to stress in relation to Bratislava-Rača's local pilot: its goals were overly ambitious and dependent on what turned out to be very low levels of volunteering, despite best intentions.

Appropriate inputs were used to achieve planned results in Szeged. We believe that the inputs used were reasonable ones, in keeping with available resources that were used effectively. The objectives of the local pilot were achieved, and this is proved in terms of the number of participants involved and the certificates they earned on completing the project. It is our hope that trained staff will remain employed by the local government in Szeged.

During our preschool visit, we observed a sensitive approach to teaching, and positive outcomes. Teachers cooperated with parents in their inclusion of children from migrant families and made a concerted effort to help improve the communication skills of these children in the Hungarian language. Multicultural and sensitisation training was undertaken by those directly in contact with migrants. In Bratislava-Rača, a similar means of direct involvement could be achieved, possibly by creating a channel of cooperation between local preschools and non-governmental agencies that are already active in the field of assisting local immigrant groups.

## **Recommendations**

Cover a range of immigrant obligations, life events and other important services. The more information provided, the smaller the likelihood that a client will need further assistance. Thus, the first person of contact in the municipal office will not be overburdened and will be able to assist with the most complicated problems their clients encounter or may even have time to accompany them on occasion.

A structured way of disseminating information is needed: not only the character of the information but the way it is presented matters. The information should be easy to find and arranged in a logical and transparent way so that users are directed to the information quickly and easily.

**Information should be provided in languages reflecting the country of origin of the local immigrants:** besides English, the most prominent languages – presently Vietnamese and Ukrainian should be provided. In this sense, the most relevant cities for Bratislava-Rača are those whose migrants maintain the closest ties with their home communities – currently, those communities are in Ukraine, Serbia and Vietnam, but this may change in future.



### 4.3. Multi-level governance cooperation schemes and policy recommendations<sup>49</sup>

**Multi-level governance (MLG)**, as defined by the European Union's Committee of the Regions<sup>50</sup>, 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

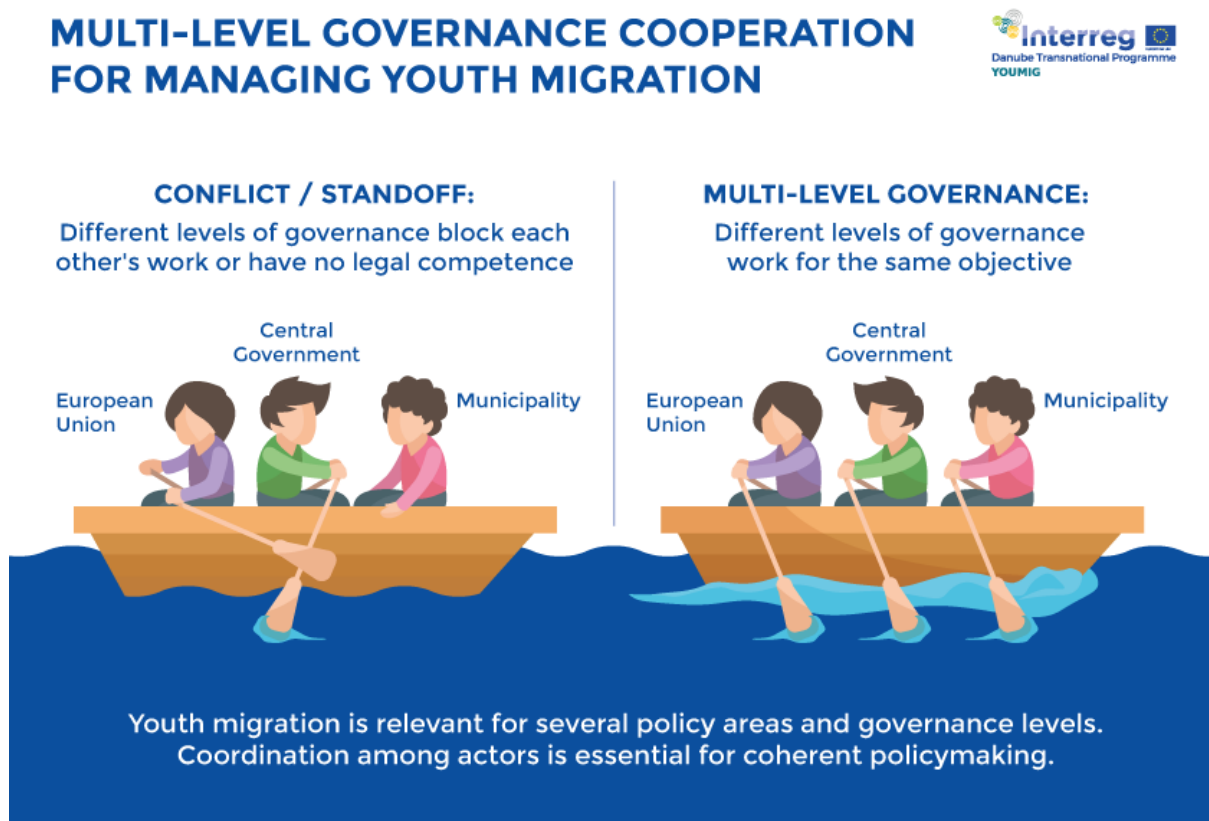
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<sup>49</sup> Author of the subchapter: Jelena PREDOJEVIĆ-DESPIĆ (Institute of Social Sciences, Serbia)

<sup>50</sup>In 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.

manage youth migration in terms of its causes, processes and impacts, leading to improved MLG cooperation.

**Figure 8. 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 resulting in improvements in the institutional framework that in turn facilitate the management of youth migration at different levels of government. Improvements in transnational cooperation through bilateral or multilateral cooperation 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 these 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 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, in which 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 improvements in 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. National level policy recommendations and their relevance to Rača<sup>51</sup>**

There are several significant **challenges in terms of future population and migration development in the Slovak Republic**. The specificities of population development also shape the policy recommendations that foster cooperation between statistical offices, academic institutions and local governments linked to measuring and managing youth migration. These recommendations point to **potential cooperation between national administrative bodies, statistical offices, research institutions and local municipalities** to better measure, evaluate and manage youth migration in terms of its causes, patterns and impacts, thus resulting in improved multi-level governance cooperation. In the case of Slovakia, three indicators and two policies for MLG schemes were identified.

The first indicator selected is the **Workforce in elderly care**. The aging population represents one of the biggest societal challenges at the national and local level. It is predicted that the rate of ageing in Slovakia will be among the highest rates in Europe. To mitigate the social impacts of an aging population a **comprehensive and long-term stable system of measures will be needed**. During its design and implementation, multi-level governance cooperation will be necessary. The main problems concern the lack of places in care homes for the elderly, the lack of qualified personnel, and poorly developed home care services. Data for the smallest administrative units are available in the population census. Since the census takes place every ten years, there are limitations with respect to the frequency. The Statistical Office of the Slovak Republic and the Social Insurance Agency of the Slovak Republic are the two main institutions involved in the process of multi-level governance related to the indicator

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‘Workforce in elderly care’ and responsible for the collection, processing and dissemination of specific data.

The second indicator is **Unmet demand by young people (locals and immigrants) for social housing**. Within the framework of Slovak legislation, social housing is defined as that acquired by means of public funds intended as adequate and dignified housing for people who cannot ensure housing by means of their own efforts and complying with the conditions in accordance with the law. An important indicator to assess the **quality of social housing** is ‘Unmet demand by young people (locals and Immigrants) for social housing’. Access to the mentioned indicator is limited. Data for the smallest administrative units (local level) are available and can be obtained from the internal databases of the Department of Social Services (in individual municipalities). The indicator at national and regional level (NUTS1 - LAU1) is unavailable.

The Statistical Office of the Slovak Republic (SO SR), and the Association of Towns and Municipalities of the Slovak Republic (ATM SR) are the main institutions involved in the process of multi-level governance related to the indicator ‘Unmet demand by young people for social housing’. SO SR collects and provides the data on the number of municipal rental flats from the population census, but does not possess the data on the quantity of social housing allocated to applicants for social housing. ATM SR collects and provides data for all municipalities in the SR.

The last indicator is **Student outbound mobility**. There is a great need for this indicator given the relatively **high numbers of Slovak students studying abroad** (especially in the Czech Republic). The dynamics of change in education and the need for more up-to-date data make it evident that knowledge on this indicator every ten years seems inadequate. The need to build an MLG scheme is based on the **lack of relevant data** and the limited possibility of obtaining information about the number of Slovaks studying abroad.

According to the MLG scheme, The Ministry of Education, Science, Research and Sport of the Slovak Republic will provide the data on students in Slovakia and will require the same data on Slovakian students living abroad relative to their most popular countries of tertiary education. Data will be presented to the Statistical Office SR, which calculates and publishes the indicator at national, regional and local levels.

Two MLG activities are available in the case of Slovakia. The first is **Communicating OSS services to citizens and institutions**. The Bratislava-Rača case has shown that promotion of new OSS operations and services is essential to their success; without proper publicity, many foreigners and local citizens integrating into the community will remain effectively ignorant of the OSS after its launch, thereby undermining its effectiveness in attracting and maintaining municipality investment. OSS launch included OSS and local government-instigated **media**

**coverage** (social media, newspapers, and leaflets), underlining the importance of these channels of communication. However, in general terms, media impact may be limited by the size and saturation of the local service market and by the transitory nature of news.

The second activity is the **Facilitation and development of future human resources**. The investment of municipal resources (including human resources) in OSS is very limited and this will remain so since each branch of a local government or agency maintains its own funding. From an overall, long-term perspective, local government services will improve their cost efficiency because of their **enhanced ability to provide clear and definitive responses to OSS users with the benefit of the assistance of mediators**. From the perspective of municipal human resources, it is clear that cost-saving and efficiency are connected to having a truly functional OSS in the area.

In addition to the above-mentioned indicators and activities, other **general comments** related to the stakeholders and decision makers need to be stated. First, there is still a **lack of information in terms of data on migration**. The stream of migration data among the official public authorities is often defective and inaccurate. There is no systematic and purposive transfer among institutions from different regions and hierarchical levels. A new **comprehensive info-data-system orientated towards migration needs to be built**. The existing sub-databases should be used to design the data-system and the local **Data Toolkits** can constitute another component of the data system. The second major problem lies in the non-existence of official migration policies at different levels. This means that national goals are not systematically bound to those at the regional and local levels and there are no goals in many cases at all. There is a need for wider public debate on this issue with presence of local and regional governors.

#### **Recommendations**

To **improve the databases**, we recommend **collecting data** on Rača (and towns), especially in relation to three sub-groups of data: **data on the workforce in social care, data on social housing, and data on student outbound mobility**.

**A new comprehensive info-data-system orientated towards migration needs to be built**. The existing sub-databases should be used to design the data system and the local Data Toolkits can be one component of the data system.

**Official migration policies** at different levels in Slovakia either do not exist or they are inter-linked. First, we recommend fostering a public discussion with contributions from local and regional governors; thereafter **creating a set of possible approaches and measures (a migration 'guide')**.

## ANNEX

### Technical guidelines for using the Data Toolkit<sup>52</sup>

**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:**

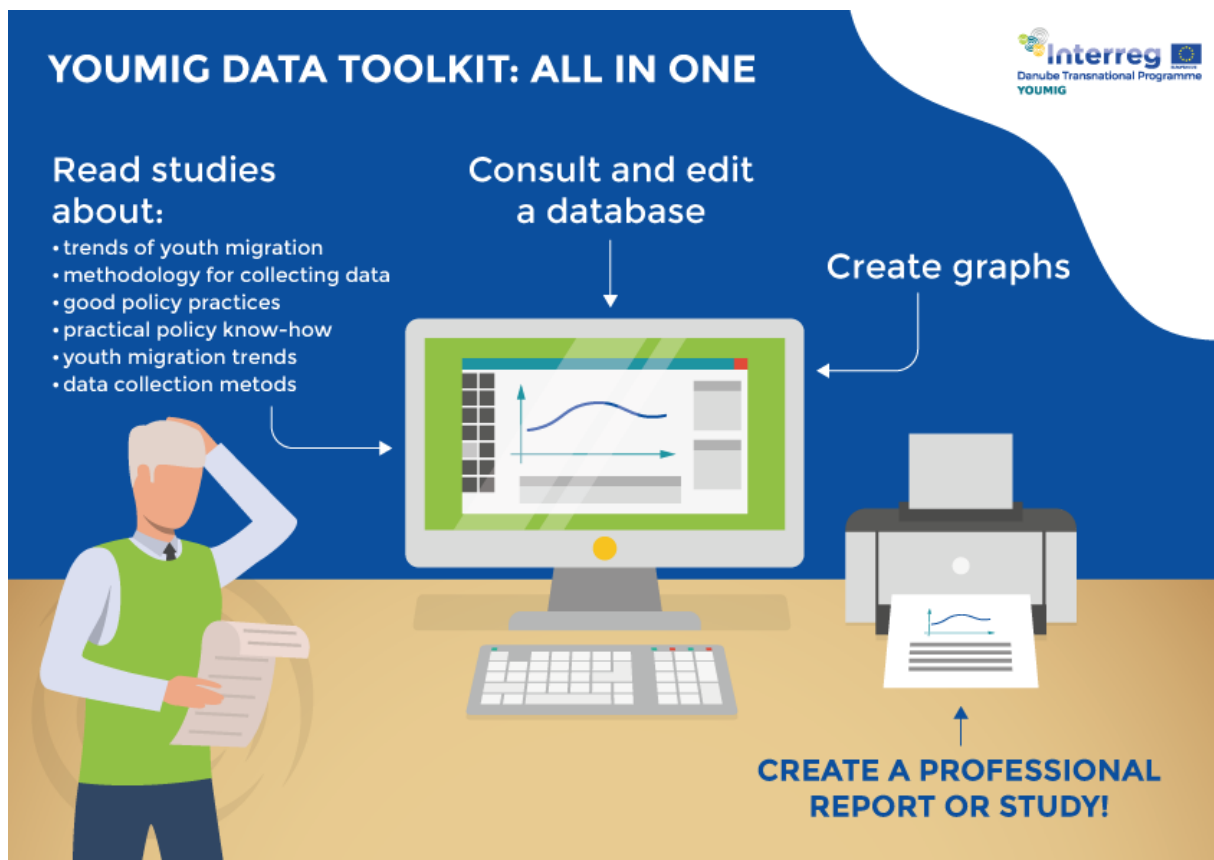
- Local municipalities' representatives should be able to trace local social processes on themselves, on a clear and easy to use platform
- A high quality, comprehensive and strategically useful dataset on (youth) migration, and its social and economic context should be provided
- The data should be 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 benchmark 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

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Figure 9. YOUMIG's 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 of 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 demographic in 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** oriented 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 main focus of this analysis is on local processes of emigration, immigration and return migration. This detailed case study used 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 social-economic interdependencies. Data collection and data analysis were based on jointly used concepts, a uniform methodology and conventional processing and utilisation of data.