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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

KANJIŽA, SERBIA

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INTRODUCTION¹

The present document is a Local strategy for KANJIŽA, SERBIA 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 Kanjiža 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 Kanjiža.

Chapter 2 presents the project's statistical achievements. Based on data available at statistical or administrative institutions and a local survey conducted in Kanjiža, 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 for carrying out evidence-based planning in policy areas that are affected by the immigration, emigration or return migration of young people.

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

Chapter 3 presents the project's achievements 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, Kanjiža 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 Serbia's national authorities are summarized 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 at YOUMIG's website: <http://www.interreg-danube.eu/approved-projects/youmig/outputs>.

EXECUTIVE SUMMARY²

Migration is a process taking place all over the world. It is seen as a process that has both benefits and challenges for both sending and receiving communities - that is the scientific perspective. The variety of migration-related challenges is most visible at the local level. However, small settlements dealing with emigration may fail to see the silver lining of this global movement whose effect is to drive people away. Is it really an irreversible process that will lead to small towns in Serbia disappearing altogether, or is there still something to be done?

After two and a half years of working together with researchers, scientists, and various experts, we can say – yes, there is still plenty to do! The municipality needs to be proactive and do what is within its competences, strengthen its capacities to react to the challenges in an adequate and timely manner and actively seek out ways to turn them into benefits for both the migrants and their families. It should harness the driving force of the people who are passionate about their hometown. Youth want to work *with* and *for* young people, and present new perspectives and new possibilities that have not been considered so far. The administration needs to exploit this momentum and invest in its youth.

Since Kanjiža is a settlement facing emigration, and is among the municipalities with the biggest share of highly educated emigrants, the solutions need to be adapted to the demographic challenges of which more needs to be known.

Several activities were implemented within YOUMIG resulting in:

Local Status Quo Analysis (LSQA) - a document that provides an overall analysis of the challenges related to youth migration from the perspective of young migrants themselves, but also that of local stakeholders. It allows decision makers and institution leaders to find out about migration-related stories; the pros and cons of emigration/return, administrative procedures that local people believe can be improved on, and recommendations that can help to make people's lives easier in general.

Small-scale survey - a powerful tool for local administrations which, thanks to YOUMIG, has a developed methodology and relevant questions that can be changed according to current needs. It can be used as often as is deemed necessary.

One-stop shop - an approach that brings together local job seekers and employers.

²Authors: Dragana Lukić- Bošnjak, Municipality of Kanjiža, Jelena Predojević-Despić, Institute for social sciences

Pilot action - a series of forums, workshops and lectures in which people publicly share migratory experiences, and stories of success and failure in various categories.

Peer visits - an exchange of experiences and a comparison of successful tools used by organizations working in similar fields.

MLG cooperation schemes - a base for constructive dialogue and the cooperation of national level institutions, as well as local level bodies and institutions with the goal of the developing local communities.

These results and outputs should all be taken into consideration in the creation of the **new Development Strategy of the Municipality of Kanjiža for the period 2020-2030**, which would need to contain a chapter on migration (the previous one did not). At the time of creating the previous strategy, emigration was not on such a large scale as it is currently. The work conducted within YOUMIG provides the municipality with an opportunity - in terms of data, methodology and research results - that many of the surrounding border communities do not have. These factors will be highly beneficial for the **local action plans** in relation to youth migration, economic development and youth employment.

Recommendations

According to research conducted within YOUMIG, a large proportion of young people move abroad primarily owing to the economic situation, a lack of employment possibilities, low salaries and limited prospects.

From this perspective, it would be useful for the **local administration to have open communication with the public**, to keep its citizens informed about development plans, employment and other measures that could influence their decision to emigrate.

Constant **communication with local youth** needs to be established to gain insights into their attitudes towards migration. This can take several forms: **on-line surveys**, and **face to face** within debates, forums, and workshops.

Online channels have to be exploited to reach **people living outside the municipality** (emigrants) - their opinions, attitudes towards returning, and possibilities for improvement need to be heard. Such a platform can also be used to provide information on **employment possibilities** in the municipality and its success will be based on potential employers and job seekers understanding the significance of voluntarily participation in such an open platform. It can be set up on the municipality's websites, at the Youth Office, and on Facebook.

A more efficient **intra-institutional communication** would also benefit the administration

and public alike.

Use of expert local studies and research, such as LSQA and the small-scale survey prior to creating strategies, policies and making significant decisions creates a sound base for well-tailored documents that have a good chance of being acted on. It is necessary to build up the capacities of local self-government to have a better understanding of migration trends (taking into account the improved indicators, Data Toolkit, etc.) and its management. This can be achieved through training provided by relevant national institutions such as the statistical office and scientific institutions etc.

The small-scale survey is something Kanjiža can offer to other municipalities, for instance, to the border municipalities in Serbia that share a similar situation concerning youth migration. It could become a good **national indicator** of youth migration.

Support for the OZ co-working space, both administrative and financial would enable young people to take their first steps towards running their own businesses. The co-working space is a place where young people can go to network and expand their knowledge when they do not possess their own **physical working space**. It is also a location where various **forums, lectures and workshops** are held to facilitate learning about different aspects of business. Well-informed and capable staff, enthusiastic and knowledgeable about their respective subjects would be a good investment, as they would be able to connect people and suggest relevant experts or institutions. Also of importance would be co-working space with a location suitable for people with disabilities.

Multi-level governance cooperation should be based on issues whose solution by various national and local institutions and bodies is **beneficial at the local level** owing to constructive dialogue and preparedness to reach appropriate solutions. This should include the Statistical Office of the Republic of Serbia, research institutions (e.g. the Institute of Social Sciences) and the local self-government. This trilateral cooperation proved to be very successful and fruitful in both YOUMIG and its predecessor project SEEMIG.

The development of successful dialogue among relevant institutions, resulting in the overall development of cities and municipalities can also be initiated and utilised at the local level. For instance, the Standing Conference of Towns and Municipalities could initiate such a dialogue with a relevant ministry, fund or service.

All of these recommendations are based on the activities and their results, which are elaborated in more detail in the following text.

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 organizations are teaming up with local governments in a complex, customized 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 being uploaded to

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

CHAPTER 1

YOUTH MIGRATION IN KANJIŽA: CONCEPTUAL AND EMPIRICAL BACKGROUND³

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

Focusing on youth is a key factor in understanding the dynamics of migration. Over the life course, 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 or 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 (capital, migration biography or lifestyle).

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

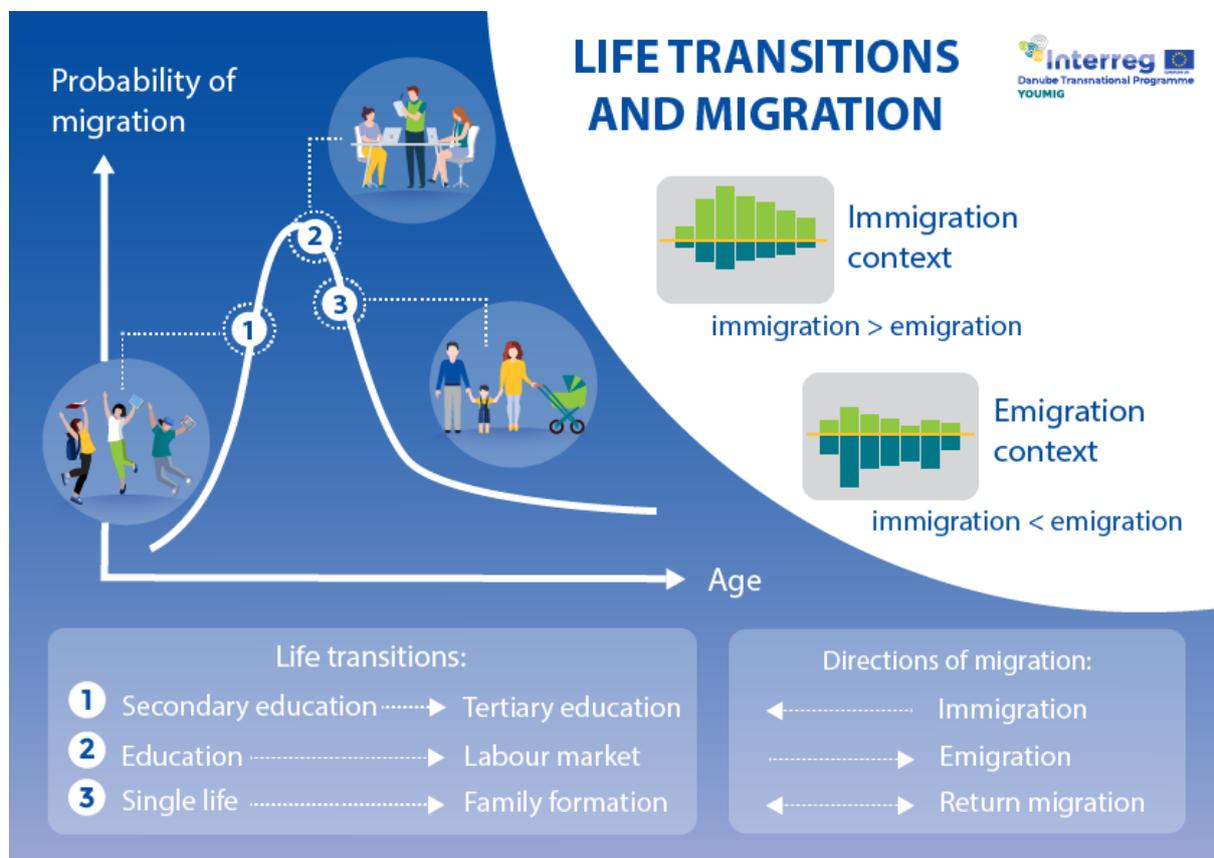
Migration is also a challenge for the individual. While young people often leave with high expectations of improving their standard of living, there is no guarantee that labour markets in the country of destination can supply jobs that match their particular skills. Owing to language barriers and discrimination, 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 'real' brain gain.⁵

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

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

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

Figure 1. Idealised model of life transitions and migration events



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

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

Education induced youth migration occurs mostly in relation to tertiary educational attainment.⁷ Crossing local or regional borders might be necessary in order to attend

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

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

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 rising⁸. Moreover, most students do not consider themselves migrants and neglect registering. University student mobility can be distinguished between 'credit mobility' (students that take single courses or study for only a few semesters abroad) or 'degree or diploma mobility' (students that go abroad for a whole study programme, such as a master's degree).⁹ Student mobility in the Danube Region does not appear to be a standalone phenomenon but is often combined with aspirations related to improved career and earning prospects abroad.

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

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

One of the foremost positive aspects is **return migration**. For a long time, migration has been evaluated negatively by the country of origin. It was seen as a one-directional process, ending with the final decision to emigrate; but in recent years, a number of studies have started to broach the issue of return migration.¹¹ In general, four types of return can be

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

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

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

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

distinguished: the return of failure, conservatism, innovation, and retirement.¹² 'The return of failure' is characterised by the returnee neither succeeding in integration in the new society nor having enough ties to go back easily to the country of destination. In contrast, the 'return of innovation' describes the returnee as having successfully integrated into the foreign labour market. The person characterised by this type of return subsequently goes back to their country of origin with the financial resources and know-how to effect considerable changes in their social status and that of others in the sending country. Recent studies have focussed on the beneficial role of return migrants for economic development.¹³ Today, therefore, return migration is seen as a means of bringing back financial, social and cultural capital, as well as importing knowledge. However, in reality, returning - even if initially intended - does not always happen. Often new personal relationships or enrolment in the labour force hinder attempts to return. It is often difficult for high-skilled migrants in the Danube Region to return to their region or country of origin due to the mismatch of labour 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.¹⁴ Diaspora policies have very diverse priorities. They may try to reach bilateral tax exemptions, e.g. 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.¹⁵ 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.¹⁶

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

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

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

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

¹⁶CASTLES, 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 migrant¹⁷

Adapting the focus on how individuals can profit from migration is important for future policy development¹⁸.

1.2. Methodology and main findings of the comparative analysis of seven municipalities in the Danube region¹⁹

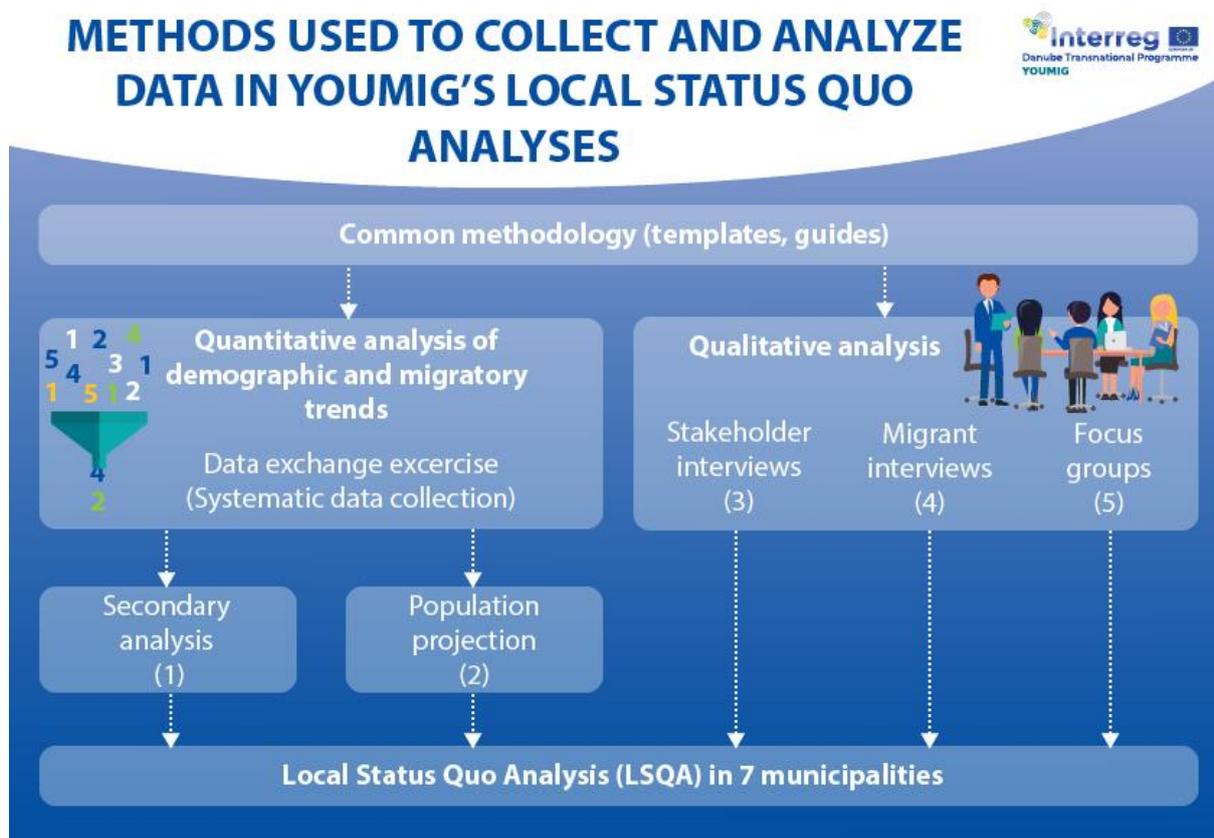
In the framework of YOUMIG, seven **Local Status Quo Analyses (LSQAs)** were carried out by thematic experts employed by local partners. LSQAs relied on a common methodology, combining qualitative and quantitative methods. Through LSQAs, researchers aimed to obtain an integrated analysis of migratory,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

¹⁷SVR (=Sachverständigenrat deutscher Stiftungen für Integration und Migration) (2016): Viele Götter, ein Staat: Religiöse Vielfalt und Teilhabe im Einwanderungsland. Jahresgutachten 2016 mit Integrationsbarometer.

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

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

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



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

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

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

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

are integrated in the industrial production of the western core. They also send emigrants to Western Europe; however, in far lower numbers than countries belonging to the first category. As these countries face labour shortages, they might theoretically become countries of immigration at some point, though probably only for a short period. Finally, Austria 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.²¹

- 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 in 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, characterized 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

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

and stakeholders. An important result was that in several municipalities, such as Szeged, Sfântu Gheorghe, Kanjiža and Maribor, neither experts nor stakeholders could imagine that their municipalities might become the 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 focussing on migration and youth, as well as identifying discourses concerning migration and understanding how decision makers connect local development and migration -whether they perceive migration as a threat or an opportunity. Both 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 of different educational attainment, gender, 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 their consideration of emigration ('brain drain'), which is a crucial problem to be tackled.

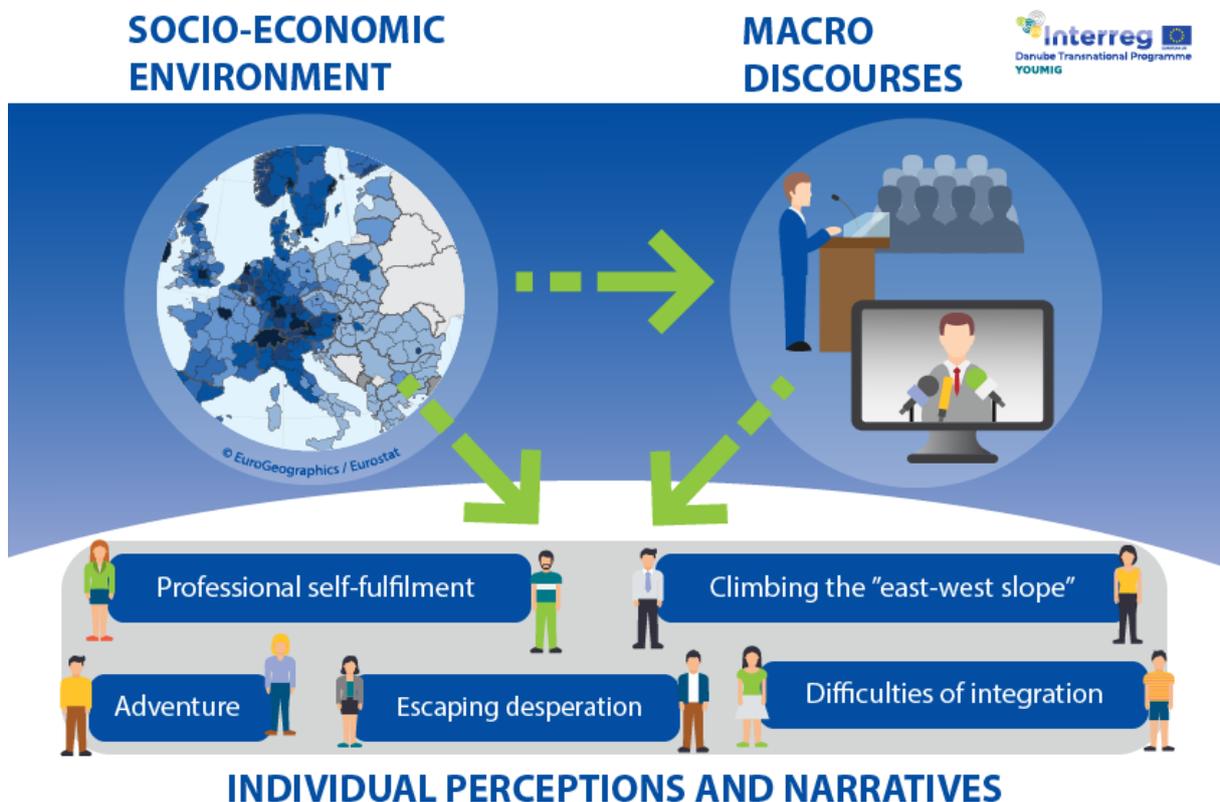
(5) **Focus group interviews** with young migrants followed the individual in-depth interviews. The topic of the talks focussed primarily on the participants' experiences, paying special attention to the administrative aspects of the migration process. They were asked about their contacts with the local (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 migratory 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 migratory issues (work permits,

residence permits, recognition of diplomas, etc.), and to provide suggestions concerning migration policies.

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

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

Figure 3. The effect on the socio-economic environment and the 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.'*

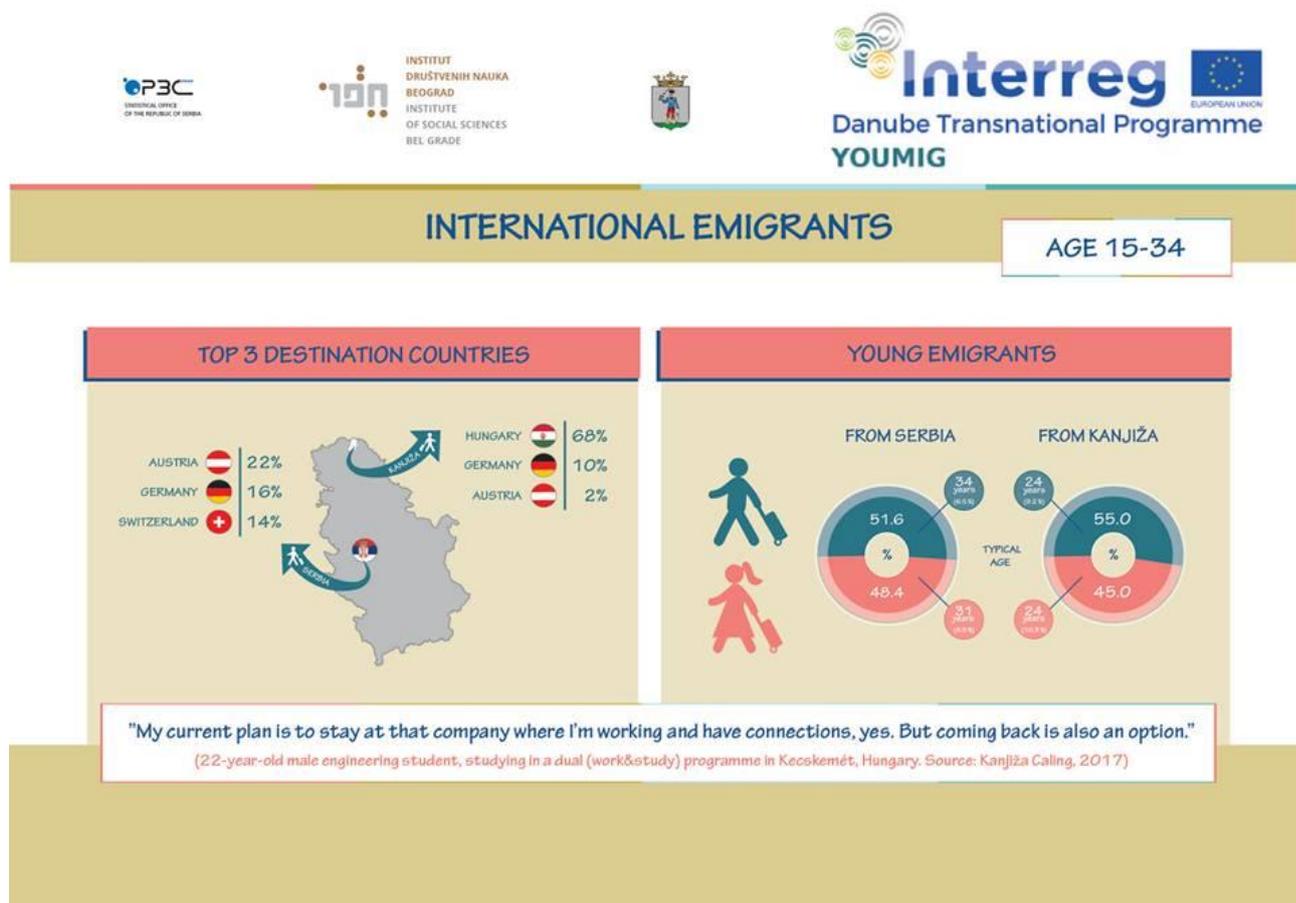
1.3. Local Status Quo Analysis of youth migration in Kanjiža²²

The municipality of Kanjiža is a sending region and immigration into the municipality is scarce. Based on **life situation and age**, the interviewees distinguished three groups based on migration motivations for the younger generations.

- Firstly, there is the **migration to Hungary for the purpose of education group**; people in this group exploit the opportunity to study in their mother tongue.
- Secondly, there are the **'footloose adventurers'**, typically people in their twenties who want to make the most of the 'American dream'. Independent young people have weaker attachments to their home country, they may have no career, and as their friends are often already abroad, it is 'only' their parents that are left behind. Therefore, it is easier for them to make such a decision.
- Thirdly, there are those emigrants with **conscious family planning motivations** to migrate; characteristically they are aged 26-34 and reluctant to raise children in the home country owing to uncertain socio-economic conditions (or they already have small children). In this group and among the older generations (36 and older) in most cases males prepares the groundwork abroad, then the spouses/partners, and families follow.
- Finally, an older age group (aged 36+) should be included whose motivation for emigration is to **achieve higher living standards**, or to secure an education for their children in a more stable environment.

²² Authors of the subchapter: Réka ÁGYAS, Bea SÁRCSEVITY (Municipality of Kanjiža)

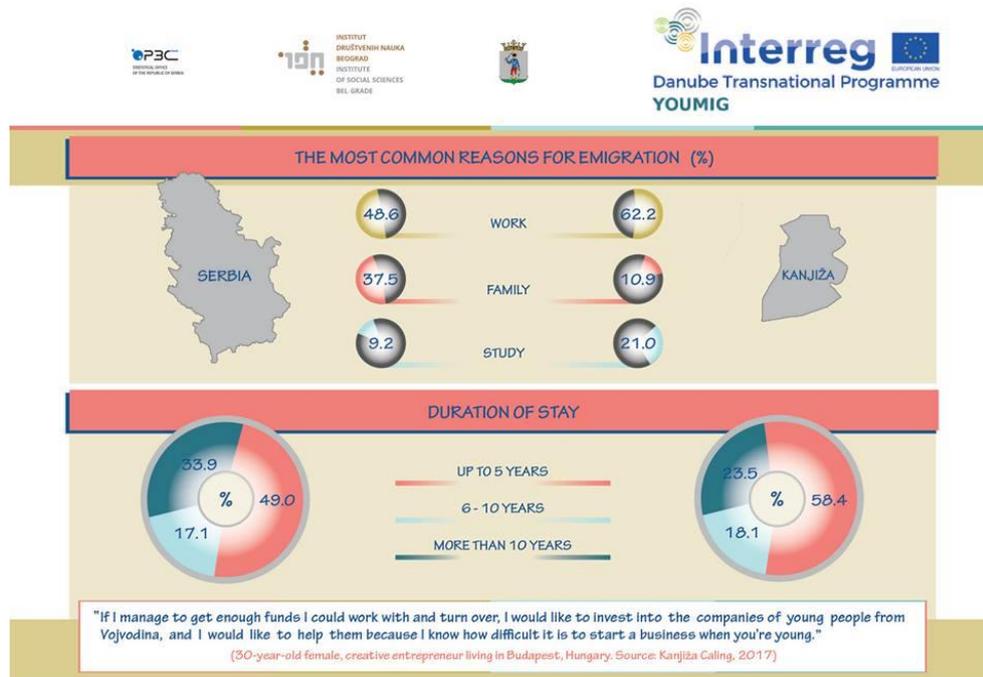
Figure 4. International emigrants from Serbia and Kanjiža



Source: SORS, YOUMIG project

The **top three destination countries** for youth emigrating from **Serbia** are **Austria, Germany and Switzerland**, and for young people from **Kanjiža**, those are **Hungary, Germany and Austria**. The typical age of both male and female emigrants leaving Kanjiža is lower than the national average age of emigration, as more children nowadays attend secondary schools in Hungary.

Figure 5. Reasons for emigration from Serbia and Kanjiža, and duration of stay abroad



Source: SORS, YOUMIG project

Although the **most common reasons for emigration at both national and local level are broadly similar**, the percentages are somewhat different. **Work and study** are stronger push factors at the local level, while **family** is stronger at national level.

It is unlikely that the **return of young people** who have emigrated to study is **due to fewer employment opportunities**. Those who do not continue their studies after secondary school see a way out working abroad and do not envision returning home due to a lack of opportunities (limited employment possibilities and life goals). Those who leave the country with the motivation of starting a family are effectively 'lost' to their home communities, while integrating successfully into their new environments. Researchers in this area are unanimous in their opinion that it is increasingly clear that the younger generations are disappearing from the municipality.

The main challenges in the municipality are the **lack of adequate jobs and the exploitation of high- and low-skilled workers**. In the field of education, and even in view of the reforms made at the national level, Hungarian national minority interviewees point out the **difficulties related to learning the Serbian language**. This factor makes their success in the labour market harder to achieve, and impacts on any further studies. Instead, the Hungarian

minority often choose to study in Hungary or to qualify for professions in their mother tongue (usually the market for such professions is overestimated). Other issues raised by the interviewees include the **abuse of welfare subsidies** and **family policies that have no effect at all**. In addition, they mentioned the need to strengthen the public sphere in the municipality, rationalise official administration and cultivate a more user-friendly approach.

In light of all the above, several pilot actions were proposed. However, given the position of the municipality in terms of its capacities and competencies, the pilot was based on the first selected recommendation. The others were set aside for the time being, to be dealt with in future when these actions find greater support at the national level.

Assistance for beginners in business to facilitate their position in the labour market

Young people starting out in business and those who continue their studies after secondary school (in the home country or abroad) need to be motivated to come home. The research results show that there are no appropriate channels of communication between the economic actors and job seekers, which explains the duality between the lack of work and workplace demands for labour. Apart from this, the retraining of youth should be supported so that the planned investments mentioned by economic and institutional actors can be achieved. The first step in this regard would be to conduct a market needs assessment, create a database of the skilled and unskilled young work force (an interactive business register for entrepreneurs and job seekers) and, ultimately, create an online and offline communication platform (a youth cooperative, forums, job fairs, etc). Since this could only lead to a win-win situation, no serious challenges would be expected.

Throughout the project activities, the above ideas were set in action. Starting in the summer, the Youth Cooperative was in contact with job seekers (pupils and students) and potential employers, mapping their respective needs. Due to some pupils being minors, an internal database was created that dealt with their needs confidentially. Some of employers actually called the cooperative looking for seasonal workers, and it is expected that this action will have an even bigger impact in the future, as it is planned to continue.

The Youth Cooperative and the Youth Office became a communication platform for students, fledgling entrepreneurs, employers and various experts.

Recommendations for future actions

Helping women gain access to the labour market

The research results indicate that women, especially mothers, are in a highly disadvantageous position in the municipality. The economic actors need to be motivated to create part-time jobs and work-from-home positions.

The municipality has not dealt with this issue previously, therefore, it needs to be emphasised. Economic actors face many challenges in providing such employment, and providing incentives may be one way forward (e.g. tax deductions).

However, this is widely considered a challenge that surpasses local level competencies, as working part-time and from home is not recognised at the national level in a way that might be beneficial to local employers.

Removal of language barriers

It would be important to provide assistance to the Hungarian minority in acquiring Serbian language skills (it is not a foreign language in schools for the minority). If this could happen from a very young age, it is possible that those involved would consider studying at home in greater numbers. Language courses for job seekers that are profession-relevant (that help young people acquire the jargon necessary for working in the municipality and private sector alike) would also be beneficial. The Hungarian National Council already implements such a programme for secondary school pupils and students, and with their cooperation it could be brought to the municipality.

Revival of the Youth office

The research results indicate that while Kanjiža has the appropriate infrastructure, it suffers from a lack of content. Cultural and entertainment programmes need to focus on strengthening relationships within the community, and thematic events, suitable for various generations, need to be organised. The focus group interviewees believe that it is important to assess exactly what programmes and initiatives are of interest to the secondary school generation within the municipality. In their opinion, that cohort is the most elusive in that little is known about their needs, while it is also highly susceptible to migration.

The Youth Office is currently operational and has been allocated more municipal funds. The scope of its activities is being reassessed, and its operation will be maintained in the future.

Reforms in administration

The results show that the administrative field needs to be modernised in the municipality. Administrative processes both online or via the phone need to be facilitated, and there is a need for separate online and offline platforms for basic information provision.

The Town Hall and the municipal management are new so developments in this area are ongoing and there is an opportunity for further improvement. The challenges that the municipality faces in this regard are foremost financial.

Assistance for the civil sector

The interviewees spoke of a relatively well-established non-profit sector, although its work is often impeded owing to financial difficulties. Since the municipality has a limited budget in terms of supporting civil organisations, providing more open access to the existing infrastructure (thereby facilitating support for non-formal grassroots civil initiatives) could be a way forward for this sector, and administrative assistance could be provided by local counsellors, accountants, project managers, etc.

It seems probable that the allocation of support from the municipality has been untargeted. From the point of view of efficiency, this sector needs to improve before the municipality can reap any benefits.

To date, the municipality has worked on developing the aforementioned areas and it would be reasonable for it to continue doing so in a more targeted manner.

CHAPTER 2

BETTER INDICATORS ON YOUTH MIGRATION AND ITS LOCAL CONTEXT²³

2.1. Developing youth migration indicators: priority areas and methodology²⁴

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

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

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

Besides the basic figures on demographic development, however, the socio-economic context of migration should also be taken into account. Indicators can help local decision

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

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

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

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

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

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

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

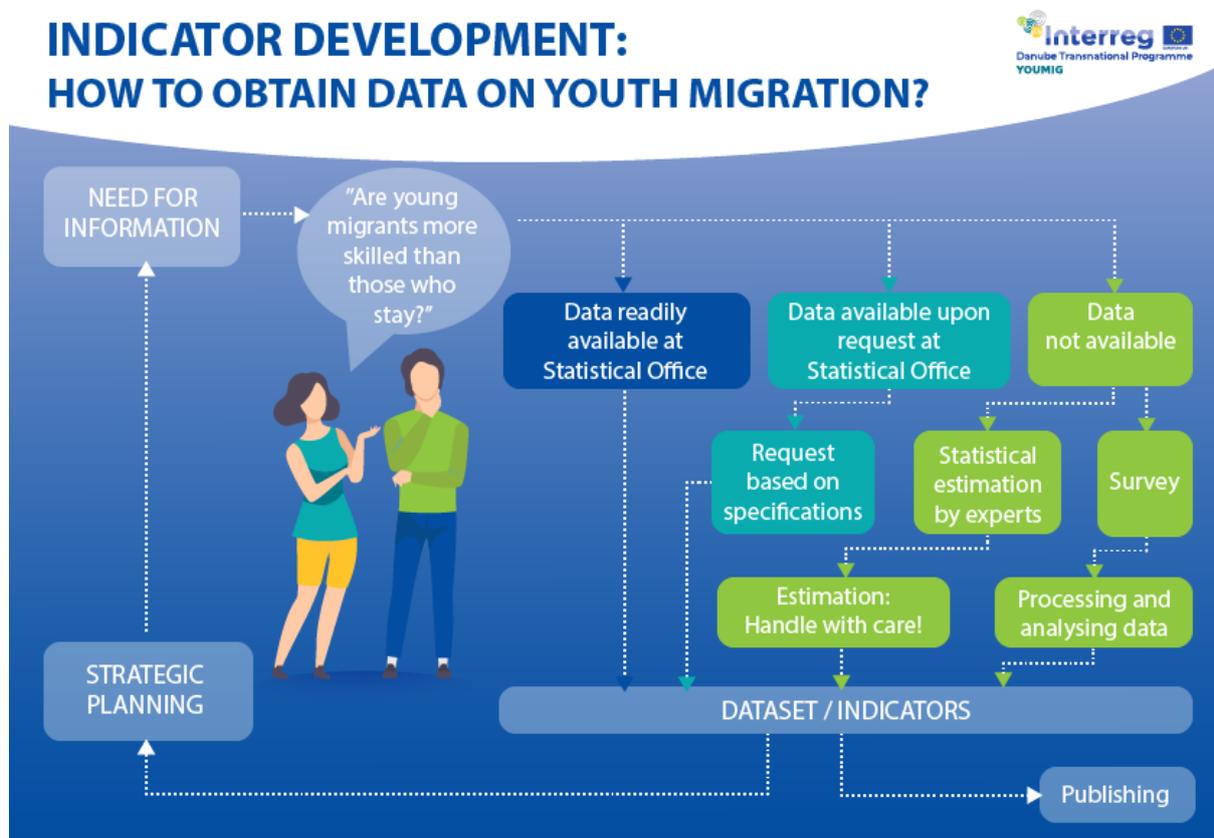
The data for producing indicators can be obtained in various ways. There are datasets readily available and accessible to the public at national (or international) statistical institutions or administrative bodies, while others are available upon request or for a fee. Further, in the case of nationally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

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

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

²⁸ 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 6. The process of obtaining data on youth migration and its social context



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

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

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

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

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

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

Step 5. Partner institutions within each participating country gathered information on the 16 ‘Core indicators’. In view of the differences in data availability, up to five ‘Extra’ indicators were added to the national indicator lists. This measure was taken to balance the amount of work across partner countries, and to allow municipality partners to add locally relevant topics not covered by the core indicators. As mentioned above, the data were 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 2018.³⁰

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

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

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

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

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

- 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)
- Intentions 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 age 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:

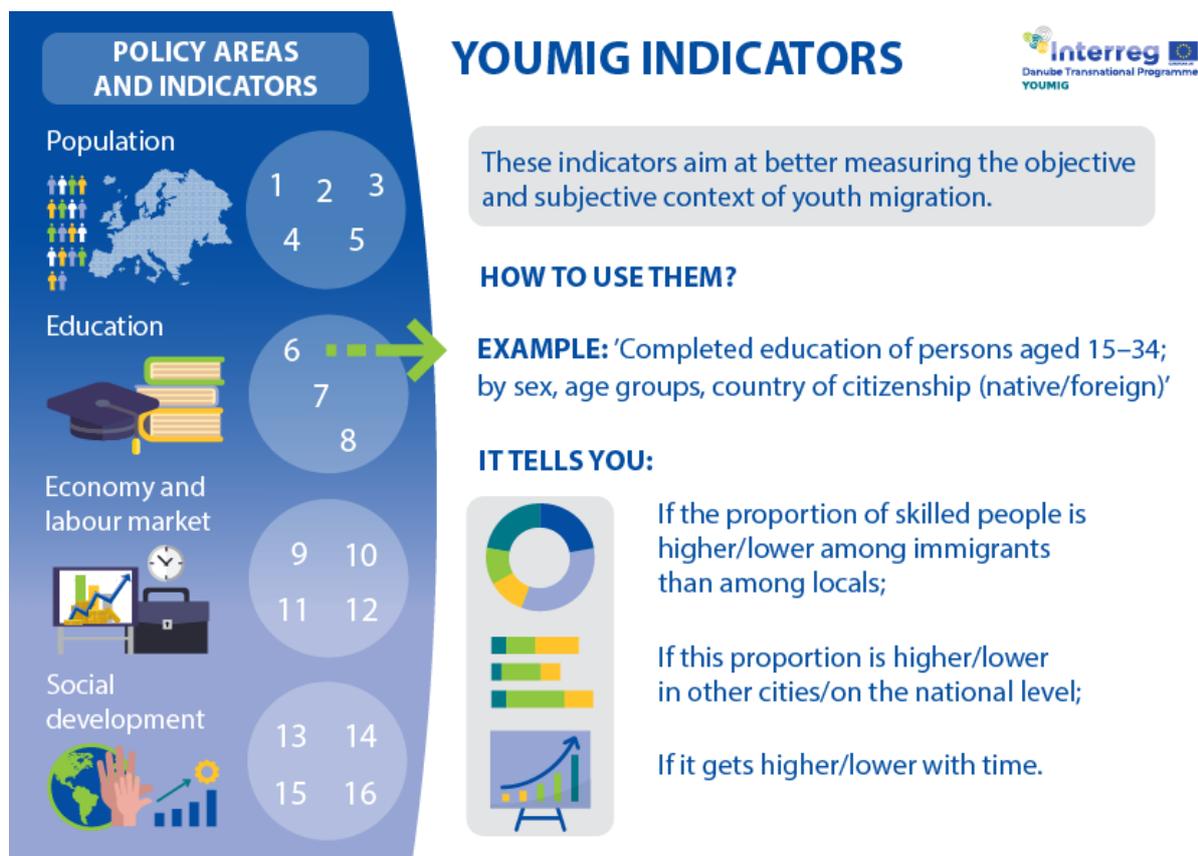
- First, while information on the resident population and immigrants is widely accessible (from as low a level as LAU2), there are major **difficulties in the identification of** such groups as **emigrants** (still registered at the sending municipality), **returning migrants and second-generation migrants**. 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 (as GDP per capita)' is a widely accessible indicator, **information on business dynamics** (e.g., working and closed enterprises) may be missing, especially in cases where a grouping is required by the number of employees, or the ownership status. Similarly, data on wages across industries and occupations is often collected, while information on family incomes can be evaluated only from representative surveys. Poverty indicators may be unavailable at lower sub-national levels. Information on the indebtedness of households is rarely collected.

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

YOUMIG's indicator collection process was finalized 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 7. YOUMIG's indicators on youth migration and its social context



2.2. Accessing data and using the new indicators in Serbia³²

In the Serbian case, the **core indicators** list was composed (expected to be collected by all municipalities) according to the joint YOUMIG methodology; in addition, five indicators were added as a municipality-specific set. Selected **additional indicators** for the municipality of Kanjiža, are mostly unavailable in the official statistical system of Serbia (not defined in official statistical programmes and plans) and are collected via ad-hoc surveys or data collected within the official statistical system, but they are not representative at the local level because of small sample size.

Mainly, **population data are derived from the population census**, bearing in mind that a population registry is still not established in Serbia. In the inter-census period, only population estimates are available and they are disaggregated by age and sex up to the level of municipalities. It is evident that many population data between the two censuses are lacking, such as disaggregation by citizenship, country/place of birth, educational attainment, economic activity, etc., both at the national and local level.

Besides the need for data on the current population, **it is necessary to gain an insight into the demographic tendencies of the population. Population projections** are available and are calculated based on assumptions that relate to the natural and mechanical movements of the population. However, **data on external migration** are only available from the census; since there is no reliable emigration register in Serbia (The Ministry of the Interior's registers do not include all cases of emigration, as on residency checks are not carried out regularly).

When it comes to **sample surveys** in the official statistical system (Labour Force Survey, Household Budget Survey, SILC, and others), **sample size is not representative at the municipality level**. Data from these surveys show the characteristics of the labour force and living standards of young people and these are needed to implement and improve employment policies (and other youth policies) at the local level. Other sample surveys (outside the official statistical system) lack appropriate sample sizes and have an additional problem in that they are not institutionalised and are implemented only sporadically. Irregular implementation leads to a dearth of reliable time series data necessary for analysis and planning etc.

A broader picture is necessary - what are the attitudes/plans of young people concerning their life in the country/municipality? These data are collected through **ad-hoc surveys**, which are implemented in Serbia mainly in cooperation with international organizations (externally funded) but not in the official statistical system. These surveys assess the country's migration potential and forecast the migration flows of the

³²Author of the subchapter: Gordana JORDANOVSKI (Statistical Office of the Republic of Serbia)

population, as well as look at young people's attitudes concerning matters such as subjective well-being and the social and economic situation in the country. By this means, it is possible to observe the main push factors that inform young people's decisions to migrate. Again, this is not available at the municipality level.

Improved/additional indicators are crucial for the planning, monitoring and implementation of local policies directed at the population in terms of economic and labour market policies, education, healthcare and social provisions, and social cohesion and integration policies.

Quality analysis of the data obtained from the **survey conducted in the Municipality of Kanjiža confirmed that the proposed method is acceptable as a means of collecting data on young people and their households, but unreliable in terms of collecting data on employment** (the proportion of vacancies according to occupations/sectors of activity (156) by enterprise). This method provides an effective solution to the problem of unavailable data at the local level.

2.3. Small-scale survey: main findings for the Municipality of Kanjiža³³

General information

A **small-scale survey** was designed to collect the information needed for a complex assessment of youth migration and its social context. The online format was selected so that people from the municipality currently living abroad could be reached. It was conducted from September 20-28, 2018.

There were **615 questionnaires** filled in by 272 men (45%) and 341 women (55%). 577 (94%) of them were completed in the Hungarian language, and 38 (6%) in Serbian. The age groups were represented proportionally: 30-34 (30%), 26-29 (26%), 22-25 (20%) and 18-21 (24%). The majority of the subjects (56%) had finished secondary education, and 14% had tertiary education. More than a half of the subjects were employed. Eighty-seven percent of them were born in Serbia and had not lived abroad for more than a year. The survey was conducted in all of the 13 municipal settlements. Seventy-nine percent of the subjects had dual citizenship, mostly Serbian-Hungarian.

Results

The outlook in terms of **intentions to migrate** is moderately optimistic: 62% of people stated that they do not wish to move from the municipality, however, 33% would go abroad.

³³Author of the subchapter: Agneš SLAVIĆ (Municipality of Kanjiža)

The most significant reasons for staying are emotional in nature - family, relatives, friends and community. The interviewees were asked to evaluate the statements concerning possible reasons for staying on a five-point scale (1-not important 5-very important). The reason 'family and relatives are living here' has a value of 4.44; 'because friends are living here' 4.24; 'because the interviewee is happy here' 4.06; 'because the interviewee is emotionally tied to his/her birthplace' 4.05. The reason 'staying for community reasons' has a value of 3.66. The economic reasons for staying are of moderate importance. The statement 'the interviewee has everything here' is ranked at 3.45; 'a means of existence is provided' at 3.34; 'he/she has an appropriate job' at 3.28 while the statement 'he/she can earn a living' is ranked at 3.27. Young people are mostly pessimistic about the economic/political situation in Serbia. The statement 'Serbia's standard of living will be higher' is ranked at 2.55; 'Serbia's economic situation in the future will improve' at 2.41, while a better political outlook for Serbia is ranked at 2.27. **One hundred and nine people stated that they intended to go abroad**, and eighty-nine of them have taken concrete steps in this regard through searching for jobs. Fifty-five percent stated that they would go alone and 45% with their families. Only 35% of them would consider moving back home.

The reasons for emigration are mostly economic in nature. Others include a lack of future prospects, the unstable political situation, low living standards, not speaking the official language of the state (Serbian). The statement concerning low salaries in Serbia as a reason for leaving has a value of 4.64. Other reasons are 'Serbia's bad economic situation' 4.40; 'the interviewees cannot see a future here' 4.37; 'Serbia's unstable political situation' 4.23; 'the interviewees are not satisfied with their standard of living at home' 4.12; and 'a lack of appropriate jobs in Serbia' 4.07. The difficulties of certain groups of young people as a motive for emigration are also evident. The statement expressing 'young people cannot be successful in Serbia' has a value of 3.75; 'the interviewee cannot find an appropriate job in his/her profession' 3.63; and 'Hungarians cannot be successful in Serbia' 3.36. In the third group of reasons for emigrating are those related to adventurousness. The statement expressing 'interviewees would be happier in a foreign country' is ranked at 3.64; the interviewee has 'a sense of adventure and desire to see the world' at 3.61; 'the lack of a strong community worth staying for' at 3.56; and 'the fact that the majority of the friends are abroad' at 3.21. Another very important reason Hungarians emigrate is that they do not speak the Serbian language well enough to be successful in Serbia; this has a ranking of 3.15. Emotional/family reasons receive the lowest rankings: the statement expressing 'the interviewee is not tied to their birthplace' is ranked at 2.71; and 'the majority of the family is currently living abroad' at 2.31.

The main **reasons for staying abroad** are employment and receiving an education in the Hungarian language, but there are often difficulties upon returning to Serbia. Twenty percent of the subjects said that there is a lack of institutional assistance in terms of finding employment, and a further twenty percent feel that the official validation of diplomas is very expensive and takes too long.

Recommendations

In order to stimulate the return of youth currently living abroad, the **establishment of a centre** is proposed (*or the appointment of a person, within the existing local structure, who would be responsible for providing assistance*).

Since Serbia currently shows an increasing tendency towards youth emigration, other measures are also necessary. Young people who are considering moving abroad usually have no contact with those in charge of migrants at the local government level. Therefore, **local governments should develop special communication mechanisms with people that plan to emigrate.**

Research results concerning young people's attitudes in the municipality of Kanjiža, indicate that the main reasons for leaving are economic in nature - a lack of employment, low salaries and poor future prospects.

Therefore, **the local government needs to inform its citizens on a regular basis regarding municipal development projects**, planned employment measures and other issues central to making migration decisions. In addition to traditional media, the Internet and social networks should be used so that information can be disseminated to youth as efficiently as possible.

Continuous communication with young people is proposed as a means of better understanding their attitudes to migration. Local governments should conduct regular online surveys and communicate with young people through workshops, debates, Internet forums and other modern means of communication. The data obtained could provide a valuable database on the attitudes of youth in relation to migration, their plans and motives.

The Internet also allows communication with people who do not already live in the territory of local governments.

The key to success in this process is the creation of a **youth database** - registration to this communication-based database would be voluntary, and based on the information campaigns of local governments.

Since the causes of youth emigration from the Republic of Serbia are primarily economic in nature and related to a lack of employment opportunities, difficulties in finding suitable jobs and low salaries, **local government measures aimed at facilitating employment** are an important element in the process of managing youth migration.

Local governments play an intermediary role in the process of creating employment. While the state plays a major role in facilitating youth employment, local governments should provide **information on programmes that can aid this process**, which should be available to all residents in the given municipality.

It is of utmost importance that **interested parties find all the necessary information on employment in the territory of a given local government in one location** - job vacancies, requests from employers, relevant legislation, and training courses etc. This task should be carried out by a branch office of the National Employment Service or organised within a civil society organisation.

In this process, it is necessary to have an **up-to-date database of job vacancies** whose success will depend on whether potential employers and potential candidates/employees understand the significance of this initiative and voluntarily submit their data to the databases of local governments.

To **encourage young people who have studied abroad to return home**, it is important that local governments provide them with adequate assistance. Providing information on jobs and recognising higher education diplomas, facilitating summer internships during studies, running intensive courses on professional terminology, as well as offering overviews of legal regulations can be a major influence on a migrant's decision to return home. It is important that youth can find all the necessary information in one place (using modern online media). Developing a database of young people studying abroad, reporting about local events and maintaining regular communication with them can increase their confidence in local governments' initiatives.

Local governments should **foster and nurture enterprise in youth** that are thinking of establishing their own businesses. The establishment and development of **business incubators and co-working spaces** is essential for them. The success of young entrepreneurs depends largely on the professional assistance found within local government institutions.

The measures described for facilitating youth employment can instil a sense of hope in young people **and confidence in their hometowns** to provide employment and opportunities for entrepreneurial activities. This in turn can reduce youth emigration and encourage young people already living abroad to return home.

CHAPTER 3

BETTER MANAGEMENT OF YOUTH MIGRATION THROUGH LOCAL POLICIES³⁴

3.1. Existing good practices and pilot activities for better management of youth migration at the local level³⁵

Local governments are facing increasing challenges from the inward, outward, and return migration of youth, but they often lack the capacities and tools to cope with such challenges. In view of this, a collection of good policy practices and actions linked to youth migration was prepared by the YOUMIG project³⁶, 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 model³⁷ 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

³⁴Chapter 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*.

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

³⁶YOUMIG Good Practice Collection is available at: <http://www.interreg-danube.eu/approved-projects/youmig/outputs>

³⁷Cited 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.

their local pilot activity. The good practice collection is based on the accumulated knowledge and experience made available on the European Website on Integration 'Migrant Integration Information and good practices'³⁸, the Cities of Migration website 'Good Ideas from Successful Cities'³⁹ and the website of CARIM-East – Consortium for Applied Research on International Migration.⁴⁰ Where a lack of good practices for solving important problems related to migration and migrants was apparent, authors of the collection exceptionally included non-tested potentially good practices that were agreed on by focus groups or in the Delphi surveys, or recommended by professionals in the field.

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

In the YOUMIG framework, good practices were grouped in relation to the major target group (immigrants, emigrants, and returnees), and the issues they were expected to solve. It was found that **the majority of existing good practices focus on immigrants**. There appears to be a reason for this bias: the practices tend to address people who are present in the country rather than those who are away; and most good practices are designed and implemented in richer countries where immigration, and not emigration, is the main issue.

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

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

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

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

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

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

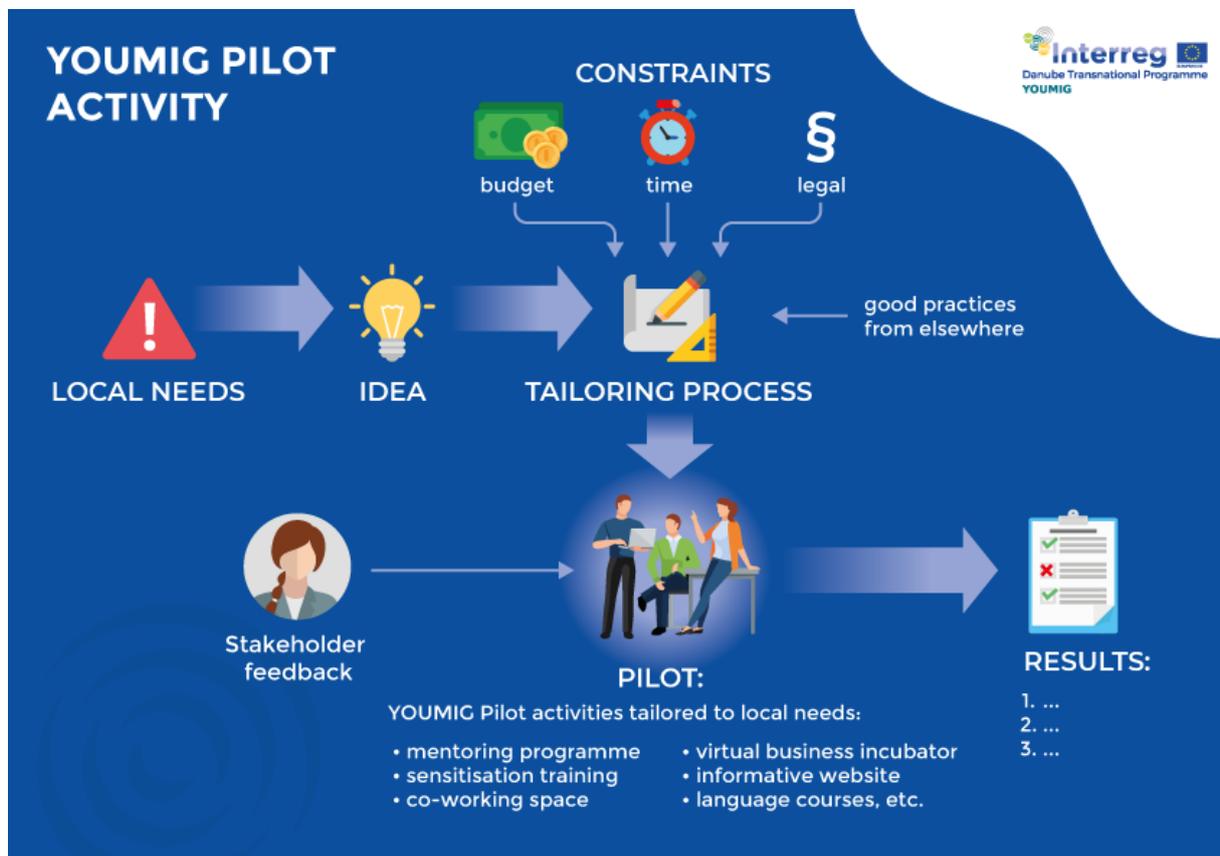
Labour market inclusion of immigrants is also of crucial importance. Good practices deal with guidance, support and training services for immigrants, improving their employment outcomes, challenging stereotypes, counselling immigrant entrepreneurs, setting up centres for the support of migrant initiatives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

Good practices focussed on **emigrants**, including those engaging diaspora students, promoting labour market opportunities, leveraging remittances for economic development, supporting emigrants' children, linking diaspora health professionals with medical institutions in sending countries, and engaging diaspora 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 the local Migration Forums.

Figure 8. 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)⁴¹ provided an overview of trends in youth migration and of 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 Local Status Quo Analyses and on collected good practices, **local partners tailored existing practices to their own needs**, in order 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 pilot interventions that offered new services to immigrants, emigrants or returnee youth. Local partners discussed their plans with

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

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

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

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

Graz (Austria): Designing a mentoring programme for girls with a migration background in Natural Science and Technology, in order to apply for vocational training

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

Maribor (Slovenia): 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): Re-vitalizing an informative website about the municipality, targeting young emigrants who are thinking of returning to the city

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

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

3.2. Pilot action in Kanjiža: the co-working space⁴²

The pilot action in Kanjiža was based on the first recommendation of the Local Status Quo Analysis - ***Assistance for beginners in business to facilitate their position in the labour market***. This was the one action the municipality was able to take that did not require higher systemic changes (the action *Assisting women in inclusion in the labour market* would require a change in legislation, and the *Removal of language barriers* a change in the education system), and the other recommendations are the remit of the administration.

The **good practices** selected from the *Roadmaps to test/introduce practices relevant to the problem areas identified in the local analysis* were tailored to the needs of the

⁴²Author: Dragana LUKIĆ- BOŠNJAK (Municipality of Kanjiža)

municipality. They described the trainings and services offered to people with business ideas along with means to circumvent the lack of knowledge in relation to potential online careers that do not require a young person to migrate in order to get a well-paid job. The practices we considered most appropriate were 1) **Gothenburg's entrepreneurial hub**, which provided working spaces for those without their own business facilities, beginner entrepreneurs and those seeking information on potential online careers that do not require leaving home to get a good job. 2) The **Centre for migrant business start-ups and enterprise**, which described the trainings and services offered to people with business ideas.

Our Pilot action consisted of **two main elements**. The first was a **series of lectures**, which revolved around the idea of the LSQA's first recommendation concerning young people and the labour market. From March 2018 to the end of that year, 12 lectures, forums and workshops were held. Their main idea was to reach out to young people, who are all potential emigrants, and provide them with employment-related information, such as motivating success stories, or links to alternative online jobs available. A variety of people attended, but we also had 'returnees' that attended many different events. Some of those attending the online employment possibilities' workshops started cooperating among themselves and sharing job ads, or mediating between businesses they were in contact with and the people they met in the workshops that had suitable qualifications and skills sought by the businesses in question. In addition, they have a Facebook group where they share information.

The other element of the pilot action was to concentrate on young people starting their own businesses and **entrepreneurs that need a place to work** and expand their business networks. One of the main ideas that led us to set up a **co-working space** concerned helping young people by providing them with a physical workspace free of charge. In this place, services and amenities such as the internet, a thematic expert on hand to help with questions - and direct youth to experts able to help with issues as they arise - not to mention the all-important kitchenette, can be provided. In addition, we wanted to connect the two elements of the pilot action - to introduce online job possibilities while helping people stay at home and work remotely or as freelancers. However, this component of the pilot had limited success owing to a couple of issues related to working hours/shared spaces and inertia.

The first issue arose because the space is located in the municipal youth club, which has its own timetable of regular activities. During the pilot, the co-working space was open from 7 am to 3 pm only since the afternoon activities were too noisy and distracting for people wishing to conduct business there. The other challenge we faced was one of inertia in

the local youth. After the lectures, there was a lot of enthusiasm, but in reality, nothing concrete happened. Five users of the co-working space visited sporadically, but there were no full-time users. It is hoped that this will change in future because there are plans to make working hours more flexible during the week, and there will be a campaign to attract young people.

This initiative is recognised and supported by the town administration and the president of the municipality, which bodes well for the future and the overall sustainability of the pilot. The lectures have continued even after the pilot officially finished and, in all likelihood, will continue to do so. Moreover, talks have been held with the decision makers with regard to moving the co-working space to a place that is better suited to user-needs and also more easily accessible.

Recommendations

Municipalities with high rates of youth emigration could use co-working spaces as a means of motivating their youth to stay and set up businesses. Young people by now are accustomed to the concept of life-long learning, and lectures could be considered an expansion of specific knowledge. The presentation of stories of business success and failure could provide the impetus young people need. The co-working space must be relocated to a bigger, better-equipped co-working house intended for young people that could work remotely (e.g. for a foreign company), which would facilitate their return to Kanjiža. This represents a big opportunity for us to attract youth back to the municipality.

A municipality battling emigration needs to do as much as possible to help young people find their place at home. It should set aside more funds for activities similar to those of the pilot. So far, the experience has shown us that there are always people living abroad or elsewhere in the country that want to give back to the community they grew up in. However, such expertise (e.g. in the form of engaging **lectures**) needs to be paid for.

An annual sum allocated for these purposes by the town administration would be very helpful. The administration needs to have a more hands-on approach to this topic, but also let civil organisations contribute. For lectures that are costly, the municipality could offer co-financing, for which participants would pay a symbolic fee.

If a town is able to **cultivate an image of being a safe, supportive and modern place** that cares about its youth and their future, then living in a small town does not necessarily have to be viewed as a setback. **Appropriate infrastructure** - in the form of a co-working space, a secure and fast Internet connection, office furniture and basic supplies, and knowledgeable

staff - would be a big step forward. Moreover, a **good marketing campaign** could provide a range of opportunities for people working online and mothers who require flexible working hours. Such a space could also become a kind of community centre bringing people together for various projects and community events.

Going digital could help to attract people with different work profiles - people who may eventually stay to form communities. Providing support for those who work in the virtual world - giving them a physical space to meet up and organising high quality on-line training and events for them - could bring major benefits for Kanjiža.

3.3. One-stop-shop approach to managing youth migration⁴³

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' approach pilot unit (OSS) within the local authority**, which was conceived as a **hub for providing information about all local services linked to youth migration** (e.g., integration of immigrants, keeping in contact with emigrants, re-inserting 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

⁴³ Authors of the subchapter: Amna POTOČNIK and Borut JURIŠIĆ (Maribor Development Agency)

Commission for Immigration and Intercultural Dialogue (ACIDI) in Lisbon, Portugal, where over 30 different services were made available for immigrants in one location.⁴⁴

For YOUMIG, however, resources were insufficient to open a unified customer service space. Instead, **the objective of local partners was to involve the whole range of national, regional and local institutions in providing migration services (including those for youth groups), in a strengthened cooperation.** The One-stop-shop approach, especially the platform for stakeholder involvement, helped to facilitate accessibility to the public administration offices, and 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, and any administrative procedures to be undertaken in the city.

Figure 9. YOUMIG’s One-stop-shop approach to customer services for young migrants



⁴⁴http://citiesofmigration.ca/good_idea/one-stop-shop-mainstreaming-integration/

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

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

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

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

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

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

- A local company 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 in Kanjiža⁴⁵

The **One stop shop activity** in Kanjiža is related to the first recommendation of the Local Status Quo Analysis - *Assistance for beginners in business to facilitate their position in the labour market* - and included the **reactivation of the local youth cooperative**. The Youth Cooperative is an office that provides **student jobs (mostly summer jobs) for youth in Kanjiža** and mediates a legitimate connection between employers and employees. Its reactivation was anticipated with great interest and 58 students became members; of these around 30 were employed (the others were not - despite jobs being continuously offered to them, they were unsatisfied with working conditions). As part of the OSS, **two databases were created** of all of the **entrepreneurs and companies** in the municipality. These databases were used by the Youth Cooperative to enhance its services and all data were dealt with confidentially. **Two businesses guides were prepared and made public** on the YOUTHKA website - one for small businesses and the other for farms. In addition, an introduction to freelancing was published there.

The first part of the OSS involved the **reintroduction of summer jobs for secondary school pupils and students**. The Youth Cooperative was a service that had enjoyed a previous existence in the municipality, but had lain dormant for around two decades. In its heyday, it provided a link between local companies, enterprises and firms and young people wishing to make a little money during the summer holidays. The main idea behind its reactivation was twofold: to revive its function as a municipal employment agency for summer positions while at the same time getting information from companies on the

⁴⁵Author of the subchapter: Dragana LUKIĆ- BOŠNJAK (Municipality of Kanjiža)

profiles of workers they were seeking, and matching those to local youth. Fifty-eight young people registered and began looking for jobs, of these; only half accepted the jobs offered. This outcome was in keeping with our concept of **easing youth into the labour market** so that they would get an idea of what employment actually feels like - for themselves and their own parents as well - leading then to be more appreciative of their home lives. It also allowed them to **contribute to family finances and enjoy greater independence**. They began to discern the differences between jobs, employers and work conditions, which helped them to consider in greater depth what they wanted to achieve, in terms of studying or starting their own businesses.

This service will **continue to operate in the future**, because youth that gained employment through it, their parents and the wider community found it very useful and constructive. In light of the experience gained from the implemented activities, we learned how to improve our marketing campaign, where to advertise to achieve the furthest reach, how to contact potential employers, and what profiles are most sought after in the summer period. In the future, marketing will start earlier and be conducted in local schools; other groups will be notified via local media. Employers will be contacted personally and asked to provide information on their needs beforehand so that interested pupils and students can start searching for jobs immediately.

The **business guides** published on the website of the municipal Youth Office and shared on social media accounts were a result of interactions with the users of the OSS. Apart from those pupils and students looking for temporary employment, some young people had questions regarding the setting-up of their own businesses. That is why our thematic expert prepared business setup guides for small businesses and registered farms. These documents are short, comprehensive, and made in cooperation with accountants, tax and legal experts. They cover every administrative step needed to start a business.

Recommendations

In a municipality dealing with emigration, it is of little use to have a One-stop-shop in the sense of providing information on emigration. People set to go have already done their research and consulted people with concrete experience that had already gone through the entire procedure. Immigration into the municipality is miniscule, and usually happens through marriage, so people know what procedures are necessary. The only type of One-stop-shop service that can be useful is one that **helps potential young emigrants by offering**

free assistance on business related matters and access to the network of related experts and administrative workers within various administrative units.

The OSS activities implemented within YOUMIG are partially adequate for the needs of the municipality, as they **tackle the problems local youth face - unemployment and a lack of opportunities - but the pull factors of life abroad are still dominant** and will require a large-scale intervention beyond the possibilities of the municipality.

The town administration needs to realise that **young people often do not have a good impression of the services they provide, and that alternatives might be effective**. Good, tailor-made projects in relation to youth are very important for emigrant communities as **they show that efforts are being made to keep them, that they are important, and that they may be successful if they stay in their hometowns**. It is advisable for the future of the **municipality to establish an office** in which **bilingual staff** assist those who wish to start or improve their **businesses**. The staff should be in contact with various experts in order to facilitate processes for their users. Apart from this administrative role, they should maintain contact with the **Youth office, the Youth Cooperative, the Department for Local economic development, SME counsellors**, and any and every body that can be of use in their daily work. The information gathered in the OSS should be shared with the aforementioned bodies and their further operation will take that knowledge into account as well.

Finding the right people for the job might be the most important factor. They have to be interested in the topic, and it would be good if they had travelled and had experience abroad, before deciding to come back. This perspective is very important in their communication with services users. They have to be positive, eloquent, internet savvy, proactive and imaginative.

This kind of approach could be what is needed for young people to regain faith in institutions and to actually motivate people to turn to such services for assistance.

Legal competencies in administrative issues related to youth migration

The main **areas of intervention** where the **municipality** or the **central government** has legal grounds for action can be seen in detail in the table below.

Issues that can be dealt with at the local level include:

- Registration of change of marital status
- Registration of the birth of a child
- Registration of vehicle purchase

- Paying local taxes which include administrative, communal, property taxes
- Enrolment to preschool, primary school, local secondary school in the respective institutions

Other administrative issues that can be dealt with locally, but are national level competences are:

- Obtaining or renewing an ID card, passport, residence permit, registration certificate
- Obtaining or renewing a driving license
- Registration or change of residence

Table 1. List of typical administrative issues for young immigrants / returning migrants

YOUMIG Local policy competencies – extra information request by the LP, 22 January 2019

**List of typical administrative issues for young immigrants / returning migrants
(Based on questions A/8 and B/8 in the small-scale survey)**

Main categories	Concrete administrative issues	Municipality competencies (please specify the department)	Central government competencies (please specify the institution)	Remarks:
Official personal documents	Obtaining or renewing an ID card, residence permit, registration certificate		Ministry of the Interior, police administration Kikinda, police station in Kanjiža	Everything is done locally by the user, then checked and sent back from Belgrade
	Obtaining or renewing a driving license		Ministry of the Interior, police administration Kikinda, police station in Kanjiža	Everything is done locally by the user, then checked and sent back from Belgrade
	Registration of change of residence		Ministry of the Interior, police administration Kikinda, police station in Kanjiža	Everything is done locally by the user, then checked and sent back from Belgrade
	Registration of change of marital status	Department for General		

		Administration and Joint Services		
	Registration of the birth of a child	Department for General Administration and Joint Services		
	Registration of property or vehicle purchase	Local tax administration for vehicles	Ministry of Finances- Tax Administration and Republic Geodetic Authority for Property	
Work	Receiving a work permit		Business Registry Agency	To start a private business, a person visits the Local Economic Development Department, which forwards the documentation to the Business Registry Agency
	Founding a business		Business Registry Agency	
	Receiving support in finding a job		National Employment Agency- Local branch	
Taxes	Obtaining a tax identification number		Ministry of Finances- Tax Administration	
	Paying income taxes, receiving a tax refund		Tax Administration	
	Paying local taxes (please specify what taxes)	Local tax administration		Local administrative, communal, property taxes
Healthcare and social transfers	Obtaining health insurance (or access to public healthcare services)		Pension and Disability Insurance Fund	
	Receiving financial social assistance (of any kind)		The Ministry of Labour, Employment, Veteran and Social Policy	Financial aid is provided through the National Employment Agency and the Centre for Social

				Work
Education	Enrolment to preschools	to	Preschool institution	
	Enrolment to primary schools		Elementary school	
	Enrolment to secondary schools	to	Secondary school	
	Enrolment to vocational training	to	Local secondary school, educational institutions other than schools	
	Enrolment to university	to		State or private universities
	Nostrification (recognition of an education certificate issued in another country)			The Ministry of Education, Science and Technological Development
	Language learning (subsidised)		Informal education institutions	
<i>Other</i>	<i>Please add other issues if relevant</i>			

CHAPTER 4

BETTER COOPERATION BETWEEN POLICY ACTORS⁴⁶

4.1. Transnational cooperation schemes between municipalities⁴⁷

Youth migration is a transnational phenomenon by nature: every migrant departs from 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 at testing **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: where young migrants arrive at, or depart from
- 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 was to observe good practices for tackling the challenges of youth migration, and to create a practical guide for other local communities in Europe with similar migratory profiles and challenges. At a local level, the acquired knowledge was intended as the basis of a local strategy to manage the impacts of youth migration.

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

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

⁴⁶Chapter 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*.

⁴⁷ Author of the subchapter: Vesselina DIMITROVA (Burgas Municipality)

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 implementation of the visits, and provide general guidelines for reaching conclusions from the project's perspective.

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

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

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

- Local strategies for collecting useful data on migrant groups coming to or going away from the municipalities, and data sources for local access and use (registers of local/national authorities or institutions, local or national surveys, research)
- Recommendations 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 the recent years, and their results
- Innovative migration management measures for further implementation
- Information available about young migrants' attitudes and needs in relation to local administration, (e.g. concerning their administrative obligations, satisfaction or

conflict 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 between local governments: the experience of Kanjiža⁴⁸

Study visits may be the **most powerful tool for the exchange of experiences that local self-governments possess**. Connecting to the towns/municipalities that have to deal with similar issues and finding and applying solutions is of much more use than reading thousands of pages and theories on a given challenge.

The first study visit Kanjiža made was to **Heidenheim, Germany**, which is a settlement where most of the municipal population emigrates. Unfortunately, there was no meeting with the town officials. This could have been due to language barriers, but also because of internal procedures in the local town hall. It would have been very valuable to speak with the representatives of the town and find out what effects immigration has on their infrastructure, health and social services, education, etc. There were some **conversations with the people that emigrated from Kanjiža**, but they were also reluctant to open up about their reasons for emigration, their status in their workplaces, school life and language barriers. No other attempts were made to establish contact with the town leadership or the emigrants.

However, the other study visit was a complete success. The municipal representatives visited the **Maribor Development Agency**, a project partner that had a similar pilot project. The Agency itself is concerned with the support and education of entrepreneurs and **operates a co-working space**. As a regional body, it is responsible for the coordination of regional development activities. It has experience in the development of clusters and networks, creation of regional info systems, internationalisation of SMEs, as well as in FDI activities, supporting young entrepreneurs/start-ups, tourism development, the development of creative industries and the development of rural areas.

⁴⁸Author of the subchapter: Dragana LUKIĆ-BOŠNJAK (Municipality of Kanjiža)

As their pilot consisted in supporting young entrepreneurs and start-ups within an existing co-working space, it was useful to see the kind of network they offered their users. Apart from the training and workshops that the Agency itself provides, they have a strong network of collaborators who are all relevant experts on business and administration related subjects. It was good to see how the **different organisations cooperate in order to assist young entrepreneurs**. Wonderful and efficient projects were presented that are funded by the state and that offer an overall education and practice for beginners.

During the visit, we met people who think in a very similar way to us, who have had positive experiences of actions our municipality is currently aiming to deliver, and during the two-day visit, we soon made unofficial plans for cooperation. As our municipality is very active concerning projects, we know how important it is to network. Many partnerships have been forged from projects and the recommendations of partners.

Being **hosts** to a study visit was also very valuable. Our partners from **Graz** gave us very good ideas concerning the direction we could take not only in incentivising our young citizens to stay, but also in becoming something more than a small town with a co-working space. We were given recommendations on the ways in which we could make the municipality a place that will attract others. Having someone see the potential we have from a different perspective has led us to consider new directions.

Recommendations

In conclusion, **open, self-government cooperation** with other settlements to bring about development depends on the decision makers and operatives in the given administration.

Participation in various projects always provides opportunities for further cooperation between self-governments and municipal institutions; also for the **expansion of the partner network** when partners recommend an organization for its reliability and capabilities.

Communication, knowledge and best practice exchange are key to long-term local development, the enhancement of capacities and the acquirement of new perspectives on potentials.

4.3. Multi-level governance cooperation schemes and policy recommendations⁴⁹

Multi-level governance (MLG), as defined by the European Union's Committee of the Regions⁵⁰, **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.

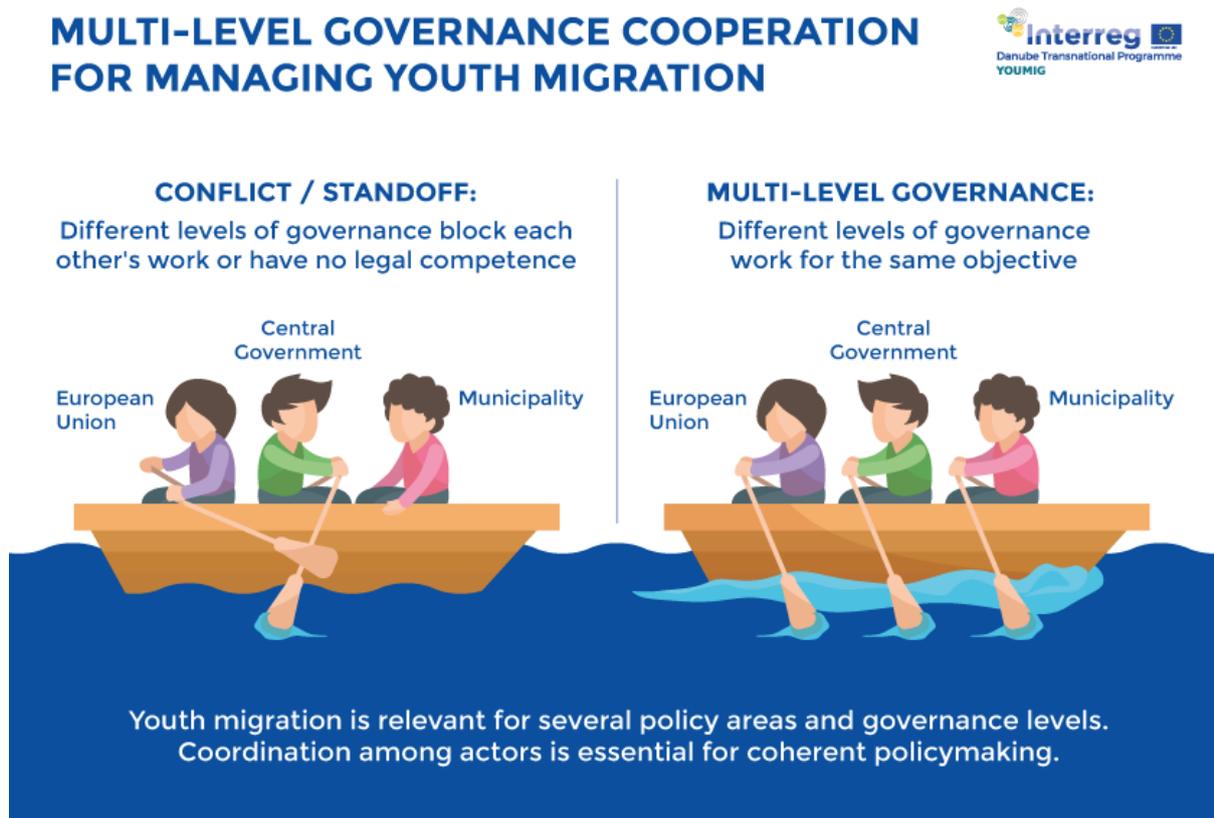
Through building multi-level governance cooperation schemes, **the YOUMIG project aimed to facilitate cooperation between different levels of governance** while providing a testing ground for knowledge exchange mechanisms. The activity outputs presented the modalities of cooperation between national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

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

⁵⁰ 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.

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

Figure 10. Multi-level governance cooperation for managing youth migration



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

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

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

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

To provide a framework for the project's implementation, two types of workshops at the national level were organised in every participating country, attended by YOUMIG-partners from the same country as well as the relevant national stakeholders who - in view of their knowledge and experience - contributed to the elaboration of the issues reviewed. First, The **Ambition Setting Workshop (ASW)** served to map existing knowledge and competencies, evaluate the current cooperation practices and define the need for and possibility of improved multi-level governance cooperation for selected indicators (core and local) and identified policy cases. The ASW exemplified how to establish channels of cooperation between the institutions concerned. Next, **The Vision Development Workshop (VDW)** facilitated the discussion and finalisation of the national-level policy recommendations, drawing upon the ASW results in addition to the experience of cooperation throughout the project's implementation. Two areas of intervention were included: actions geared towards improvements in the availability and quality of indicators, as well as those intended to tackle policy challenges on youth migration at different governance levels.

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

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

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

Improved consistency among the national, regional, and local plans - For example, the Slovenian report proposes that different levels of government - each making a significant contribution to regional development agencies - share responsibilities in providing services related to migrants, arguing that such a provision is of strategic importance beyond municipal borders. Romania's report puts forward two parallel policy strategies related to the development of a multilingual local administration, which could represent a step forward in relation to the return migration option. Serbia's recommendations include the institutionalisation of the YOUMIG small-scale survey at the municipality level. This measure would provide essential data that strategically addresses youth migration issues and their management. Moreover, it would create opportunities to develop local strategic documents in line with adopted national strategies.

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

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

of cooperation in statistical offices and research institutions, as well as among political stakeholders to improve the quality of data collection.

Establishing tools that enable a better understanding of migration issues, and continuous monitoring and subsequent evaluation of results achieved - As one of several suggestions related to improving statistical accuracy, Hungary proposes the creation of an integrated statistical database that is able to use both primary and secondary sources, where determinants of the population will be available in a longitudinal approach. To achieve this goal, the long-term cooperation of different institutions is necessary, especially at the national level. For the improvement of data collection on migratory flows, especially return migration, Romania recommends that various national level institutions conduct micro-censuses at regular intervals. Smooth collaboration between national institutions would contribute significantly to the provision of decentralised data for municipalities interested in quality data. The Serbian report proposes improvements in the quality of existing databases and the establishment of new ones, such as the YOUMIG Data Toolkit, specifically, in relation to the coordinative role it has played in the statistical system of the Statistical Office of the Republic of Serbia.

4.4. Policy recommendations for multi-level governance cooperation in Serbia⁵¹

The national YOUMIG partners in Serbia as well as the national stakeholders concluded that the following policy recommendations at the national level could improve modalities of cooperation between national administrative bodies, statistical offices, research institutions and local municipalities to better measure, evaluate and manage the causes, patterns and impacts of youth migration:

1. Enhancement of the legal framework and ratification of necessary interinstitutional cooperation agreements in order to improve the management of youth migration

Contemporary migration flows management presupposes the existence of an organised national system that clearly defines the migration policies of the state, represented by a precisely formulated strategy for migration management. Such a strategy is determined by the creation and definition of a legal and institutional framework needed for

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its implementation, as well as a mechanism for efficient coordination of all relevant actors vital for creating and implementing migration policies.

Therefore, it is vital to **provide a coherent legal framework harmonised with EU regulations that facilitates communication among the producers of migration related statistics**. Improvements would need to take into account its revision and harmonisation in relation to relevant international human rights standards, labour rights and the prevention of discrimination on any grounds in order to assure that its implementation is *rights-based, age- and gender-sensitive*. After consulting local authorities and local governments, it would be necessary to develop and implement specific national and local migration policy frameworks (legislation, action plans, strategies and institutional structures) as a means of dealing effectively with the challenges and conditions of migration, as well as the needs of the migrants themselves. In such a way, the allocation of sufficient human and material resources for the cited legal acts would be assured, and the full potential of youth migration could be realised to create a win-win situation whereby it would be possible to support youth associations and involve them in social flows by means of consultative dialogue.

In general, the creation of interinstitutional agreements should cover the entire policy making cycle allowing legislative process flows to be clearly traced. It is essential to facilitate outcomes of consistent quality that correspond to social needs.

2. Presentation of the survey to interested municipalities as an example of good practice and a means of supporting its implementation at the local level

YOUMIG's Indicator list can serve as a basis for monitoring youth migration flows and the contexts in which they occur in the countries of the Danube region (16 core indicators). In addition, five new indicators for development were selected, as described in Chapter 2.2. of this Strategy.

Quality analysis of the data obtained from the YOUMIG small-scale survey in Kanjiža (chapter 2.3. of the Strategy), confirmed that **the proposed method is acceptable for the collection of data related to young people aged 18-34 and their households but unreliable for collecting data on employment by enterprises**.

To achieve a sustainable solution and provide necessary data for municipalities that strategically address youth migration issues and their management, the **institutionalisation of this survey is necessary**. Taking into account the competencies of various institutions and the capacities required for the implementation of this survey, it was concluded during the

Ambition Setting Workshop that it would be possible to implement the survey in cooperation with the Ministry of State Administration and Local Self-Government (MSALSG), the Ministry of Youth and Sports (MYS) and with the initiative of the municipalities themselves (those interested in creating local strategies for youth). In the process of institutionalising the local survey, the role of SORS would be to provide a methodology and instruments for conducting the local survey based on the example of good practice acquired in the YOUMIG project in the municipality of Kanjiža.

In early 2019, the Government established the **‘Coordination team for the monitoring of economic migration flows in the Republic of Serbia’** which brings together all the relevant ministries and other bodies, and within these an expert group with the relevant institutions’ representatives that will propose new solutions for upgrading the legislation in the domain of economic migration. At the Vision Development Workshop, another institution was recognized as one of potentially great influence - the Standing Conference of Serbian Towns and Municipalities, which has supported the development of Serbian municipalities for many years.

All these elements form the basis for the elaboration of solutions concerning the development of the legal framework and engagement of the necessary institutions in order to bring about the institutionalisation the survey, as well as to open up the possibility of developing local strategic documents that would be in line with the adopted national strategies.

3. Education and development of local government capacities through the utilisation of specialised databases

Strategic decision making at the local level needs to be based on reliable and realistic statistical data, which must be easily accessible and clear/understandable to decision makers. In this regard SORS has provided a large amount of data (with detailed methodological information) in SDMX format in the dissemination data base on its official website, as well as in other formats - for example, the **DevInfo database** (<http://devinfo.stat.gov.rs/Opstine/libraries.aspx/Home.aspx>), which provides a review of the state and development level of municipalities and contains 180 indicators at the level of municipalities for the period 2010-2018 (currently updated at least twice a year). The DevInfo format allows a simple overview of the databases in the form of reports, tables, charts and maps and is intended for decision makers. In addition, these data are easily exported to other formats (e.g., the YOUMIG Data Toolkit), thus increasing the content display of all the necessary data so that stakeholders at the local level can respond to the

challenges they face. SORS offers support and training in the use of DevInfo databases and all interested parties (local self-governments) can apply to the address of the institute.

One of the results of the YOUMIG project is the **Data Toolkit**, in which all data from the adopted list of Indicators (16 core and 5 additional Indicators) is to be stored - the role of SORS would be to help in regularly updating this data. This activity could be part of an action plan to implement a strategic document at the local level in which SORS would play its part.

4. Quality enhancement of existing databases and establishing new ones in the statistical system with SORS as coordinator

SORS initiated the **amendment of the Law on Official Statistics** in order to provide an adequate legal framework for the development of an efficient, professional, independent and sustainable statistical system. The main aim is to change the status and strengthen the coordinating role of SORS among other official statistics-based stakeholders and providers, to strengthen the position of SORS in terms of its use of administrative sources, as well as to ensure mandatory consultations with SORS in establishing new administrative sources or changing existing ones. It is necessary to improve levels of cooperation with other producers of official statistics as well as adapt administrative data sources to the needs of the methodologies applied.

Regular updating of the **DevInfo** database on local development and municipality profiles, and the planned creation of the **Open data portal**, which will enable the exchange of all existing data in the official statistical system available to municipalities, constitute a move towards 'easy access spots' where municipal data can be easily obtained.

Establishment of the Central Population Register (CPR) The Government of Serbia has adopted the Bill on the Central Population Register. In 2019, the CPR aims to connect 18 administrative records and 5 databases. In addition, the Government has established the Coordination Body for Migration Monitoring and Management whose purpose is to monitor economic migration flows in the Republic of Serbia, and which brings together all the relevant ministries and other bodies.

Two local policies were selected as being central to improving MLG cooperation:

1. Data-based decision making at the level of local government units

The establishment of an online platform for local governments is proposed, in which the exchange of experiences in the field of migration management is facilitated.

In order to stimulate the return of persons currently living abroad, **the establishment of a centre for returning migrants is proposed** (or the appointment of an official, within the

existing local structure, responsible for providing assistance). Complete information on all aspects of returning should be provided, in cooperation with:

- The Ministry of the Interior (issuing personal documents)
- The Tax Administration (paying taxes)
- The Health Insurance Fund (a means by which people living abroad and returning for a shorter or longer period can be provided with health insurance in Serbia)
- The Disability and Pension Fund (years of service acquired abroad)
- The Ministry of Education (simplifying the process of foreign diploma recognition)
- The National Employment Service (providing up-to-date information on job vacancies, and youth self-employment measures)

2. Facilitating youth employment

Since the main reason for youth migration from the Republic of Serbia is economic in nature, due to inadequate employment, difficulties in finding adequate jobs and low salaries, local government measures aimed at facilitating employment are an important element in the process of managing youth migration.

Local governments have an intermediary role in the process of facilitating employment. The state plays a major role in facilitating youth employment. **Local governments should provide information about programmes whose goal is to facilitate employment, and it should be available to all residents of the given municipality.**

Measures that would facilitate youth employment require the cooperation of local government units with the following institutions (and groups):

- The Ministry of Education (diploma recognition)
- The National Employment Service (current job vacancies)
- Private employment agencies (current job vacancies)
- Business entities (their business plans affect the number and structure of staff in the future) - the Department of Economy and Local Economic Development,
- People searching for jobs (voluntary registration on relevant databases and updating data)

ANNEX

Technical guidelines for using the Data Toolkit⁵²

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

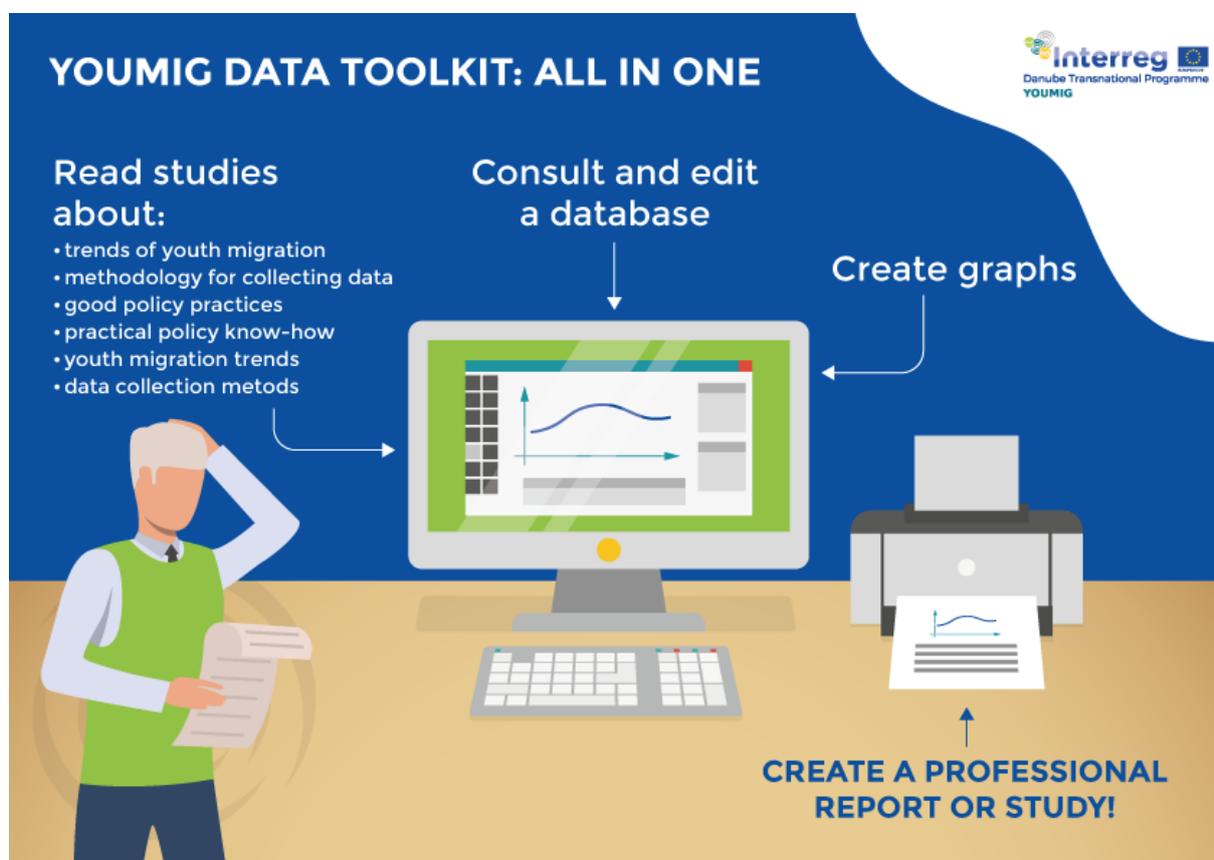
The Data Toolkit enables municipalities to measure and trace local processes independently, even beyond the end of the YOUMIG project. Better use of migration data in strategic planning and decision-making in related policy fields is of utmost importance. Therefore, measuring youth migration and its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

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

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

⁵² Authors of the subchapter: Branislav ŠPROCHA and Boris VAŇO (Institute of Informatics and Statistics, Slovakia)

Figure 11. 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 of a demographic nature. The indicators tied to the area of population dynamics, such as natural increase, net migration and total increase are incorporated. Several datasets on internal and international migration – for instance the citizenship and country of birth of inhabitants, combined with their age and sex, are also presented.

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

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

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

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

Education-related indicators are:

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

- Student outbound mobility ratio

Labour market 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.