



# Interreg



## Danube Transnational Programme **YOUMIG**

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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**MUNICIPALITY OF GRAZ, AUSTRIA**

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

### **Graz, Austria**

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

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#### EDITOR OF THE LOCAL STRATEGY SERIES:

Béla Soltész

#### AUTHORS OF THE LOCAL STRATEGY SERIES (COMMON SUBCHAPTERS):

Vesselina Dimitrova, Elisabeth Gruber, Borut Jurišić, Tamás Kiss, Nataša Kump, Amna Potočnik, Jelena Predojević-Despić, Ekaterina Skoglund, Béla Soltész, Branislav Šprocha, Nada Stropnik, Boris Vaňo

#### AUTHORS OF THE PRESENT ISSUE (NATIONAL AND LOCAL SUBCHAPTERS):

Elisabeth Gruber, Eva Janusch, Doris Kirschner, Otto Rath

#### ILLUSTRATIONS:

Tímea Mária Cseh, Katalin Damjanovich

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## INTRODUCTION<sup>1</sup>

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

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

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

Chapter 3 presents the project's achievements related to local policy design. YOUMIG's researchers collected several existing good practices from other European countries, with the objective of applying them to the context of the Danube Region. Based on these examples and on the findings of the local research, Graz 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 Hungary's local and national authorities are summarised in this chapter.

An Annex presents the Data Toolkit. This software contains all the locally relevant data collected by the YOUMIG project, as well as expert studies and analyses. Local stakeholders can use the Data Toolkit to access all of YOUMIG's results, and 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 SUMMARY<sup>2</sup>

The local activities of the YOUMIG project in Graz show the city is accustomed to developing and implementing policies in the area of migration rather successfully. Graz is a receiving city in terms of migration trends, with a strong economy and excellent opportunities in education, especially at the university level. However, in spite of various municipality-sponsored initiatives, including the development of networks and organisations that provide support and counselling for immigrants, Graz can still do so much more for newcomers from the Danube Region. The following recommendations provide a brief overview of the migration policies – with a focus on the Danube Region – that need to be developed. The focus for Graz, within the YOUMIG project, was on gender issues, which explains why most of the recommendations are gender-related.

### **Enhancing data use and availability**

Although a wide range of data on Graz is currently available, data in certain areas is less clear. These include indicators such as ‘citizenship’, ‘place of education’ (in Austria or elsewhere), migration and health. The indicator ‘migration by age’ exists, but not ‘migration by education’ (measuring ‘brain drain’/‘brain gain’), ‘immigration by legal status’ (type of visa); and data that captures the complexity of migration, such as information concerning languages, is missing entirely (unavailable in the 2010 census), and is currently only available on schoolchildren. Therefore, improving the database is strongly recommended.

### **Including foreigners from EU member states in integration and intercultural policies**

Qualitative research shows that young people with a migration background, no matter whether they are first or second generation, experience discrimination and sometimes hostility, making integration more difficult. Further investment in integration policies, language education and programmes for EU-internal migrants is recommended.

In concrete terms, discrimination can be considered a problem, for example in the context of ‘wage dumping’ and qualified workers in the low-skilled job market (brain waste and overqualification). Local policies and federal policies need to be working together to improve this situation. Social partners might also be collaborators in this effort and also the companies. Small and medium enterprises in particular need support in diversity management in addition to appropriate information and counselling.

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<sup>2</sup>Authors: Doris KIRSCHNER, Otto RATH (City of Graz), Elisabeth GRUBER (University of Vienna)

## **Tapping the unused potential of migrants in the labour market**

Data show that the migrant work force faces greater exposure to the risk of overqualification: In 2014, in total 9% of workers (interviewed in the context of a representative labour force survey) felt they were overqualified, and while 7% of these had no migration background, 18% possessed one. In general, more females felt their employment was below their qualification levels (in total, 14% without and 27% with a migration background). As for first generation migrants, 19% felt overqualified, with 10% from the second generation feeling the same way, although the percentage in this case was significantly higher for women (Statistik Austria 2016). Strategies for tackling overqualification include measures to simplify the process of nostrification (official recognition of international qualifications) and language courses to improve migrants' language skills.

For migrants, the easing of legal requirements in relation to the formal recognition of qualifications earned in their home countries is an ongoing process. Yet many companies do not treat the skills and qualifications of migrants from different countries equally. Improved cooperation between companies in addition to special skill-transfer programmes would go some way to prevent further brain waste.

## **Supporting young women with a migration background on their path to well paid jobs in technical occupations**

There are no data available on the percentage of young women with a migration background being trained in technical fields, but in general, it can be assumed that the portion is rather small. In the Austrian educational system, there is a lack of information about technology-related apprenticeships in families with a migration background. Therefore, further research on the quantity of girls and young women in such apprenticeships, their backgrounds, the specific technical fields they work in, and the influence of their social environment on their choice of employment (parents, community, friends, etc.) is essential.

A clear networking strategy is needed to facilitate communication between the relevant systems with regard to training and apprenticeships. Improving networks in this respect can serve to help young women with a migration background begin technical apprenticeships and in addition provide a solution to what is currently a major problem, namely the lack of professionals in technical fields in the labour market. Therefore, existing networks and the

experience of the YOUMIG collaboration should be fully utilised. One element of this recommendation is the setting up of a 'makerspace' for girls – in this place, girls and young women (with and without a migration background) can become familiar with technology-rich environments. At the same time, it provides a networking space for girls and their families, as well as one for companies, schools and employment counsellors involved in this scheme.

### **Informing university graduates in Graz about opportunities in the city**

In Graz, there are six universities, and the city is a big draw for students in this regard. However, on graduating the majority of them leave the city, which represents a huge loss in skills and knowledge for the local economy. The outputs of the YOUMIG project suggest that incentives should be developed to keep university graduates in Graz, with a focus on women. This can be achieved for example, by providing additional post-graduate qualifications designed to meet the rapidly changing needs of companies (especially in terms of digitisation). Another strategy is aimed at supporting the step from student life to establishing employment and a family (especially for women).



**Figure 1. Countries and cities represented in the YOUMIG project**



## **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, customised multi-level, and transnational cooperation to create local developmental strategies based on improved youth-migration impact indicators, and introduce transnationally tested tools for managing local challenges. As a result, institutions and stakeholders can obtain increased capacities through intensified cooperation.

YOUMIG's work is structured in six work packages (WPs). 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 through elaborating local status quo analyses for local partners (WP3). Through a comprehensive evaluation of the locally available indicators on youth migration, the project identifies shortcomings in measuring local challenges, and elaborates and tests new or improved indicators on youth migration (WP4). At the local level, the project improves capacities for managing related processes by jointly testing and introducing good practices and institutional units, tailored to local needs (WP5). The project concludes with transnationally tested tools for all governance levels contributing to better strategies, policies and services related to the issue of youth migration (WP6).

YOUMIG's outputs are uploaded to

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

## CHAPTER 1

### YOUTH MIGRATION IN GRAZ: CONCEPTUAL AND EMPIRICAL BACKGROUND<sup>3</sup>

#### 1.1. A conceptual framework for studying youth migration in the Danube Region: main concepts<sup>4</sup>

**A focus on youth is central to understanding the dynamics of migration. Over the course of life, the probability of migration is greatest between childhood and adulthood.** Important life events play a role in migration: the start of tertiary education, the end of compulsory schooling, the transition to working life or living in a partnership, or independently. 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. Moreover, in arrival countries, newcomers need to be integrated.

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

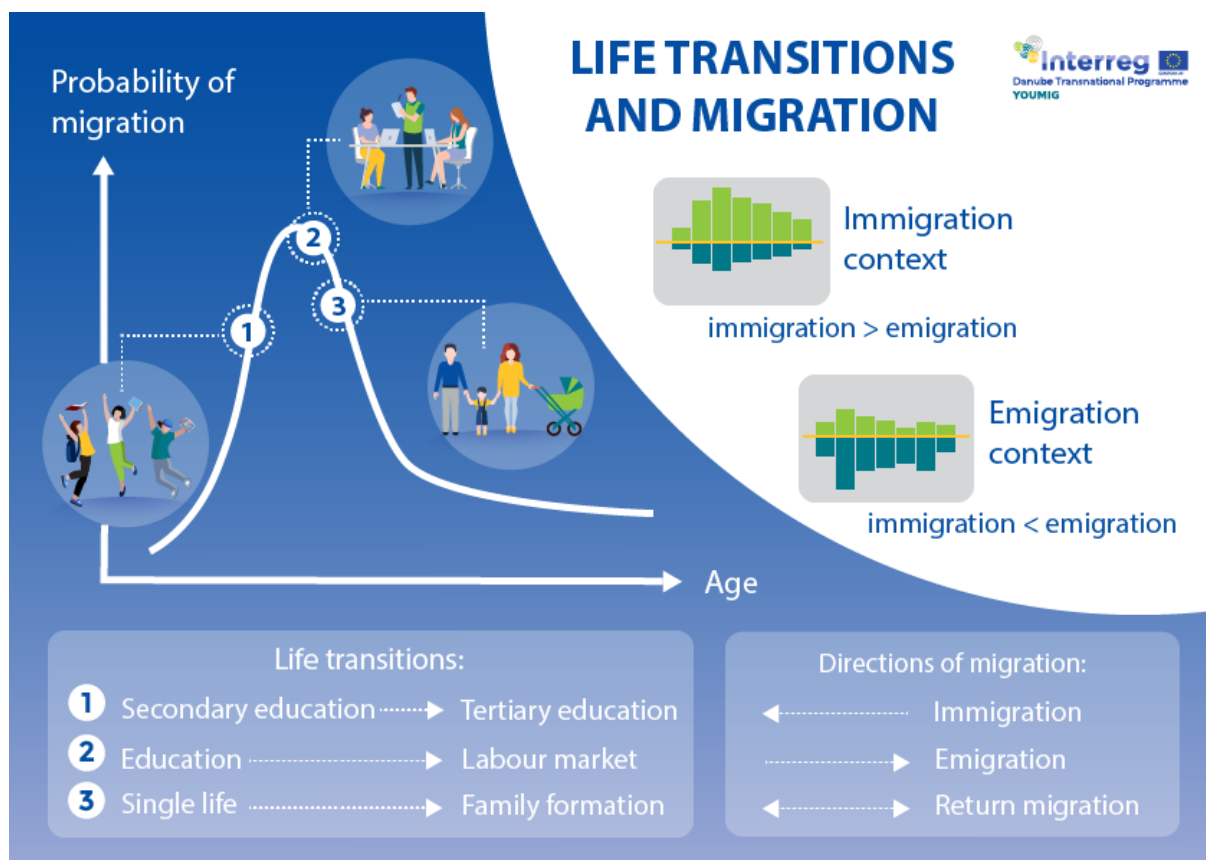
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<sup>3</sup>Chapter 1 is connected to the Data Toolkit through the following expert studies. The 'Conceptual framework for the study of youth migration in the Danube region' and 'Local status quo analyses: methodology and main findings of the comparative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

<sup>4</sup>Author of the subchapter: Elisabeth GRUBER (University of Vienna)

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

**Figure 2. Idealised model of life transitions and migration events**



**There are three important determinants 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 a desire for better opportunities abroad, improved job security and income. Youth unemployment, job insecurity and wage levels are important factors that influence migration. Wage differentials might also attract ‘target earners’ that tolerate over employment for a specific period to buy property on returning.<sup>6</sup> Owing to higher salaries and languages barriers, migrants often accept jobs that require levels of skill below their own.

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

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

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

secondary school or college. Despite the fact that education-orientated migrants are not easy to identify and follow due to different subtypes and insufficient statistical data sources, the number of international university students is observed to be rising<sup>8</sup>. Moreover, most students do not consider themselves migrants and neglect to register. University student mobility can be distinguished between 'credit mobility' (students that take single courses or study for only a few semesters abroad) or 'degree or diploma mobility' (students that go abroad for a whole study programme, such as a master's degree).<sup>9</sup> Student mobility in the Danube Region is strongly influenced by aspirations to improve earnings and career prospects.

**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 globalisation, the relevance of international family migration in terms of emerging travel and study abroad has been increasing. Love migration or the 'transnationalisation of intimacy', plays an increasingly important role in migration decision-making.<sup>10</sup> 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.<sup>11</sup> In general, four types of return can be

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

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

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

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

distinguished: the return of failure, conservatism, innovation, and retirement.<sup>12</sup> 'The return of failure' is characterised by the returnee neither succeeding in integration in the new society nor having enough ties to go back easily to the country of destination. In contrast, the 'return of innovation' describes the returnee as having successfully integrated into the foreign labour market. The person characterised by this type of return subsequently goes back to their country of origin with the financial resources and know-how to effect considerable changes in their social status and that of others in the sending country. Recent studies have focused on the beneficial role of return migrants for economic development.<sup>13</sup> Today, therefore, return migration is seen as a means of bringing back financial, social and cultural capital, as well as importing knowledge. However, in reality, returning – even if initially intended – does not always occur. Often new personal relationships or enrolment to 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 for their return.

**Diaspora networks** offer a potential strategic means to gain from emigration. Expatriate communities play an increasingly important role as 'support actors' in the sending location, but also act as networks for receiving migrants and help in their integration. Nowadays, more than half of UN member states have their own diaspora department.<sup>14</sup> 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.<sup>15</sup> In the modern sense, diaspora networks can lead to better cooperation between new and old

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

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

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

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



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

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 benefits for origin countries in terms of the skills brought home and networks, i.e., a **triple-win**:

- A win for the country of origin
- A win for the receiving country
- A win for the individual migrant<sup>17</sup>

Shifting the focus onto the benefits of migration for the individual is important for future policy development<sup>18</sup>.

## 1.2. Methodology and main findings of the comparative analysis of seven municipalities in the Danube Region<sup>19</sup>

In the framework of YOUMIG, seven **Local Status Quo Analyses (LSQAs)** were carried out by thematic experts employed by local partners. The LSQAs relied on a common methodology, combining qualitative and quantitative methods. Through the LSQAs, researchers aimed to obtain an integrated analysis of migratory, demographic and developmental processes. Figure 3 synthesises the methods and phases of local level empirical research and analysis.

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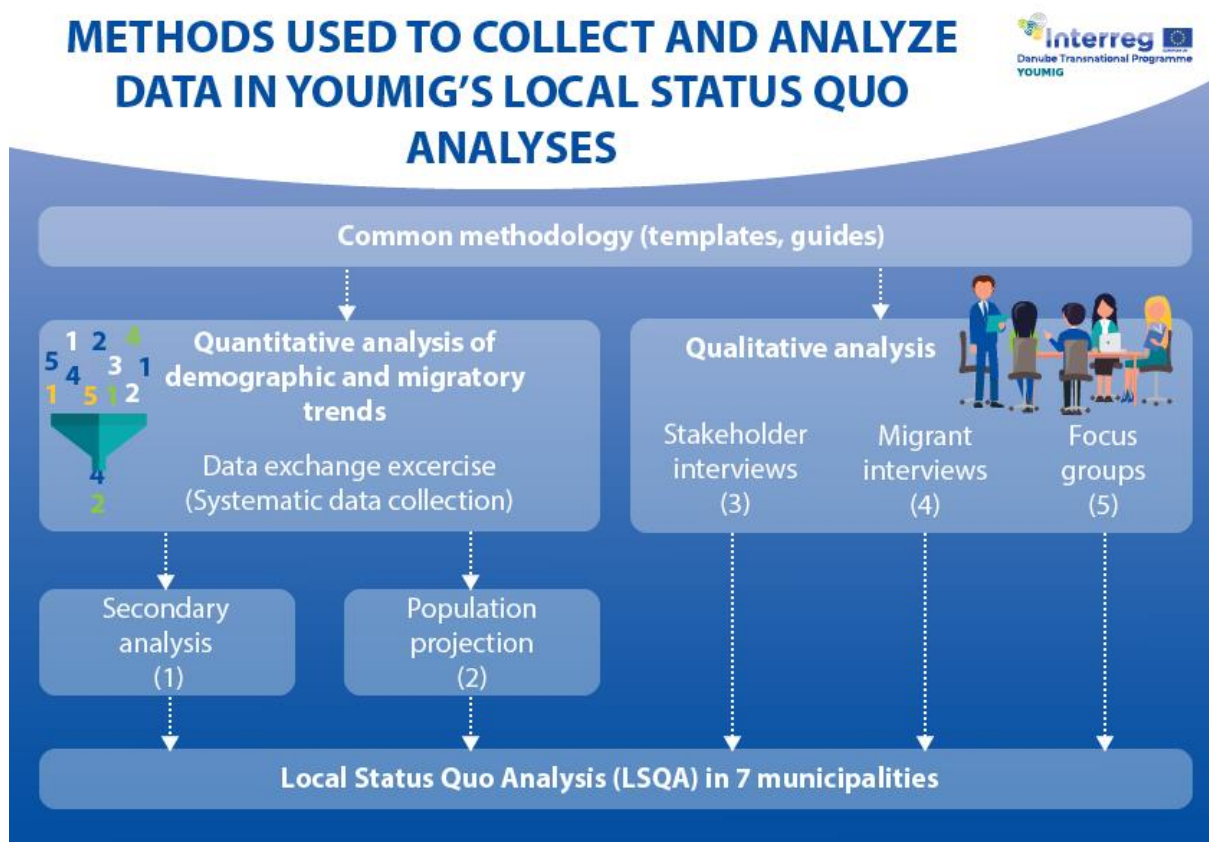
<sup>16</sup>CASTLES, S. (2008) Development and Migration – Migration and Development: What comes first? SSRC Migration & Development Conference Paper No.2. New York: Social Science Research Center.

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

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

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

**Figure 3. Methods used to collect and analyse data in YOUMIG’s Local Status Quo Analyses**



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

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

- Concerning the **developmental positions of the respective countries**, Romania, Bulgaria and Serbia have a semi-peripheral position in Europe, with an emphasis on low value added industries and subsistence agriculture. These are emigration countries<sup>20</sup>, where no major immigration is expected. Slovenia, Hungary and Slovakia have the characteristics of semi-core economies and some parts of these countries

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



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.<sup>21</sup>

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

**Demographic developments** in the project partner cities have certain common characteristics. All of them are facing low fertility rates and rapidly ageing populations; and for all of them, migratory trends make a difference in terms of demographic processes and prospects. At the national level, four types of demographic change can be distinguished. Bulgaria and Romania, both witnesses to drastic population decline, fall into the first category. Serbia would also be in this category, but forced migration caused by the wars of Yugoslav succession increased its population, 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, characterised by dynamic population growth. At the municipality level as well, demographic processes are shaped by internal developmental positions. Burgas, for instance, as a major regional pole in Bulgaria has faced relatively balanced migratory trends. Situated next to high-level outflows, the municipality has been the target of both internal and international immigrants. In contrast, in the cases of Kanjiža and Sfântu Gheorghe, outflows have far exceeded inflows.

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

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

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 large-scale immigration.

3) The **interviews with institutional actors** (stakeholders and decision makers representing important city institutions) were based on a common interview guide. This research phase was aimed at mapping the existing policies focusing on migration and youth, as well as identifying discourses concerning migration and understanding how decision makers connect local development and migration -whether they perceive migration as a threat or an opportunity. Both 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, distinct in terms of educational attainment, gender, family status and type of migration experience (emigrants, immigrants, returning migrants, daily commuters between different countries) were interviewed. Well-educated and middle class background young interviewees were overrepresented, perhaps owing to deliberation over emigration ('brain drain'), which is a crucial problem to be tackled.

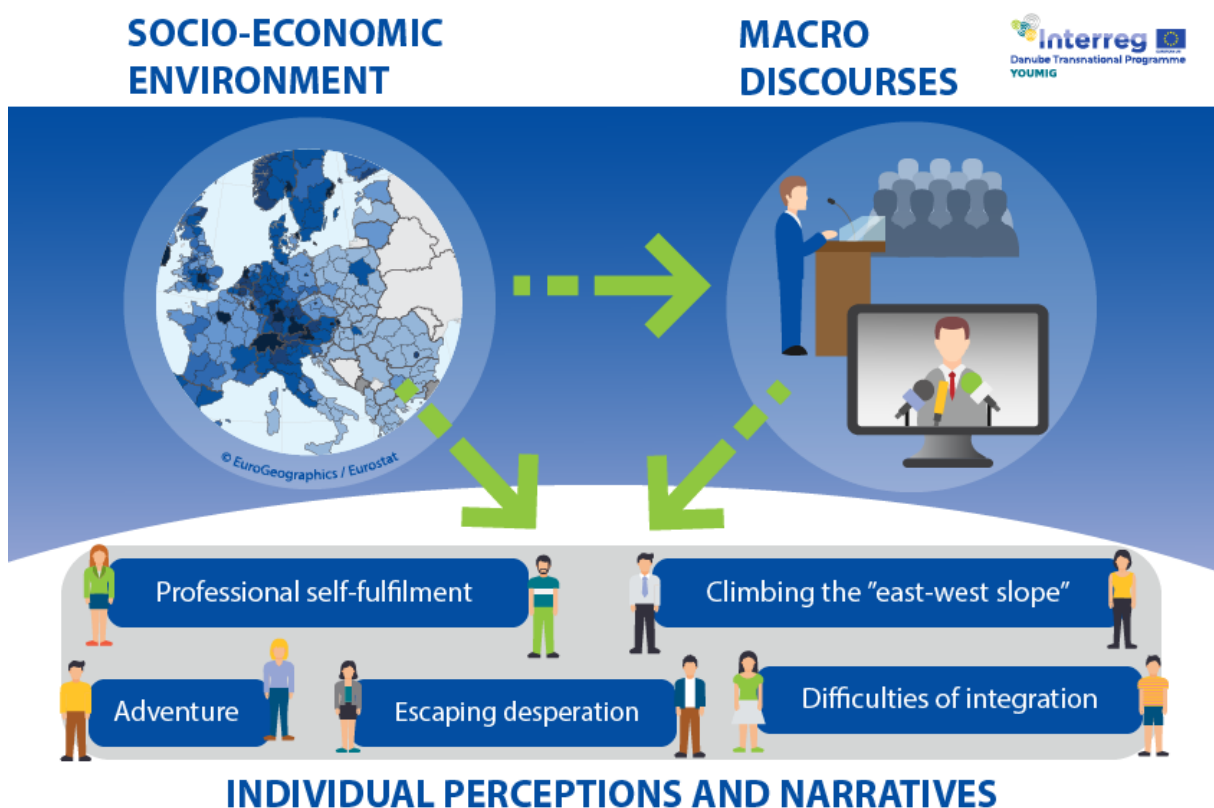
(5) **Focus group interviews** with young migrants followed the individual in-depth interviews. The topic of the talks focused primarily on the participants' experiences, paying special attention to the administrative aspects of the migration process. They were asked about their contacts with the local (and other level) administration, the problems they encountered, and their opinions on the policies employed by the relevant authorities etc. One discussion per locality was conducted, with 6-10 participants in each group. All participants were aged 18-34 with 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 municipality stakeholders with a higher position on the developmental ladder.

The second main thesis was that **young migrants' strategies of self-representation** (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 4. The effects of the socio-economic environment and macro discourses on the individual perceptions and narratives of young migrants**



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

**Macro discourses:**

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

**Narratives of young migrants:**

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

### 1.3. Youth migration in Graz: main trends and lessons learnt<sup>22</sup>

#### **Immigration from the Danube Region – Graz is a receiving municipality**

An attractive location for local industry, offering relatively high salaries and good educational opportunities, Graz represents one of the main receiving locations within the YOUMIG project. Quantitative and qualitative research prove that the strong economy of Graz is a major draw for immigrants from the Danube Region whose numbers in the city have been increasing in recent years. Graz has been a receiving municipality since the 1960s, when the Austrian state signed guest worker agreements with (what was then) Yugoslavia, and Turkey. Today, **minority communities** from these regions – **acting as networks for newcomers** – are established in Graz. In addition, new minority groups have developed, e.g. from Romania and Hungary.

Most people migrating from the Danube countries to Graz fit into the category '**labour migrants**', consisting of workers with different skill levels. **Student migrants**, in addition to their studies, often have jobs in the city. In many cases, young people migrate with their families, but there are also young migrants who come to Graz alone, perhaps looking for freedom and the chance to develop their identities. Besides labour market opportunities, the city also offers leisure activities and high quality education.

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<sup>22</sup>Author of the subchapter: Otto RATH (City of Graz)

The municipality of Graz is experiencing immigration at a very high level, and though other regions of Austria play a part in this, foreign countries are the primary senders of migrants. The inflow of people from other EU-countries and countries of the Danube region is especially high, in the last few years the number of third-country nationals coming to Graz has also increased, mostly due to refugee migration. Most of Graz's migrants are young (aged 20-24). In relation to the Danube countries, a broader range of age groups is visible. **Due to migration, the city is expected to grow at a very high level in the foreseeable future.**

### **Migration selection by age and sex**

Migration is highly selective, e.g. by age. The project's focus on youth is not born from an interest in this group per se, but rather owing to the fact that young migrants represent the biggest migration group – both internationally and regionally in terms of migration to Graz.

The migration data indicates a high concentration of young people both in terms of internal and international migration balances within the city of Graz. Still, a closer inspection shows a higher out-migration of internal migrants in terms of family migration, mainly in relation to suburbanisation. **Levels of international migrants peak in the age group 20-24, but this is less distinct in terms of immigration from third countries**, which might be explained by the importance of labour migration in this particular population. While migration by age differs considerably, **migration by sex is less selective**. Even so, when looking at the sex ratio of incoming migrants over time, some differences can be observed.

### **Migration to Graz: motives**

Migration movement within the Danube Region is driven foremost by economic determinants; however, political factors in the countries of origin can also be a powerful force behind migration. Moreover, the cost of living to income ratio in home countries is a key economic issue mentioned by almost all the interview partners. **Labour migration is therefore the most frequent form of youth migration to Graz**, although other types (e.g. student migration) also exist. However, other factors such as wanderlust and education also play a strong part in the migration process.

During the interviews, a distinction was drawn between highly skilled and educated migrants and those with lower levels of education and marketable skills (including language skills) coming to Graz. In contrast to a general belief that highly skilled labour is needed most in the municipality, the interviews also clearly show that **people with medium or lower levels of education are urgently needed**. It is an important observation that **the Austrian labour**

**market does not only seek highly qualified people**, even though the labour market attracts many people in this category.

## **Overqualification**

Not everyone can build a decent career in Graz, even when well educated. Many young migrants from the Danube Region work below their qualification level, e.g. in tourism. Wages are still higher than in the countries of origin, but from an individual point of view being overqualified in a job can result in frustration.

The lack of unskilled workers and comparatively high salaries in Austria result in many migrants from Eastern Europe working in jobs below their formal qualifications. For the countries of origin, the phenomenon of 'brain waste' is a mid- to long-term problem, primarily due to the phenomenon of 'brain drain'.

**Overqualification is one of the biggest problems for migrants from the Danube Region living in Graz.** Some of the interviewees have also had trouble in other dimensions. In some cases, work conditions lead migrants to feel that they are not only overqualified but also exploited. In this respect, networks can play an important role for many migrants, since newcomers are often unaware of certain information (e.g. on the labour market, insurance, tax issues, etc.). Based on the interviews, improving the availability and awareness of employment and administration-related information for migrants would be a positive step forward on the part of the city.

## **Integrating migrants from the Danube Region**

With regard to integration measures, Graz can be evaluated as a 'good practice' municipality, boasting both an integration department and an integration strategy. Several public bodies in addition to a network of NGOs oversee and help in administering this process, which is partially or completely funded by the municipality whose engagement in this respect takes the form of providing information, support, and educational opportunities, etc. Danube Region countries are not necessarily prioritised as the main recipients of certain measures, since other groups (e.g. refugees and asylum seekers) are considered to be in greater need (e.g. in terms of finding employment, language acquisition, finding accommodation, etc). **From an institutional perspective, people from the Danube Region are mainly perceived as labour migrants that benefit from access to the labour market and decent integration policies.** Nonetheless, it should also be acknowledged that young migrants from the Danube Region often stay in the city for shorter periods than non-EU



immigrants; therefore, they are neither the main recipients nor an interest group in relation to integration measures.

## Language Skills

It is not a given that employment leads to successful integration, as many interviewees confirmed. **Language is considered the most important factor for successful integration.** Many migrants from the Danube Region are known to possess a good knowledge of German, facilitating their integration into the labour market. However, German language skills are not always requisite; since there are many jobs at lower skill levels that require only basic German skills. An employment service interviewee stated: “Only when a young person loses their job or is unable to find one, does the issue of ‘language skills’ become relevant; only when they want to enter the job market again, does ‘language’ become topical again”.

However, companies, especially in the case of employees needing to understand security regulations and work instructions, do expect language skills. Suffice to say, language skills are essential if the migrant is to integrate fully into society.

## Return migration and commuting

Some migrants opt to return to their country of origin at some point, whether they do so can depend on factors including **the political or economic situation in their home countries.** Most of the interviewees still have emotional ties to their countries of origin (family and friends).

## Recommendations

Further investment in **integration policies, language education and employment programmes, including those for EU-internal migrants** is recommended for the city of Graz.

For migrants, **the easing of legal requirements in relation to the formal recognition of qualifications** earned in their home counties is an ongoing process. Yet many companies do not treat the skills and qualifications of migrants from different countries equally. Improved cooperation between companies in addition to skill-transfer programmes would go some way towards ameliorating further brain waste.

In schools, there is a divide in the attainment levels of Austrian children and those with a foreign background. **Certain programmes should be developed that raise the educational level of immigrant children while promoting equality of opportunity.**

**Incoherent information concerning education** can result in **unclear career patterns and opportunities** for young and second-generation migrants alike. This is an important challenge for the City of Graz.

## CHAPTER 2

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

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

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

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

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

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

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

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

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

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

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

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



Europe<sup>26</sup> – defines **statistical indicators** as ‘data elements that represent statistical data for a specified time, place, and other characteristics’.<sup>27</sup> In practice, indicators are simply ‘statistics, or a combination of statistics, that are populated by data [...]. Indicators suggest, or indicate, a characteristic of a system’.<sup>28</sup>

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

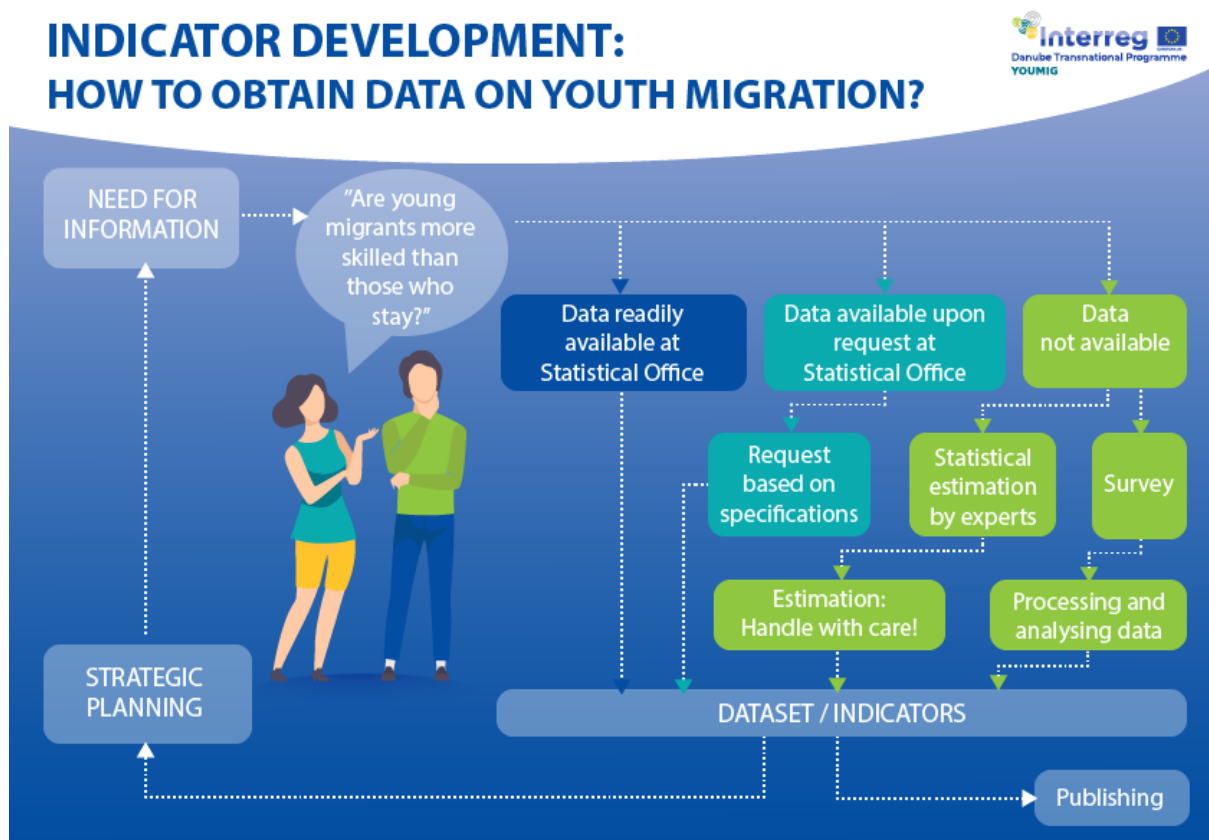
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<sup>26</sup> United Nations Economic Commission for Europe (UNECE), "Terminology on Statistical Metadata", Conference of European Statisticians Statistical Standards and Studies, No. 53, Geneva, 2000

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

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

Figure 5. 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 as follows: 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 (see the Local Status Quo Analyses). The indicators classified 'Not relevant'<sup>29</sup> were removed from further consideration.

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

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

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

*Step 5.* Partner institutions within each participating country gathered information on the 16 ‘Core indicators’. In view of the differences in data availability, up to five ‘Extra’ indicators were added to the national indicator lists. This measure was taken to balance the amount of work across partner countries, and to allow municipality partners to add locally relevant topics not covered by the core indicators. As mentioned above, the data were retrieved from open access sources, provided by statistical or administrative bodies on request, or collected in local YOUMIG surveys. All seven project partner municipalities carried out a local survey in the second half of 2018.<sup>30</sup>

*Step 6.* The resulting sets of indicators were evaluated using a framework for assessing the quality of secondary sources recommended by the international statistical community<sup>31</sup>, adapted to the needs of YOUMIG. For the evaluation, we used the ‘six usual dimensions of quality’: a) relevance; b) accuracy; c) timeliness; d) accessibility; e) interpretability and f) coherence. 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)

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

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

- 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, educational 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', 'intentions 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

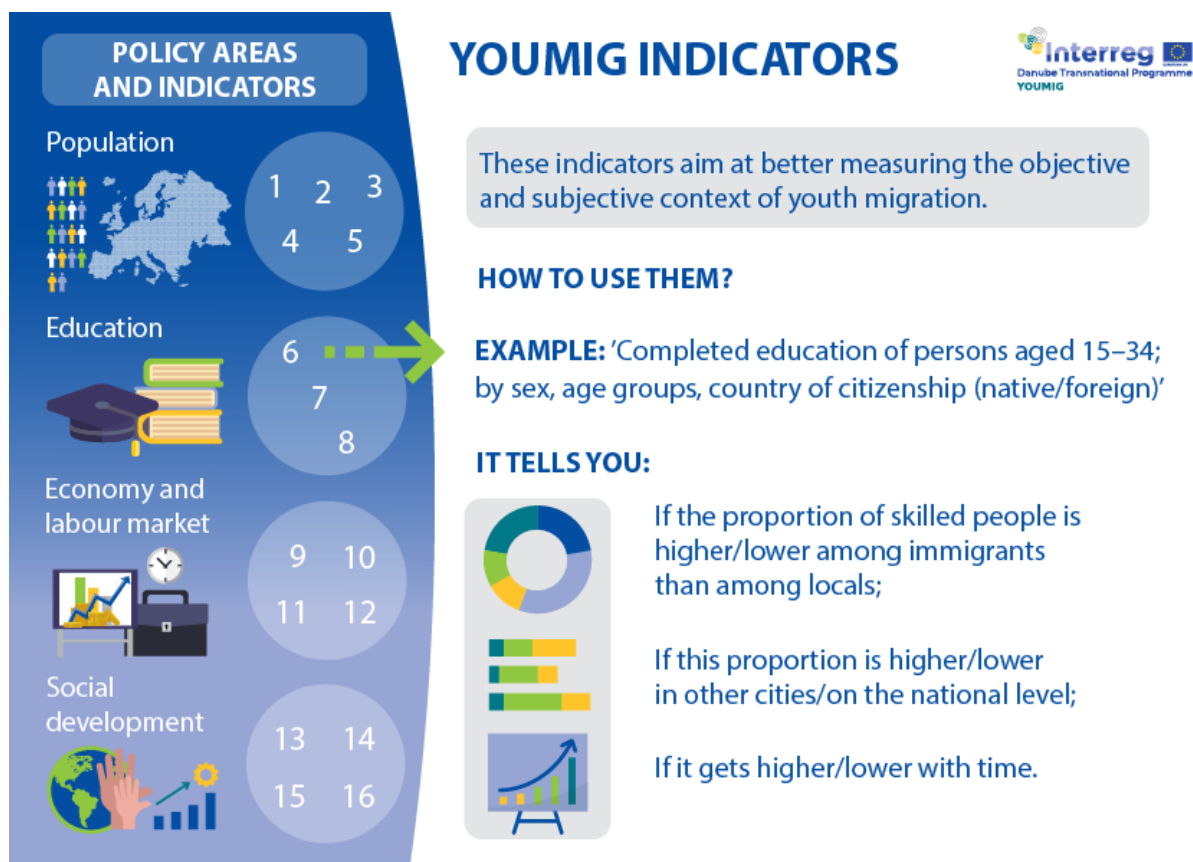
basis from representative household surveys. LAU2 level indicators of this kind should be collected separately within small-scale surveys.

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

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

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

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



## 2.2. Data access in Austria<sup>32</sup>

In Austria, a lot of data on migration exist, since Austria possesses very good population data in general. **Since 2001, data has been collected based on register counting.** A separate register for migration was introduced in the 1990s. Since then, registers (e.g. the central population register, the register on employment or education data) are increasingly cross-linked, allowing the creation and combination of new data.

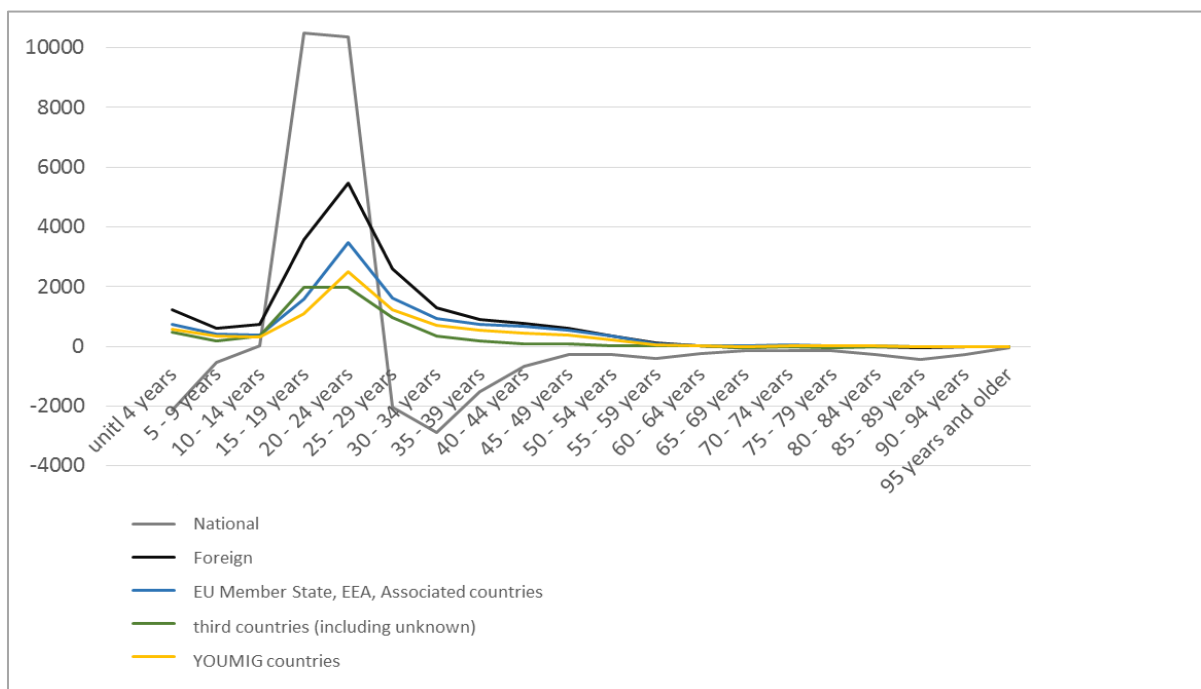
In Austria, data collection in many cases is administered by municipalities, the population census being a good example. **Municipalities collect data on births and deaths in addition to migration data in the central migration register.** This data is then collected by the central statistical office: Statistik Austria, which also provides all registers for data collection. Statistik Austria collects and adjusts data from the different municipalities, as well as providing analysis. For instance, it publishes a population forecast every year and makes prognoses at the regional level.

<sup>32</sup>Author of the subchapter: Elisabeth GRUBER (University of Vienna)

Since politics requires data, bigger municipalities such as **the City of Graz**, usually **have their own statistical offices**, not only for the collection of basic data, but also for its analysis. Therefore, the city collects its own data and ensures that reports on its population are accessible. Since in Austria the federal state is the controlling power in many policy fields, it also has a dedicated statistical office, which receives data from Statistik Austria. The federal state, therefore, has a wide range of data to draw on in relation to policy formation and implementation, etc. Besides the official data collected by the statistical offices, other institutions collect and analyse data, such as the employment office (AMS), the chamber of commerce (*Wirtschaftskammer*), and so on. The different data is not usually shared, since in general, stakeholders have their own reasons for collection. Therefore, collaboration by different agencies can be quite limited.

Concerning migration data, generally, a lot of data at the quantitative level is available – an example is shown in Figure 7. For every municipality in Austria, in- and out-migration by age, sex, citizenship and destination and origin has been available for each year since 2002. Such data provide very accurate statistics on the amount of youth migration in Austria.

**Figure 7. Net migration balance for Graz by countries of origin (groups of countries), 2010-2017**



(Source: Statistik Austria, migration statistics; taken from Statcube)



## Summary: Data needs

While migration statistics in Austria are generally very good, **blind spots still exist** in relation to what is measured. Further, there are general problems that occur within the discipline concerning existent statistics. For example, very often data are incomplete, unavailable or inaccurately interpreted. It is crucial in interpreting migration data to be aware of its limitations and what it might ‘actually’ be showing us. Essentially, **migration data show people’s registration behaviour, which might deviate from the reality of how people in fact reside**. Youth migration, in particular, is said to be largely underestimated. For instance, students do not always register on arrival and many people forget to deregister when they leave a country or a municipality. Although there are several mechanisms for data ‘cleaning’, over- and underestimation can usually be expected. Moreover, the existing databases **are not always suited to capture the real complexity of migration patterns** (e.g. people can be of foreign citizenship yet still be born in Austria; further, migration data often only indicate sums and neglect, for example, high migrant fluctuation).

During the first YOUMIG project workshop on youth migration held in Graz, a list of needs was drawn up in relation to what local stakeholders would ideally look for concerning data availability.

- **Combined indicators:** ‘citizenship’ and, for instance, ‘place of education’ (school in Austria or not), ‘migration and health’; ‘migration by age’ exists, but not, for example, ‘migration by education’ (measuring ‘brain drain’/‘brain gain’), and ‘immigration by legal status’ (type of visa)
- **Data that can capture the complexity of migration**
  - People born in Austria of foreign citizenship and completing compulsory education in the country – how can this be measured?
  - Motivations (reasons for emigrating/immigrating/ returning)
- **More systematic surveys** (e.g. motivations for migration, educational levels, overqualification, etc.) and estimations on quantitative numbers (e.g. illegal migration)
- **Georeferenced data and small-scale data**
- Completely missing in Austria: **Information on languages** (disappeared from the census in 2010); available for school children only
- **Historic comparison**
- **Data accessibility**



Most of the points mentioned, therefore, relate to the statistical offices at different levels in Austria; some of the issues are already being discussed and hopefully will soon be resolved. For example, the combined indicator ‘migration by education’ should be available soon. Generally, an increase in data quality and availability has been observable. Still, new challenges in relation to maintaining high quality data are constantly arising, with new demands on data materials continuously increasing. Over the course of several workshops and in coordination with the YOUMIG partners, three issues were selected, in which the development or collection of new indicators was attempted: 1) settledness, fluctuation and migration selectivity, 2) migration and education and 3) migration and the labour market.

### Unavailable indicators

Besides the needs expressed by the stakeholders consulted within the project, the project consortium also defined a set of indicators to be gathered during the lifetime of the project in order to compare developments within the different countries and municipalities participating in the project. Table 1 shows the unavailable indicators for Austria, which were detected during Activity 4.1. The dimensions of education, labour market and return are also represented in this table, underlining the necessity for new information. Not all of the indicators were able to be developed as listed in the table, simply because no data in Austria are collected for them (e.g. 14, 63, 180). The skill or educational level in combination with migration data, and similarly the stock data on return migration in Austria is not measured and therefore cannot be provided. Most of the other indicators were able to be found during the data analysis, although not all of them are available at the local level (e.g. 71, 73, 107, 123).

**Table 1: Unavailable indicators from the YOUMIG indicator list, defined by the Work Package leader**

	Nr.	Indicator	Partners where needed
1	14	Number of returnees registered, sex, education level	AT, DE, RO, SK, SI
2	51	Completed education of persons aged 15-34 by education levels, by sex, age groups, native/foreign (CoC)	AT, HU
3	53	Student outbound mobility ratio at tertiary level, by sex	AT, DE, HU, RO, RS, SK, SI
4	63	Skill level of return migrants	AT, BG, DE, HU, RO, SK, SI
5	71	[SUBJ] Subjective well-being in the population	AT, BG, HU, RO, RS, SK, SI
6	73	[SUBJ] Tolerance towards foreigners (foreign workers)	AT, BG, HU, RO, RS, SK, SI
7	75	Intentions to migrate within next 5 years, [if possible] intended destination, duration of absence	AT, DE, RO, RS, SK, SI

8	107	Business demography: number of active enterprises, by size, ownership (local/foreign), sector	AT, BG, DE
9	123	Disposable household income per capita	AT, RO, RS, SK, SI
10	180	Work force in health care/Shortage of work in healthcare/Healthcare workforce gap	AT, BG, DE, SK, SI

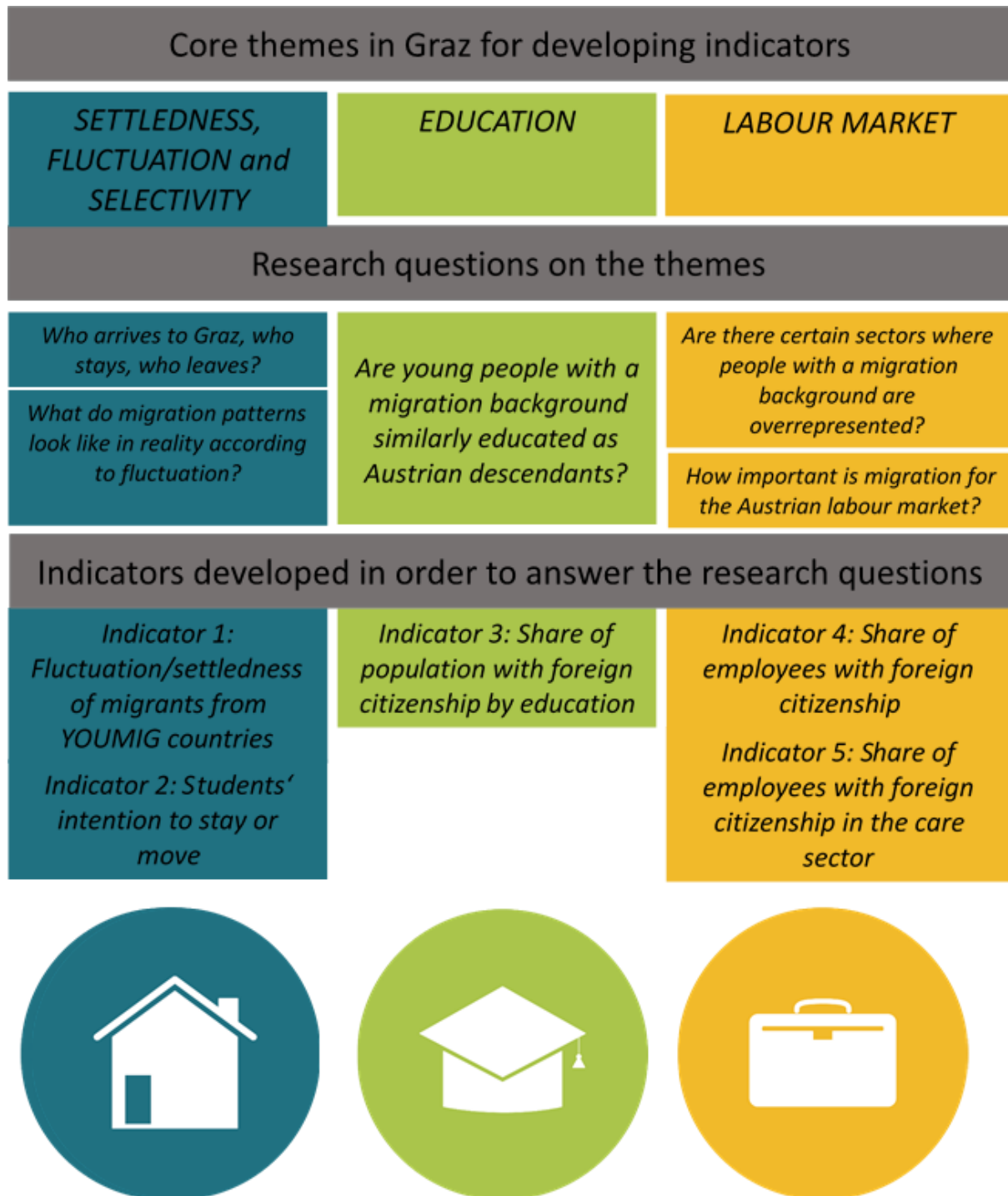
### Development of new project data

During the YOUMIG project, the development of new indicators was attempted in order to bring a new perspective to the issue of youth migration to and from the City of Graz. In general terms, it became clear that migration, and especially youth migration is increasingly important at the level of the **labour market**, in relation to the issue of **integration** and but also at the **individual level** (e.g. of young students).

As already mentioned the **development or collection of new indicators was attempted in relation to the following issues: 1) settledness, fluctuation and migration selectivity, 2) migration and education and 3) migration and the labour market.** These three issues are framed by guiding questions that lead to the development of new or existing indicators (see Figure 8), which were collected in order to answer these questions, being of importance for the city of Graz within the three dimensions.

Some questions can be answered with existing data (e.g. questions on education and – partially – questions on the labour force and settledness) while other questions (e.g. on staying in Graz after studies or intentions to move) are not measured in the existing data sources. In total, **five indicators were developed.** The dimensions can be pinned down in the following questions that ask: Who arrives? Who leaves? Who stays in Graz? (settledness, fluctuation and selectivity) Do similar opportunities for foreigners and Austrian citizens exist in Graz? (education) What is the importance of migrants in relation to the labour market in Graz ? (labour market).

**Figure 8. Core themes in Graz for developing indicators**



Source: own illustration

## **New indicators for Graz and a new perspective on youth migration**

With the development of the new indicators and the attainment of available data, questions focused on 1) Settledness, fluctuation and migration selectivity, 2) Migration and education and 3) Migration and the labour market. The questions focus on the subgroup of young migrants and migrants from the Danube region, more precisely from the YOUMIG countries. Wherever possible, data should be focused primarily on our target group. In many cases, data for the whole of Austria or the federal state of Styria have been compared.

### **1) Settledness, fluctuation and migration selectivity**

#### **Indicator 1: Settledness indicator**

When we look at the migration volume instead of the migration balance, it becomes clear, that more people are actually migrating than the net migration figures would indicate. This means a lot of people are moving in and out of places, suggesting a high level of migration fluctuation. Currently, young migrants show high mobility and in order to establish how high the fluctuation of young migrants in Graz actually is, a new indicator was developed in cooperation with the city department for statistics in Graz. The indicator presents a longitudinal perspective on migration, supporting a more realistic view on the dynamics of migration.

By enumerating every person aged 15-34 that moved to Graz from a YOUMIG country in the year 2013 and checking how many people from the population were still present in Graz on 1 January 2014, 2015 and so forth, the level of fluctuation of the newly arriving population was able to be measured. The indicator shows that **the population tends to settle for a short period only**. Of 3,619 people that arrived in Graz from a YOUMIG country in 2013, only 7% were still living in Graz on the 1<sup>st</sup> of January of 2014.

The indicator will have to be checked further, for instance, for different subgroups and especially in terms of a detailed interpretation. Important questions in this regard are: Why do people register only for a short time? Why do they deregister so quickly? Why do they leave Graz after such a short period? Etc.

### **2) Migration and education**

#### **Indicator 2: Share of the population with foreign citizenship by education**

For the city of Graz, the topic of education is of special interest. In the last few years, the issue of a shrinking labour force has led increasingly to debate on how young people should be educated and whether they are adequately prepared for the labour market. In certain sectors, such as production and manufacturing, labour is increasingly in demand. Yet young

people are showing less interest in the kind of education required for jobs in this field. Moreover, the number of young people completing an apprenticeship has decreased and many young people nowadays aspire to enrolment in tertiary education.

In Graz we can observe a very high number of young people – especially females – with a tertiary degree (university or college) (up to 30%), while many others have no education other than compulsory schooling (secondary school). Looking in detail at migrants with citizenship in any of the YOUMIG countries, we observe a high level of tertiary education (up to 20%), while the number of people that have completed compulsory education only is even higher (around 30%).

Here, data interpretation is complex, since certain limitations also exist. The age group contains a high number of people who are still in the process of education. The educational differences between Austrian citizens and people with citizenship in any of the YOUMIG countries might have several explanations (e.g. poorly informed regarding how the Austrian school system works, parents possessing lower levels of education passing on lower aspirations to their children, undereducated labour migrants, etc.). Moreover, statistical offices in Austria report that the interpretation of data on education is getting increasingly difficult owing to the fact that the educational backgrounds of migrants are often unknown; which in turn is related to the fact that the number of people with unrecognised foreign degrees and qualifications is rising. The interpretation suggests that **people with a migration background are not given the same opportunities as Austrian citizens and that there is capacity to improve the education levels of young people.** In addition, the number of Austrian youth that drop out of the education system after secondary school is a phenomenon that warrants further investigation. In view of the issues mentioned above, future policies in this area need to be developed so that young people are provided with more opportunities to improve their educational and employment prospects.

### 3) Migration and the labour market

#### Indicator 3: Employment by sector

It is worthwhile to turn our attention to the decreasing labour force and its bearing on foreign labour in the Austrian labour market. In the 1960s, the issue of foreign workers started to gain more prominence with the introduction of guest labour contracts. This measure was intended to meet the needs of a growing economy and high demand for labour. Further, the demographic situation characterised by fertility levels below the reproduction level in the 1970s made it necessary for Austria to open up its labour market to foreign workers. For EU workers free movement within the EU market became possible after

Austria joined the EU in 1995. In recent years, labour from third countries has become increasingly important. In some sectors, where a high demand for a labour force is recognised, workers – under certain conditions – can be hired from third countries as well (the Red-White-Red-card). In Graz, **employees holding citizenship of a country other than Austria represent 20% of all employees. Around 7% are citizens of a YOUMIG-country**, which demonstrates the importance of labour from foreign countries in general, and from the Danube Region in particular. The Labour force consisting of foreign citizens shows an overall lower employment rate than that of the Austrian population. This is probably tied (in general) to foreign citizens' relatively lower levels of educational achievement. Overall, university graduates enjoy higher employment rates over the life-course. Lower levels of educational attainment (sub-college/university) may reduce the chances of a person staying employed later in life.

Not only do educational differences exist, citizens with a nationality from one of the YOUMIG countries also tend to be employed in certain sectors: the **hotel and catering sector, construction and the service sector**. In Austria, demand for foreign labour in particular sectors of the economy is very high. The labour force supplied by the YOUMIG regions is driven by the high Austrian salaries relative to those available at home. In the main, the manufacturing, production and service sectors create the greatest demand for foreign labour. **People with a migration background tend to be employed in jobs for which they are overqualified, and more frequently than people holding Austrian citizenship.**

#### **Indicator 4: Self-employed labour by sector and citizenship**

Data on employment generally gives a good overview on the population working in different sectors by different characteristics. Still, additional data are needed to see the full picture. During the project, data on entrepreneurs were also obtained, which in relation to a specific sector – the care sector – is of great importance, particularly with reference to the issue of migration in the Danube Region.

**More than 90% of all entrepreneurs in this sector have a migration background** – and most of them hail from countries in the Danube Region (mostly Slovakia and Romania).

The background to the segmentation is not necessarily one of supply and demand in the conventional sense, but is also connected to the active recruitment of labour by companies. Additionally, the high demand for labour from the Danube Region creates a situation whereby workers from foreign countries fill the positions that cannot be supplied by the domestic labour market. Still, with labour markets and salaries in the Danube Region



catching up with those of Austria, these migrant workers may not be available for much longer.

#### **Indicator 5: Employment by education**

By connecting employment and education, we can observe that people with a foreign background show different levels of attainment in relation to education. Interestingly enough, **people holding citizenship from a YOUMIG country (having only completed compulsory schooling) reach higher levels of attainment compared to Austrian citizens, who show the opposite pattern. In the tertiary sector, high employment can be observed.** In general, Austrian citizens with a university degree enjoy the highest employment rates, at around 80%. The reason why the total employment rate is higher for Austrian citizens can be explained by the higher employment levels of those with tertiary education. One explanation for this could be that companies with degree-level employees provide long-term career paths that both increase job security and lower the risk of unemployment.

#### **Sustainability of the data development process**

During the YOUMIG project, a lot of time was invested in collecting, analysing and interpreting data. Even when data is available, resources for conducting analyses and interpreting existing data are scarce. Many cooperation partners were generous in providing data and helping with the interpretation (and combining) of the data material. However, it is difficult to keep data up-to-date and available on a daily basis. Further, the indicators obtained during the project cannot be made available for a longer period, unless they are integrated into the data analysis programmes of the statistical offices. In general, only data whose ends are political can be collected and produced on a long-term basis. Nonetheless, the project can help in generating ideas based on which the city can make informed decisions on future migration-related policies.

### **2.3. New data obtained from the small scale survey: indicators on students staying in and moving away from Graz<sup>33</sup>**

**It was not possible to obtain all the data from existing data sources. In relation to issue 1) Settledness, fluctuation and migration selectivity, one indicator of interest to the project team – the migration prospects of young students; staying in or leaving Graz – is not measured by national statistics.** To find out more about the potential fluctuation and settledness of young people in Graz, a **survey** among students was conducted to find out

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<sup>33</sup>Author of the subchapter: Elisabeth GRUBER (University of Vienna)

young people's intentions with regard to staying in or moving away from Graz after completing their studies. A total of 423 students from Graz took part in the project's small-scale survey. Students from all universities in Graz and at all levels of study participated. Most respondents were female – only 15% were male. In addition, since more than 60% of students in Graz are female, some interesting results, especially concerning future intentions to move and settle could be gained from the survey. However, it should be noted that the results are not representative of all students in Graz.

### Questionnaire design

The survey was designed to focus on a subgroup of young people that have a high risk of migration or that have already migrated. In total, about 10% of the survey's participants had arrived from an international country to study in Graz, and 50% from a YOUMIG country.

In the survey, the following main research interests are covered:

- Future desires to migrate or prospects of migration
- Plans to spend the future in Graz
- Life quality for students (young people) in Graz
- Living circumstances of students (young people) in Graz
- Attitudes towards migrants in Graz
- Discrimination experienced as a foreigner in Graz

### Results

Most students taking part in the survey came to Graz for study purposes (see Table 2). Most of the respondents are very content with their lives in Graz, indicating a good quality of life.

**Table 2: Graz: original reasons for moving and studying**

Came to Graz for study purposes	327	72.19%
Lived in Graz before studying	71	15.67%
Came to Graz originally for work and began studying later	20	4.42%
Came to Graz originally for a reason other than studies	7	1.55%
Left Graz after school and came back to study	24	5.30%
Commuting to Graz for study purposes	39	8.61%
Other	10	2.21%

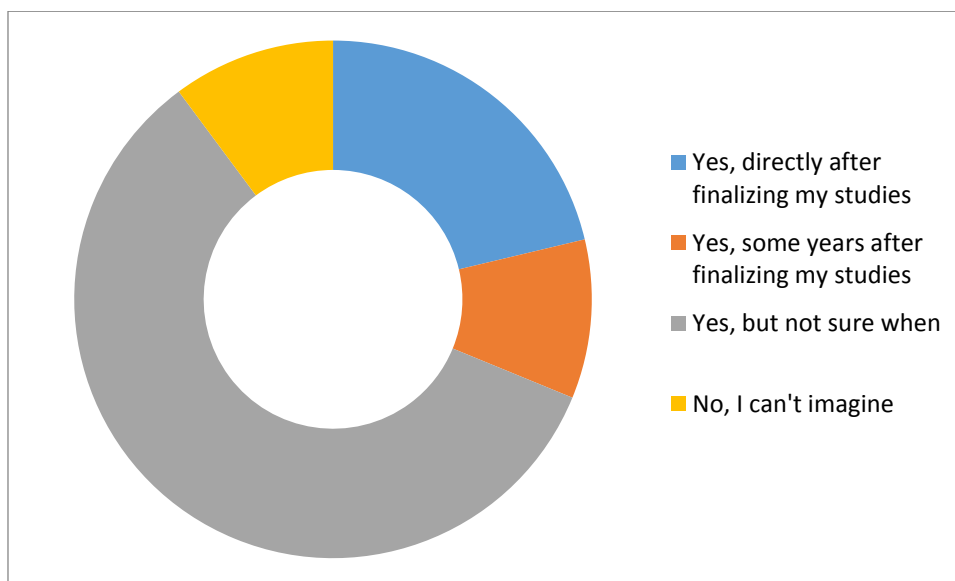
*(Source: Graz student survey)*



### Leaving Graz

Still, a large majority of students can also imagine moving away from the city after completing their studies (almost 60%) – see Figure 9. People who had lived in Graz prior to their studies showed more interest in staying in the city, stating that they could not imagine leaving.

**Figure 9. Can you imagine moving away from Graz?**



*(Source: Graz student survey)*

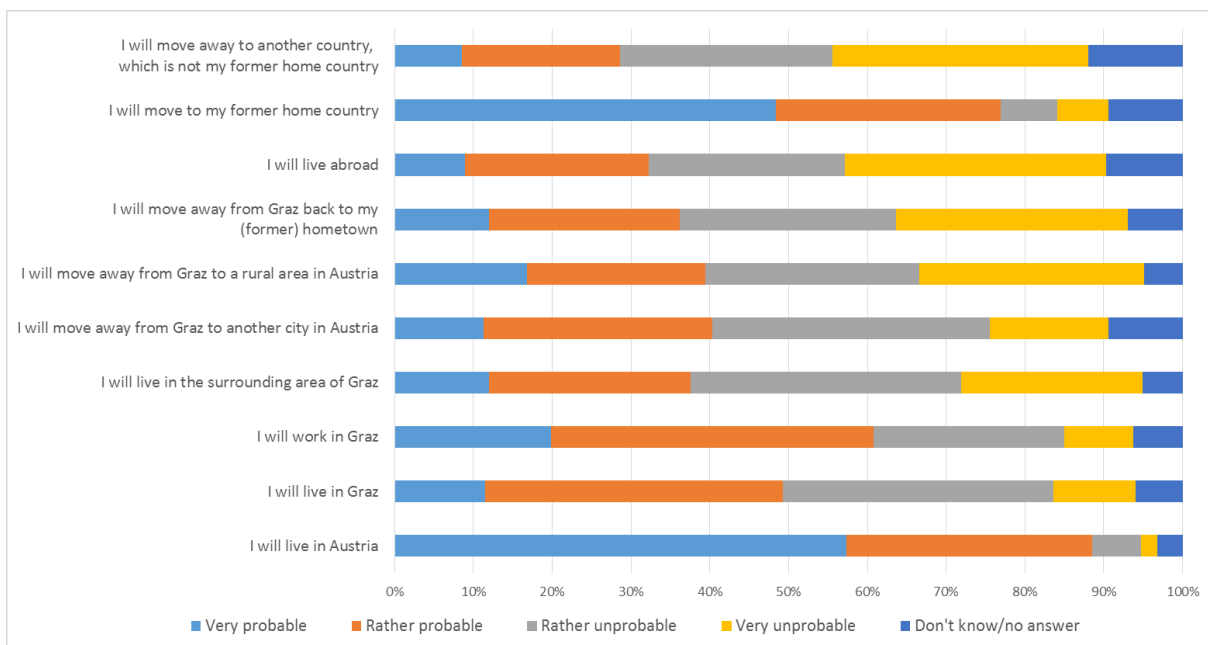
When looking at the satisfaction levels in different domains, it can be observed that two areas – housing and labour – could exert an influence on a person’s decision to leave Graz at some point. Labour market opportunities were perceived as being largely unsatisfactory by the students interviewed, which was somewhat perplexing since labour market opportunities in the city are generally evaluated as being relatively good. People with firm intentions to leave Graz mentioned work as one of the prime reasons for leaving the city. Other reasons were mostly of a private nature, such as family or partners living somewhere other than Graz. **Almost half of the respondents in the total sample could imagine moving to a foreign country at some point after their studies** (see Figure 10) and around 15% had already made plans – with a specific destination in mind – in this regard. Most of the destinations imagined were in European countries, mainly in Northern and Western Europe (Scandinavia, UK, Germany). Outside Europe, the US, Australia and Canada were mentioned most frequently.

**Future scenarios**

Most of the students believe that they will most probably stay in Austria (almost 90%). When looking at students originally from Austria only, the percentage is even higher (see Figure 10). Moreover, the majority of international students consider it probable that they will live in Austria in the future (see Figure 11). However, living in a country other than Austria is likely for around 30% of all students. The percentage is smaller for Austrian students, but it is the most likely option for international students in Graz. According to the survey, returning to the home country is quite improbable for international students, and the scenario of returning to their former hometowns is even more unlikely for most international students.

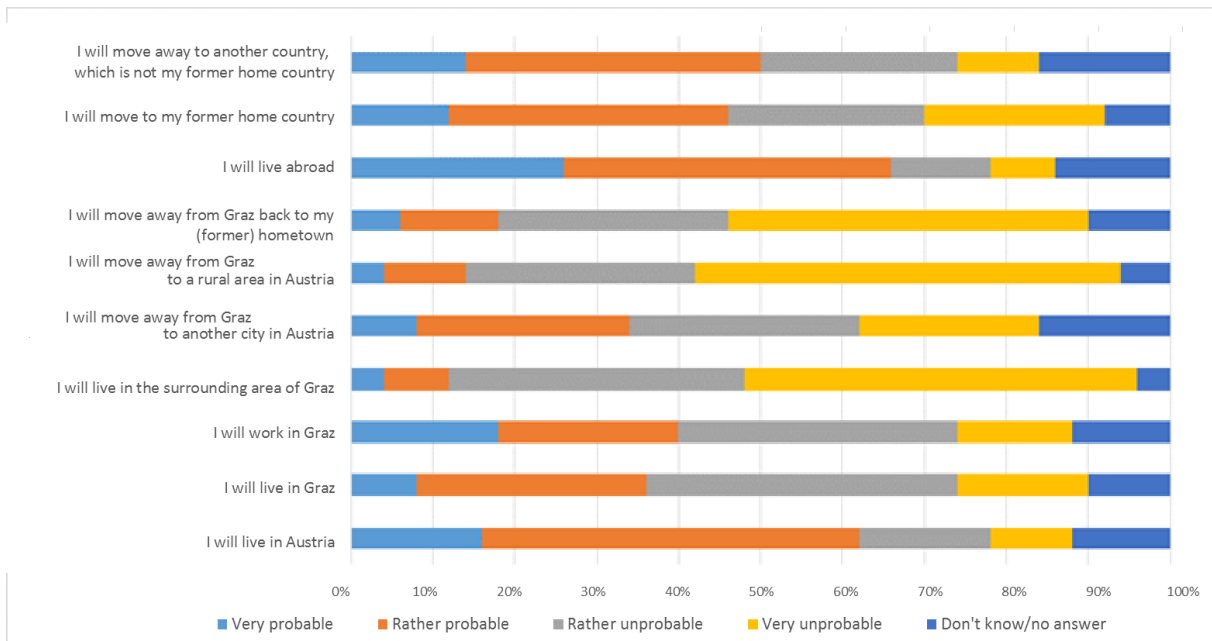
Most respondents (~60%) wanted to start working directly after completing their studies. (A large proportion of the participants were still completing their Bachelor studies).

**Figure 10. Future scenarios (students originally from Graz or other parts of Austria)**



(Source: Graz student survey)

**Figure 11: Future scenarios (international students in Graz)**

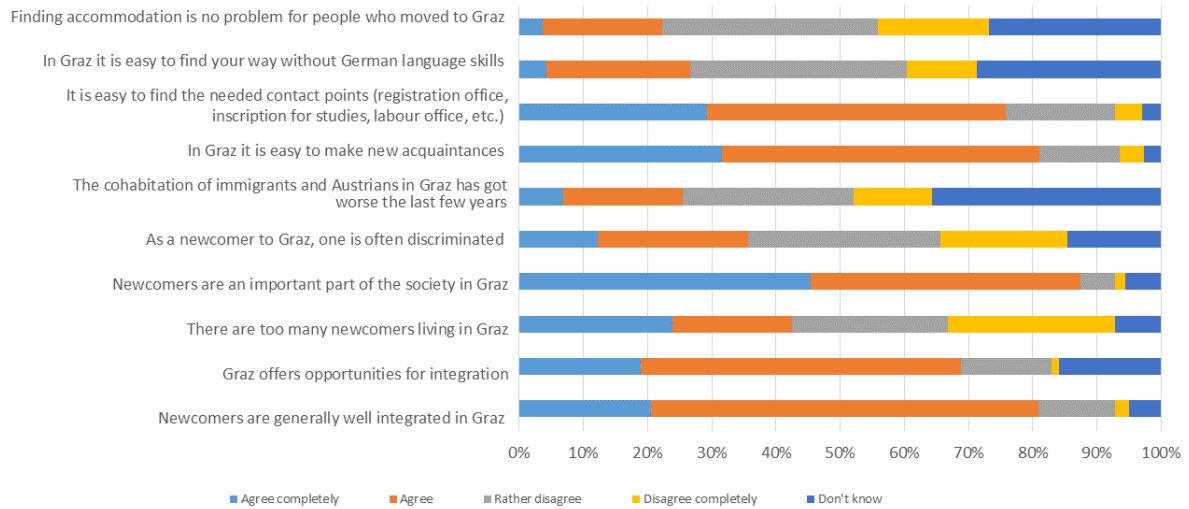


(Source: Graz student survey)

### Perceptions of immigration and integration in Graz

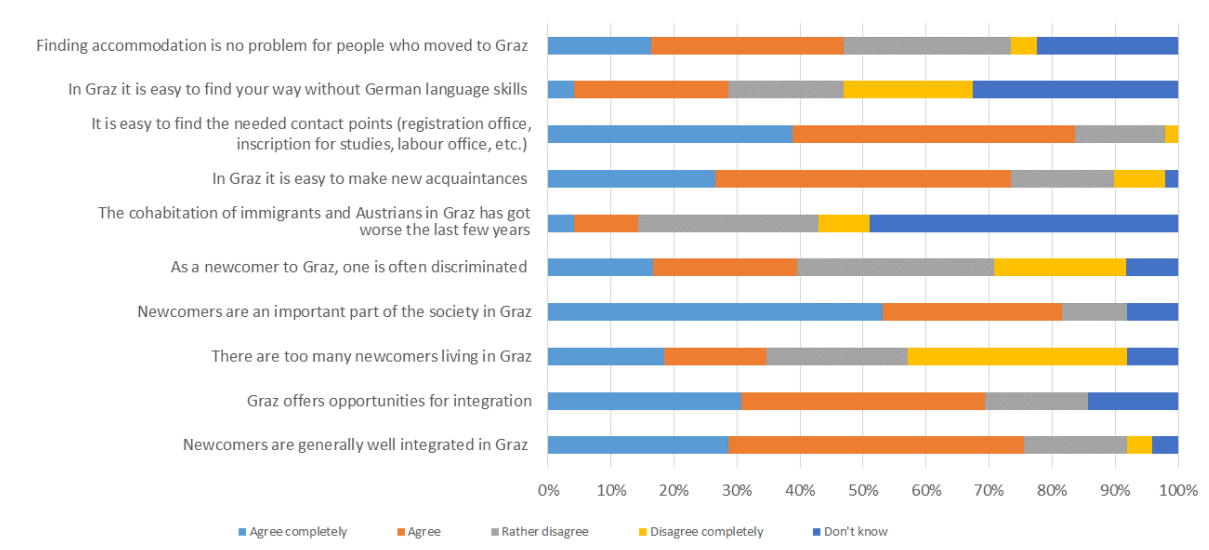
One of the survey questions focused on the students' perceptions of integration and immigration in Graz. In many cases, students were unable to answer certain questions, having no relevant experience, for example: Is it easy to find your way in the city without German language skills? Still, such questions provide an interesting overview of students' opinions. Remarkably, the perceptions of international students and students with an Austrian background do not differ greatly (see Figures 12 and 13). Only in relation to the issue of finding accommodation do international students consider the situation better than that of students from Graz and other parts of Austria. Similarly, international students find it easier to locate important (administration-related) contact points than Austrian students do.

**Figure 12: Perceptions: Immigration and integration in Graz (students from Austria)**



(Source: Graz student survey)

**Figure 13. Perceptions: Immigration and integration in Graz (international students)**



(Source: Graz student survey)

## Recommendations

The development of new indicators has brought a fresh perspective to the topic of youth migration to and from the City of Graz. In general, it is clear that migration – especially that of young people – is becoming increasingly important: in relation to the issue of integration, and at the labour market and individual level.

The data analysis suggests that several issues have to be considered in terms of strategic development:

**The foreign labour force is of central importance to the labour market.** Some sectors show very high **segmentation** of the foreign labour force (particularly labour from countries in the Danube Region). **Therefore, analysis and research on labour force participation by different population sub-groups (e.g. age group, citizenship, gender) is of primary importance.**

In the context of education, the data makes apparent the existence of different attainment levels by population sub-groups – especially by citizenship, which might indicate a need for **actions to promote equality of opportunity** (e.g. in relation to education, labour market enrolment, overqualification) for all residents. With the proportion of foreign citizens in the population increasing, further investment, especially in education will be necessary so that children with and without a migration background can have similar opportunities in terms of educational achievement, learning new skills and career development.

The survey made it clear that **international mobility is considered a genuine alternative** for most young people, which may be indicative of high fluctuation in Graz's young migrant population. Further research is needed in this area and the implications for the city will need to be carefully considered.

## CHAPTER 3

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

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

**Local governments are facing increasing challenges from the inward, outward, and return migration of youth, but they often lack the capacities and tools to cope with such challenges.** In view of this, a collection of good policy practices and actions linked to youth migration was prepared by the YOUMIG project<sup>36</sup>, keeping in mind the different local contexts - namely that some cities are predominantly migrant-sending communities, while others receive more migrants than the number of emigrants they send.

A 'good practice' is a solution to a particular issue that has been tested in practice and positively evaluated. According to the UNESCO model<sup>37</sup> developed for **best practices in immigration planning**, the four main characteristics of best practices are that:

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

The objective of the 'European and global good practice collection of relevant services and actions linked to youth migration' was to provide YOUMIG local partners with a pool of already existing and tested solutions from which they could select one good practice for their local pilot activity. The good practice collection is based on the accumulated knowledge

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<sup>34</sup>Chapter 3 is connected to the Data Toolkit through two expert studies. The 'European and global good practice collection of relevant services and actions linked to youth migration' is accessible in the Data Toolkit in the 'YOUMIG – Main outputs' part through the button *Good practices*, and the 'Evaluation reports of the local pilots' is accessible through the button *Pilot activities*.

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

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

<sup>37</sup>Cited by: PORTUGAL, R., PADILLA, B., INGLEBY, D., DE FREITAS, C., LEBAS, J., and PEREIRA MIGUEL, J. (eds.) (2007) *Good Practices on Health and Migration in the EU*, Final draft, Conference on "Health and Migration in the EU: Better health for all in an inclusive society", Lisbon, September 2007. Original publication by UNESCO - Management of Social Transformations Programme (MOST): *Best Practices on Indigenous Knowledge*. UNESCO, 1999.

and experience made available on the European Website on Integration ‘Migrant Integration Information and good practices’<sup>38</sup>, the Cities of Migration website ‘Good Ideas from Successful Cities’<sup>39</sup> and the website of CARIM-East – Consortium for Applied Research on International Migration.<sup>40</sup> Where a lack of good practices for solving important problems related to migration and migrants was apparent, authors of the collection exceptionally included non-tested potentially good practices that were agreed on by focus groups or in the Delphi surveys, or recommended by professionals in the field.

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

Within the YOUMIG framework, good practices were grouped in relation to the major target groups (immigrants, emigrants, and returnees), and also the issues they were expected to solve. It was found that **the majority of existing good practices focus on immigrants**. There appears to be a reason for this bias: the practices tend to address people who are present in the country rather than those who are away; and most good practices are designed and implemented in the 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 that provide immigrants with the language skills needed for them to become literate enough to participate in social and political life, get a better job, be able to help their children with homework, be able to deal with

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

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

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



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

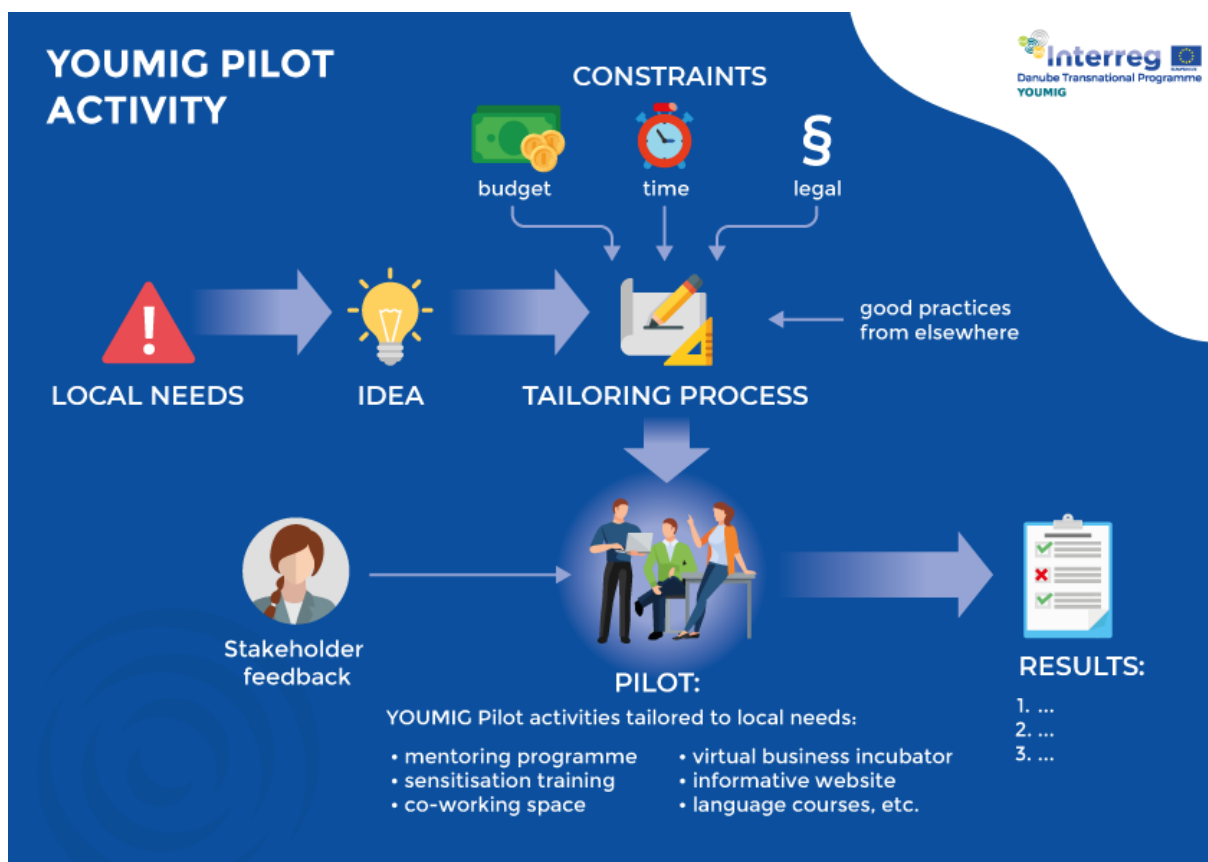
**Labour market inclusion** of immigrants is also of crucial importance. Good practices deal with guidance, support and training services for immigrants, improving their employment outcomes, challenging stereotypes, counselling immigrant entrepreneurs, setting up centres for the support of migrant initiatives (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 focused on **emigrants**, including those engaging diaspora students, promoting labour market opportunities, leveraging remittances for economic development, supporting emigrants' children, linking diaspora health professionals with medical institutions in sending countries, and engaging diasporas in the local development of sending countries. Selected practices targeting return migrants mainly cover the labour market reintegration of qualified returnees and investments by returnees in their countries of origin.

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

Figure 14. YOUMIG pilot actions – tackling identified local challenges



To address the challenges, obstacles and benefits of youth migration in sending or receiving communities, YOUMIG's Local Status Quo Analyses (LSQA)<sup>41</sup> provided an overview of trends on 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<sup>41</sup> that offered new services to immigrants, emigrants or returnee youth. Local partners discussed their plans with stakeholders, and implemented the pilot activities to address one or several challenges identified in the Local Status Quo Analysis, and based on a common methodology.

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

**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, focusing on natural science and technology, with a view to applying for vocational training

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

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

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

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

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

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

## 3.2. The administrative context and a local pilot policy action: lessons learnt in Graz<sup>42</sup>

### **Graz: Administrative aspects of migration**

Migration can be seen as a cross-sectional topic that not only affects a lot of governance fields, but also involves multiple governance stakeholders. While most legislation is undertaken at the national level (concerning the regulation of migration, registration, etc.), **the local level is still the most important body in terms of the execution of measures, especially in the field of integration.**

The municipalities therefore bear a strong responsibility in the topic of migration and integration. Especially in most urban agglomerations in Austria, certain city councils are dedicated to the tasks of integration and migration. **The City Government of Graz has several departments concerned with matters of integration**, such as the Department for Education and Integration, the Department for Social Affairs, the Department for Youth and Families and the Citizens' Office.

The **Department for Education and Integration acts as a first port of call and place of information for migrants.** Further, it is mainly responsible for the development of strategies and projects aimed at promoting the participation and equality of all citizens irrespective of their origins, in addition to supporting and guiding volunteer initiatives in education and integration. It offers basic educational programmes – especially for young people, often run with the help of non-governmental organisations (e.g., the ABI service centre with IBOBB café for young people, employment counselling in different languages about topics such as job orientation, for instance ZEBRA). Further, all migrants in Graz receive a welcome brochure, and are invited to information events that provide all manners of information on housing, education as well as legal and administrative requirements.

The **Department of Social Affairs** is responsible for benefits, regarding the Styrian social assistance law, disability law and nursing home law (for adults). They offer particular programmes, in many cases also important for migrants:

- **Offering health care:** e.g. vaccinations in specific districts of the city depending on the social situation and percentage of migrants
- **Social card:** helps to reduce bureaucracy and pools services such as exemption from GIS fees (the fee for the Austrian radio and TV broadcasting station), access to all

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<sup>42</sup>Author of the subchapter: Otto RATH (City of Graz)

services provided by the city, Christmas benefits, heating cost subsidies, cheaper sports club fees, etc.

- **Recall system:** the City of Graz has established a recall system for the Lyme disease vaccination. After vaccination, you are automatically contacted after five years to be revaccinated.
- **Counselling of sex workers:** the City of Graz conducts medical examinations that are obligatory by law for sex workers and offers counselling in their mother tongue together with the charity SXA to make women aware of their rights and to support them in case help is needed.

For youth migration the **Department for Youth and Families** is also of importance, representing the interests of young people aged 0-18, usually in respect of certain laws (e.g. allowances).

**The Citizens' Office** is the main department offering documents and registration, not only for immigration but also for matters of personal status, for instance, in relation to birth, marriage and death certificates, citizenship, passport application/renewal, etc. Other stakeholders that are involved in the integration process and providing advice for migrants are: the Labour Market Agency (providing coaching, information, basic education, youth programmes), the Chamber of Commerce, the Federal Government as well as national and international companies based in Graz.

## Challenges

Several policies are essentially reactions to challenges arising in the context of youth migration. Generally, **brain waste and overqualification are major challenges** for young migrants in the Danube Region. In recent years it has become much easier for migrants to transfer their education and skills from their home countries to Austria. After joining the EU, this process has become easier for citizens from several Danube countries.

**Language** is considered another important issue. The ability to speak German fluently is considered a basic requirement as much by migrants as local stakeholders. Even if a person is able to find a job requiring only rudimentary language skills, improving their employment prospects is very difficult without proper knowledge of the German language.

**Discrimination** can be considered a problem, for example, in relation to 'wage dumping' and overqualification. Information may be difficult to access, and misleading or erroneous information can be given out that may result in discrimination.

Compared to the inflow of people from other regions, **immigration from the Danube Region is not considered a problem; indeed, for the most part it is hardly recognized.** For most institutional actors, migration from the Danube Region tends to go unnoticed. In any case, migrants, with the aid of various integration-related policy measures (local government, NGOs) have few serious integration problems. They are also proactive in their approach to employment, and essential in certain economic areas such as the tourism, industry and health care – sectors that are currently reliant on imported labour forces from countries such as Romania or Hungary. **In view of the ongoing process of demographic aging, the foreign labour is crucial to the Austrian economy – especially in the semi- or unskilled labour market, where domestic workers are increasingly harder to find.**

The policies that aim to deal with migration are therefore in most cases focusing on

- **Education and training** (in the sense of gaining or transferring skills and formal education, but also through provision of language courses)
- **Social welfare support** (social benefits, allowances, housing, etc.)
- **Information support** (providing accurate and apposite information)
- **Integration, participation and inclusion** (taken as a whole, all the presented measures focusing on integration into society by means of participation and inclusion)

In all cases, EU member state nationals should be considered members of the target group, as well – not only third-country nationals.

### **Local Pilot Action**

The Pilot Action was based on several findings of the Local Status Quo Analysis:

- There is **increased demand for skilled workers**, especially in Graz, due to the attractiveness of the location for industrial companies. Many Styrian leading companies in technical fields are located in Graz.
- In migrant families and communities, the **picture is unclear with regard to education, especially when it comes to apprenticeships in technology-related domains.** In these families, job profiles and qualification opportunities for such professions are often unknown.
- If young people with a migration background *do* choose an apprenticeship, they often lack sufficient **language skills**. This situation is aggravated by the customary use of a regional (Austrian) variety of the German language.

The pilot action developed a **prototype for a networking/communication centre, the M-GIST HUB. The HUB supports young women with a migration background in their training; it helps them gain employment in demanding and well-paid jobs in technical branches** while responding to the needs of local companies (that seek highly qualified workers at EQF level 4). The HUB seeks to create a positive image of apprenticeships for migrant-background girls in technological fields – for their families and communities alike. In summary, the pilot activity supports girls aged 15-18 with a migration background in the Danube Region in their search for suitable vocational training in a company active in a technical sector in Graz.

**The YOUMIG pilot action concentrated on girls, reflecting its focus on equality in the municipality of Graz.** Narrowing the age group down to 15-18 for the pilot was a consequence of the fact that (according to the Employment Service) older adolescents cannot be convinced to start an apprenticeship. The focus on technical vocational training is based on a socio-political drive to encourage more girls to gain employment in better paid (often engineering-based) occupations. In addition, companies' growing interest in employing women in technical occupations plays a role, as explained above.

## **Prototype**

The HUB offers:

**Networking:** The HUB facilitates communication in domains that are crucial for the dissemination of transparent information on apprenticeship for girls in technical occupations: Families, schools, companies, NGOs, stakeholders and of course the girls themselves. The designs described below are used for networking. The pilot action suggested that the HUB should be open for girls with – and without – a migration background.

**Makerspace for girls:** This element is the core of the HUB: the development of opportunities for girls (with and without a migration background of various age groups) to facilitate their contact with technology-rich environments.

One of the main inputs of the interviews was that girls do not have many opportunities to 'test' whether they have technical skills or not. 'Technical skills' is a male concept and boys often claim 'we have them' while girls do not. So one finding is that a place should be developed that allows girls to find out about their technical skills – not on a theoretical basis but in practical terms. This place should provide the materials, technology, tools, etc. that actually allow them to produce things for themselves.



**Events and training:** The HUB itself does not develop or design training courses, but it provides a platform for existing training, as well as employment-related information or counselling. For example:

- Training provided by companies
- Workshops for parents designed by local communities
- Training in non-hegemonic communication: all counselling has to be provided by counsellors trained in non-hegemonic communication. The HUB could offer or at least mediate these trainings.

**Presentations:** Companies present their apprenticeship schemes. Companies participating are also supported in their efforts to develop a culture that is compatible for girls and migrants alike in terms of the gender-sensitive design of their presentations.

**Assessment and validation:** To support girls in discovering their skills and interests the HUB offers assessments that are designed for girls and youth with a migration background. These assessments are provided by organisations such as Mafalda and NOWA that guarantee expertise in relation to working with the target group described.

**Recommendations:**

Provide **data on girls with a migration background in technical occupations**. Research should provide data on the following issues: the number of girls in apprenticeships in technical occupations, including their background, which branches they are working in, etc., personal motives and those of their environment (parents, community, and friends). Area: Graz and the economic region around the city.

**Networking strategy:** Building on existing networks and the experience of the YOUMIG collaboration – this should be intensified. Girls with a migration background in technical apprenticeships can be integrated into activities such as Girls’ Day and comparable events.

**Makerspace for girls: A networking space for girls and their families on the one hand, and for companies, schools and counselling on the other.** This space aims to facilitate girls’ (with and without a migration background, of various age groups) contact with technology-rich environments. The place should be open for parents as well. This would enable parents with a migration background to get in contact with teachers and – perhaps more importantly – companies.

**Girls’ Pass: To facilitate girls’ contact with technical environments, the introduction of a ‘Girls’ Pass’ for pupils (until the age of 15) is suggested:** during the first school years, girls could use various services (in the form of vouchers provided by the City of Graz – on counselling, information, language courses, but also those provided by companies – Erlebniswelt Wirtschaft, etc.) which are recorded in the pass. Girls, having used a certain amount of services, would receive some kind of a bonus voucher, for example, for a cultural event in the city. A complete pass could even be used to offset any apprenticeship-related costs.

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

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

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

Local partners introduced and tested a **'One-stop-shop' pilot unit (OSS) within the local authority**, 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 Commission for Immigration and Intercultural Dialogue (ACIDI) in Lisbon, Portugal, where over 30 different services were made available for immigrants in one location.<sup>44</sup>

For YOUMIG, however, resources were insufficient to open a unified customer service space. Instead, **the objective of local partners was to involve the whole range of national, regional 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 was aimed at empowering young migrants by providing relevant and location-specific information concerning their rights, obligations and opportunities, along with information on administrative procedures to be undertaken in the city.

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

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

Figure 15. YOUMIG One-stop-shop approach to customer services for young migrants



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

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

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

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

### 3.4. One-stop-shop for the target group in Graz: creation of an information brochure<sup>45</sup>

#### Focus of the brochure

Graz developed the design of the One-stop-shop in collaboration with stakeholders and providers of information and counselling for migrants, involving specific city departments and NGOs. The **brochure** was designed with a very specific target group in mind: young women with a migrant background in the Danube Region. Employment is one of the most important motives for women migrating from the Danube Region to Graz. Therefore, the One-Stop-Shop (OSS) brochure was developed with the aim of supporting the employment-related counselling of women with a migration background in the Danube Region (aged 15-34). The main reason for the brochure option was the fact that there are already several one-stop-shops in Graz (e.g., at the Employment Service, IBOBB Cafe, Amtshaus der Stadt Graz), and neither developing a ‘meta-one-stop-shop’ nor competing with coexisting one-stop-shops were realistic options. Focusing on women aged 15-34 with a migration background in the Danube Region in relation to the issue of employment was found to be feasible, since on the one hand it avoided unnecessary competition and on the other, it supported existing networks. The brochure concentrates on the following topics:

- **Employment** (recognition of international qualifications, apprenticeships, job opportunities, employment – its legal framework)
- **Founding of enterprises** (start-ups, mentoring and coaching services provided by public and semi-public bodies, information on start-up communities, co-working spaces, incubators, technology parks, etc.).

In the course of the brochure’s development, it became apparent that it was **a tool used foremost by providers**. So while the target group ‘women with a migration background in the Danube region’ can be reached indirectly, it was found that the brochure also offers interesting information for a target group that we had not set out to focus on: **companies employing girls with a migration background**.

The OSS brochure – including its developmental process – was created in a collaborative process, and was dependent on the commitment of providers and stakeholders alike. It is based on existing networks, which meant that we could keep existing interfaces in mind during its development. The clear focus on women, employment and entrepreneurship defines the *unique selling proposition (USP)* of the brochure.

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<sup>45</sup>Author of the subchapter: Otto RATH (City of Graz)

It has been agreed that **the OSS-brochure will be updated regularly**. Brochure updates can address women with a migrant background, regardless of where they come from. It is hoped that the OSS brochure's inclusion of companies in the migrant-related network will aid the sustainability of this public service in Graz.

## Target group

On the one hand, the brochure was designed for girls and women with a migration background in the Danube Region looking for suitable advice in the areas of employment and founding a business. On the other hand, it is of great help to organizations dealing with the target group described, since it provides an overview of reference points in the network. During the brochure's development, it became apparent that companies – in addition to the initial focus group – were interested in the brochure.

**The brochure is a tool for counselling services within a network.** The effective use of the brochure is dependent on institutions and organisations that offer advice for migrants and/or women by means of networks. The easier the existing counselling services in the network can be referred to, the more efficient the search for suitable information on the part of women seeking advice. Likewise, the work of the counselling institutions can be facilitated and optimised.

## Content of the brochure

Issues such as employment and start-ups do not cover all the needs of migrants and women, but the preliminary survey indicated that these issues are among the most pressing. Also in areas such as education and law, the brochure focuses on their relevance to employment and entrepreneurship.

The aim of the brochure is to **give an overview of the relevant information centres in Graz**, and to provide a helpful point of reference for young migrants and women. This booklet is not intended to provide detailed information or give advice on specific matters. Several websites are probably better suited for this, but many people – especially those whose language skills are not perfect – are better served by personal counselling. The brochure allows these people to find the relevant information and the right place to go to as quickly as possible.

## Structure

In the run-up to the network meetings and desktop research, a comprehensive overview of the existing counselling services was created. All organisations were invited at several stages

of the development process to present their services in this brochure. A section on the background of a quality assurance system was not included.

In the brochure, only **free counselling services** were included.

Online resources were also included – albeit sparingly. For those who wish to get an online overview, the database of the Interreg partner project DRIM ([danubecompass.org](http://danubecompass.org)) perfectly meets this need.

The final shape was developed with input from the customers. All the providers of consulting services were invited to present their services for the defined target group.

## **Sustainability**

An important principle of the OSS is that organisations providing information and counselling for women with a migrant background need to develop a clearer picture of existing provisions in relation to employment and entrepreneurship. As participants in the development process (providing input in several meetings), these stakeholders played an important role in strengthening the network.

These providers are well known within the migrant communities. Therefore, the distribution of these brochures in their offices allows the target group – young migrant women – to have easy access to them (and trust in their quality).

It has been agreed that the OSS-brochure will be updated regularly. This is necessary as the existing services are subject to change, sometimes within the space of months, depending on the strategic priorities of the bodies funding them. Therefore, **once or bi-yearly meetings will ensure the OSS network's continued operation.**

The existing OSS brochure is focused primarily on women with a background in the Danube Region. **Brochure updates can address women with a migrant background, regardless of their country of origin.**

It has become apparent that **the information provided in the brochure is also relevant to employers**, as mentioned above. This target group was not 'on the radar' from the start of the development process. Thus, for future updates, companies should be better integrated into the network to aid the dissemination of information related to this service.



**Recommendations**

**Development** through multiple actor participation is necessary.

**Providers of interfaces and their services** should be taken very seriously.

**A relevant focus** (women, employment, entrepreneurship, etc.,) should be found.

**The focus** on women with a background in the Danube Region is very specific, and probably **needs to be widened**.

Allow for the possibility of **updates and further development**. Services can change, and the contents may be of relevance to additional target groups.

One has to find **the best communication medium**. Creating an app is not necessarily the only solution – a brochure can also be easily updated.

The **habits of the target group** also have to be considered.

**Table 2. Local policy competencies regarding administrative issues for a young immigrant/returning migrant**

Main categories	Concrete administrative issues	Municipality competencies (please specify the department)	Central government competencies (please specify the institution)
<b>Official personal documents</b>	Obtaining or renewing an ID card, residence permit, registration certificate	BürgerInnenamt	
	Obtaining or renewing a driving license	Landespolizeidirektion Steiermark Sicherheits- und Verwaltungspolizeiliche Abteilung (SVA 2 - Führerscheinangelegenheiten)	
	Registration of change of residence	BürgerInnenamt	
	Registration of change of marital status	BürgerInnenamt	
	Registration of the birth of a child	BürgerInnenamt	

	Registration of property or vehicle purchase	Insurance Companies <a href="https://durchblicker.at/kfz-zulassungsstellen/graz">https://durchblicker.at/kfz-zulassungsstellen/graz</a>	
<b>Work</b>	Receiving a work permit		The Employment Service
	Founding a business		The Chamber of Commerce
	Receiving support in finding a job		The Employment Service
<b>Taxes</b>	Obtaining a tax identification number		The Tax Office
	Paying income taxes, receiving a tax refund		The Tax Office
	Paying local taxes (please specify what taxes)	Abteilung für Gemeindeabgaben	
<b>Healthcare and social transfers</b>	Obtaining health insurance (or access to public healthcare services)		Gebietskrankenkasse, Sozialversicherungsanstalt, Bundesversicherungsanstalt
	Receiving financial social assistance (of any kind)	Sozialamt	
<b>Education</b>	Enrolment to preschool (ages 3-6)	ABI	
	Enrolment to primary school	ABI	
	Enrolment to secondary school		Several schools
	Enrolment to vocational training		The Employment Service, Companies
	Enrolment to university		University
	Nostrification (recognition of an education certificate issued in another country)		The Federal Ministry of Labour, Social Affairs, Health and Consumer Protection; The Federal Ministry of Education, Science and Research
	Language learning (subsidised)	Various providers	

A brochure containing information and opportunities for immigrants in Graz (available in various languages)

[https://www.graz.at/cms/dokumente/10312509\\_7745490/1877dd2b/Neu%20in%20Graz%20Deutsch.pdf](https://www.graz.at/cms/dokumente/10312509_7745490/1877dd2b/Neu%20in%20Graz%20Deutsch.pdf)

[https://www.graz.at/cms/dokumente/10312509\\_7745490/9ba77757/Neu%20in%20Graz%20Englisch.pdf](https://www.graz.at/cms/dokumente/10312509_7745490/9ba77757/Neu%20in%20Graz%20Englisch.pdf)

Detailed information on the Graz-Website: <https://www.graz.at/cms/ziel/7535916/DE/>

## CHAPTER 4

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

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

Youth migration is a transnational phenomenon by nature; every migrant departs from a local context and arrives at a local context. **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: the places young migrants arrive in, 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, there was an option to visit twin cities or cities in which special ties exist.

**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.

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

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<sup>46</sup>Chapter 4 is connected to the Data Toolkit through one expert study. The National Policy Recommendations (based on the main findings of the Ambition setting workshops and Vision development workshops) are accessible in the Data Toolkit in the 'YOUMIG – Main outputs part' through the button *Policies*.

<sup>47</sup> Author of the subchapter: Vesselina DIMITROVA (Burgas Municipality)

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 concerning 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 dissatisfaction 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. Transnational cooperation between local governments: the experience of Graz<sup>48</sup>

The city of Graz was involved in three study visits (Pécs, Kanjiža and Maribor). The following section describes issues that arose during the course of these visits. Clearly, there are huge differences between the cities mentioned, not only between Graz and the municipalities involved, but also between Kanjiža, Pécs and Maribor. Thus, a transfer of strategies or measures from one city to another can rarely be done without major adaption.

However, it is very useful to get an impression of how things are done in partner cities and what the political and administrative mindset looks like. It can be observed that issues found in various municipalities sometimes warrant individual approaches in relation to the way they are addressed. Not only is it possible to learn new ways of dealing with problems, but it can also be interesting to compare and relate strategies and measures.

In the course of the study visits, the following issues surfaced:

- Communication and networking
- Language skills
- Mobility of students
- Digitisation
- (New) Work
- Regional Branding
- Politics

### **Communication and networking**

Communication and networking is a key issue in developing new solutions. Networks cannot be made operative at short notice; they have to be developed over a long time to facilitate trust and efficiency.

The Maribor team described the importance of networking subsequent to visiting Graz: According to the team, the factors that lead to the success of the pilot activities are networking among relevant stakeholders and the cooperation of NGOs that have a long tradition of working together and with the city/regional authorities). The team also mentions

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<sup>48</sup>Author of the subchapter: Otto RATH (City of Graz)

the importance of patience as a key quality in establishing networks, pointing out that it is often necessary to start small and allow cooperation to grow, while constantly adopting plans according to the developing process. Over-ambitious goals and projects tend not be sustainable even if the results are achieved, while more modest goals often have greater potential in terms of creating a lasting impact.

## **Language skills**

Language skills are an issue for all relevant bodies not only in the context of the study visit but also in the LSQA. In Graz, companies expect employees to possess German and/or English language skills depending on the international orientation. Migrants who are professionals in their home country may face overqualification in the labour markets of receiving countries if they lack sufficient language skills. It has to be mentioned, however, that the possession of good language skills in itself, does not necessarily ensure appropriate employment for a migrant. Moreover, language skills are relevant to integration as well.

## **Mobility of young people**

The age group relevant to YOUMIG shows considerable mobility, since it includes the period when people receive training or go to university. **University cities** such as Graz, Maribor or Pécs are obliged to make big investments in terms of infrastructure, recreational activities, training, etc. Students, however, often attend university for a single year or leave the city after graduation. For municipalities, such as those of Pécs and Graz, this might be considered a less than ideal return on investment. Yet the main issue for a university city is not so much one of investment as one of retaining highly qualified graduates for local companies and for the mid- to long-term social development of its municipality.

In any case, these municipalities have to find strategies based on the fact that migration in the age group under discussion is tremendously dynamic in nature. Additionally, the LSQA indicates that migration is complex, and not simply a movement from A to B and possibly back. Often there are various destinations, and people may migrate more than once.

## **Digitisation**

On the one hand, digital channels enhance new strategies of communication between sending municipalities and migrants. On the other hand, digitisation brings new opportunities for municipalities in terms of regional branding. For young, creative and highly qualified people this aspect is very important since municipalities with **digital strategies provide high-end digital infrastructure**, which in turn gives young workers greater flexibility in relation to their employment.

Municipalities focusing on digitisation may have some advantages in terms of regional branding, not only in the sphere of work, but also in terms of regional culture and identity. In terms of transnational cooperation schemes there are opportunities for developing joint digital strategies.

## **(New) Work**

Work is an issue relevant to all municipalities in the YOUMIG project as it is one of the main reasons for migration. Work – and the desire to earn a living – represents the main push and pull factor for young people leaving their hometowns. Often, the chances of finding a job are higher in cities and/or abroad. Many young people follow their friends, resulting in a **chain reaction**. Well-educated Hungarians work in large numbers abroad, often in positions below their qualifications levels.

## **Regional branding**

Many regions all over Europe are facing the problem of youth emigration. Even though circumstances in relation to this issue show clear differences, there are also many similarities. In Austria for instance, whole regions have had to be restructured owing to their youth leaving for bigger cities in Austria and beyond, especially looking for better opportunities in education and employment. Often the regions affected cannot provide such opportunities, so they have to develop new approaches, new USPs and new branding strategies that meet the needs and motivations of the young generation. Environments that strike a healthy balance between the ‘built’ and ‘natural’, well-being factors (the ‘good life’), and municipalities that invest more in the cultural aspects of their communities are becoming more important. Approaches like those being developed in Kanjiža, for instance, may point in the right direction; projects like these are currently developing ideas relevant to branding in the Danube Region and beyond.

## **Politics**

Not everything depends on money, job opportunities, and economics – attitudes also matter. The LSQA and the study visits showed that **political contexts** in the YOUMIG countries play an important role concerning decisions to migrate. People interviewed mentioned Austria or Germany as countries offering better prospects, while the lack of transparency and corruption in home countries is often cited as a push factor influencing decisions to migrate.

Emigration also offers the potential for **development**. Returnees might gain a new perspective on the socio-political system of their home country, seeing its strengths and



weaknesses more clearly. The new outlook and mentality of returnees combined with an air of positivity can help in offsetting the lack of opportunities that often lead young people to emigrate.

However, it should not be forgotten that differences between European regions in terms of employment, income levels and social and political transparency and security represent obstacles to these efforts. To overcome these, a new European mindset focusing more intensely on solidarity between European regions will need to be developed.

## **Recommendations**

Graz has **sister city agreements** with Pécs and Maribor. The following issues could be added to the cooperation agenda:

**Digitisation:** Joint projects to develop and improve digital strategies on issues relevant to young people.

**Regional Branding:** Sharing good practices on regional branding with a focus on young people (with and without a migrant background)

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

**Multi-level governance (MLG)**, as defined by the European Union's Committee of the Regions<sup>50</sup>, **denotes coordinated action by the EU, its member states and local and sub-national governments** based on partnership, and entails operational and institutional cooperation in all phases of the policy cycle, from drafting to implementing policies. These actions require the coordination and distribution of competencies from national to sub-national levels, with high importance given to the EU transnational level, especially in view of the growing importance of MLG in migration and integration policy. Therefore, MLG refers to the dispersion of central government authority, both vertically to actors located at different territorial and administrative levels, and horizontally, to actors and domains at the same level of government.

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

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

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

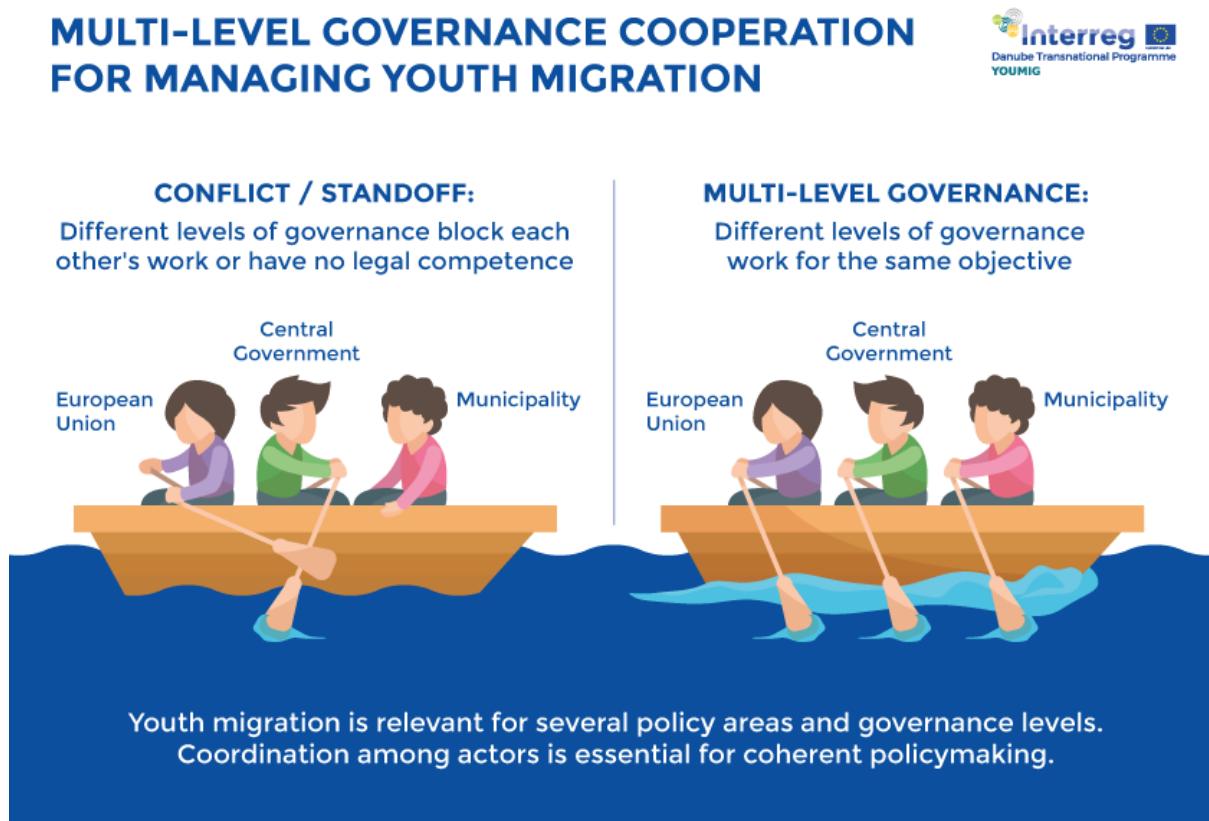
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<sup>49</sup> Author of the subchapter: Jelena PREDOJEVIĆ-DESPIĆ (Institute of Social Sciences, Serbia)

<sup>50</sup> In 2009, the Committee of the Regions launched the white paper on multi-level governance, followed by the Charter on Multilevel Governance in 2012, stipulating the fact of shared competencies and responsibilities between various levels of governance in the European Union that can result in greater economic, social and territorial cohesion in Europe if working in partnership. An overview of the beginning of the scientific debate is given, i.e. by BACHE, I.: Multilevel Governance and European Union Regional Policy, in: BACHE, I., FLINDERS, M. (2004) Multi-level governance. Oxford University Press, New York, USA. pp. 165-178.

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

**Figure 16. 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. Graz: Summary of policy recommendations at the local and national level<sup>51</sup>

Austria is a federal republic with a highly implemented structure in accordance with multi-level governance. In Austria, the federal states in many fields have their own competencies in legislation. Therefore, during the project **multi-level governance** has played an important role. Migration is not only a topic of concern in many **different policy fields** (education, the economy, social affairs, etc.) but also at **different policy levels**.

Cooperation between federal states, national governments and city governments is an important area of discussion in relation to multi-level governance. **In Austria, usually a multi-layer system is implemented, with offices dealing with similar issues at every governance level.** Statistical offices in Austria are a case in point – structured in such a way that, for instance, the City of Graz has its own statistical office, as does the federal state of Styria, which in turn cooperates with the national level statistical department: Statistik Austria.

While suffice to say, national level governance plays a crucial role in the country's affairs, the federal and the local levels are also important since in many ways they represent the 'political stage' on which policy actions are performed. Especially **in the context of**

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<sup>51</sup>Author of the subchapter: Otto RATH (City of Graz)

**migration, the local and federal levels undoubtedly play a crucial role**, for example, in relation to integrational measures, education and the area of regional development.

**Cooperation between the different levels is considered good in general, though as always, there is room for improvement.** Graz, as is the case with other cities with a special role within the federal state, represents both the biggest city and the capital city of the state. One cooperation issue that has a direct bearing on Graz is that statistical systems are often developed first at the municipality level and later, quite independently, at the federal state level. This can lead to problems, particularly in relation to the comparison of data at both levels and in terms of cooperation. Clearly, harmonisation can be difficult between systems that are already implemented. The City of Graz is a good example in this respect. While the city collects population data directly from the registers, the federal state gets its data from Statistik Austria. Statistik Austria receives the original registration data for Graz but then adjusts it (e.g., by the 90-days rule, comparison with other registers, etc.). Therefore (owing to different definitions), the data on residents in Graz differ according to whether one looks at the local or state level data. **Differences in the systems are a function of the different needs of each office.** While the City of Graz is interested in keeping track on all persons arriving to live in Graz, the federal state office needs information on the population accounted for in the tax system in order to correctly distribute public spending in the region and track the number of residents for comparison at the national level.

Multi-level governance is necessary to view phenomena from different angles and cooperation between the different levels is beneficial to the system both as a whole and at different levels of operation. The YOUMIG project shows that further discussion is always good in that it brings different perspectives together and aids further understanding. Nonetheless, **cooperation at different government levels is challenging since the systems underlying them use different logics.** For further cooperation, a political mandate for cooperation would be necessary, but so long as politics fails to encourage exchange between different policy levels and rather promotes competition, cooperation will remain very difficult.

### **Local Strategies – recommendations**

The results of the YOUMIG project are the foundations of the Graz local strategy, with its focus on encouraging young women to seek employment in the technical domains. In addition to this, the strategy keeps in mind existing strategies, stakeholders and organisations in Graz and its relationship to them. **The local strategy answers three questions:**



1. How can we motivate university graduates who have migrated to Graz for their studies to stay in Graz?
2. How can we motivate girls with a migration background in the Danube Region to commence apprenticeship training?
3. How can we reduce the number of overqualified migrant women in Graz?

### **Women with a university degree**

In Graz, there are six universities and the data indicate **that young people migrate to Graz to study. Many of them leave the city after graduation**, women as well as men. Relationships, family and job opportunities constitute the most important reasons for leaving.

Nonetheless, skilled workers are needed in Graz. The lack of specialists at graduate level or above in the field of digitisation is particularly noticeable. Companies in this sector need electrical engineers, data experts and specialists in a variety of technical disciplines. Business leaders mention that university graduates do not possess skills relevant to the rapidly changing demands of industry. A good university education is no doubt an asset, but the ability to respond quickly to changing (economic) circumstances can reap benefits for the prospective employee and employer alike. Innovative and forward-looking companies in state-of-the-arts sectors complain that they may have to move away from Graz for lack of skilled workers.

#### **Recommendation 1: Provision of additional post-graduate qualifications**

Post-graduate qualifications designed to meet the rapidly changing needs of companies (especially digitisation). Existing post-graduate qualifications should be evaluated, if their assessment ensures equal opportunities.

Benefits for women: An increase in employment opportunities, especially in technology-related fields.

Business benefits: Companies are able to find skilled workers more quickly. This is imperative for companies that increasingly need to adapt to the market situation.

Benefits for Graz: The city will be more attractive for graduates. Technology companies, with easy access to skilled workers will be drawn to Graz as a good business location.

#### **Recommendation 2: Gender-reflected career guidance at university level**

Clearly, students do not have sufficient information on their job opportunities/career paths. Career guidance should include internships, facilitated by cooperation between universities and companies.

### **Recommendation 3: Supporting the step from student life to establishing work and family (especially for women)**

In Graz, there are services for professionals and their families migrating to Graz to work. These families are supported in legal and administrative issues, in matters of finding a flat/house and even in everyday issues (finding a primary school, etc.). Such support can be supplemented with services provided for graduates in relation to areas such as schooling, career opportunities and everyday administrative affairs. Experience shows that female graduates with a migrant background do not have networks at their disposal to the same extent as Austrian graduates. Strategies to strengthen their networks are vital to keep highly qualified women in Graz.

#### **Apprenticeship for girls with a migration background**

Due to the small number of apprenticeships that are attractive to (young) women, **female apprenticeships are highly concentrated in a few apprentice occupations**. At the end of 2015, almost half (precisely 46.7%) of female apprentices were trained in only three apprenticeship sectors (retail, office clerk, and hairdresser). Among the male apprentices, the share of the three most common apprenticeships was only around 36%. Occupations chosen by girls are the ones with the lowest wages while occupations chosen by boys are the best paid.

There is a **lack of data on female apprentices with a migration background in technical occupations**. With regard to how many girls with a migration background are trained in technical branches, there is no data available. In empirical terms, there are very few of them.

Interviews with migrants, experts and NGOs providing information and counselling services indicate **that there is a lack of knowledge concerning the Austrian educational system in families with a migration background**. (Migration is not the only determinant of this dearth of information, the socio-economic and educational background is also very important.) The concept of an apprenticeship is virtually unknown to migrant parents who are convinced that a university degree or at least 'Matura' are the only paths towards good career opportunities for their children.

In keeping with Austrian girls in general, girls with a migration background have little contact with technical environments; for this reason, they are unable to ascertain whether they have the skills necessary for technical occupations. Therefore, it is important to increase girls' contact with these environments from as early an age as possible. One of the main inputs of the interviews was that girls do not have many opportunities to 'test' whether they have

technical skills or not. 'Technical skills' is a male concept and boys often claim 'we have them' while girls do not. So one finding is that a place should be developed that allows girls to find out about their technical skills – not on a theoretical basis but in practical terms. This place should provide the materials, technology, tools, etc. that actually allowing them to produce things for themselves.

Girls are better placed to discover their technical abilities if they are encouraged to get in contact with technical environments from early on.

**Recommendation 4: Data on girls with a migration background in relation to technical occupations**

Research should establish data concerning the following issues:

The number of girls in apprenticeships in technical occupations, including their background, which branch they are working in, etc. (Area: Graz and the economic region around the city.)

Their motives and those in relation to their social environment (parents, communities, friends)

**Recommendation 5: Networking strategy**

Building on existing networks and the experience of the YOUMIG collaboration – this should be intensified. Girls with a migration background in technical apprenticeships can be integrated into activities such as Girls' Day and comparable events.

**Recommendation 6: Makerspace for girls**

A networking space for girls and their families on the one hand, and for companies, schools and counselling on the other. This space aims to facilitate girls' (with and without a migration background, of various age groups) contact with technology rich environments. The place that experts have in mind – the HUB – should be open for schools (even preschools) and for parents as well. This would enable parents with a migration background to get in contact with teachers and – perhaps more importantly – companies.

Companies have an important role in relation to the HUB. They can introduce themselves there and start to build relationships with female apprentices-to-be.

## Recommendation 7: Girls' Pass

**Girls' Pass:** To facilitate girls' contact with technical environments, the introduction of a 'Girls' Pass' for pupils (until the age of 15) is suggested: during the first school years, girls could use various services (in the form of vouchers provided by the City of Graz – on counselling, information, language courses, but also those provided by companies – Erlebniswelt Wirtschaft, etc.) which are recorded in the pass. Girls, having used a certain amount of services would receive some kind of bonus voucher, for example, for a cultural event in the city. A complete pass could even be used to offset any apprenticeship-related costs.

## Overqualification

Data shows that the migrant work force faces greater exposure to the risk of overqualification: In 2014, a total 9% of workers (interviewed in the context of a representative labour force survey) felt overqualified, and while 7% of these had no migration background, 18% possessed one. In general, more females felt their employment did not match their (high) qualification levels (in total, 14% without and 27% with a migration background). As for first generation migrants, 19% felt overqualified, with 10% from the second reporting the same sentiment, although the percentage in this case was significantly higher for women (Statistik Austria 2016). In the Local Status Quo Analysis, migrants mentioned **overqualification** as a common experience. By way of example, we find the Hungarian teacher and the project manager, who work as a waitress and cleaning lady respectively, and the Romanian teacher who works as a chamber maid and at the cash desk of McDonald's. The father of one migrant interviewed was employed as a policeman in Serbia and a truck driver in Graz; the husband of another interviewee who graduated with a psychology degree, is currently a waiter on the outskirts of Graz.

Some interview partners mentioned that it is difficult to find a job, even one that is below their qualifications. **Some believe that finding a job that matches a migrant's qualifications is nearly impossible**, regardless of whether the qualification has been accepted in a nostrification process or not.

## **Recommendation 8: Process concerning the recognition of international qualifications**

In Graz there are organisations supporting migrants concerning the recognition of international qualifications. The strategy includes support not only for individual migrants but also for companies, especially small and medium-sized enterprises.

## **Recommendation 9: High-level language skills**

Benefits for women: they will not have to be employed in work below their level of qualification due to a lack of language skills.

Benefits for companies: Optimal recruiting opportunities concerning specialists. Measures within this strategy contain funding of high-level language courses including German for specific purposes and innovative approaches to language learning in Graz.

A second path is to highlight the importance of language skills in terms of plurilingualism for companies in Graz.

## **Recommendation 10: Gender and diversity management for companies**

In-house training and counselling for companies, including networking events (companies and women with a migration background in the Rathaus). This strategy is aimed at making it easier for women to match their qualifications with the needs of companies, and providing them with better career opportunities.

## ANNEX

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

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

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

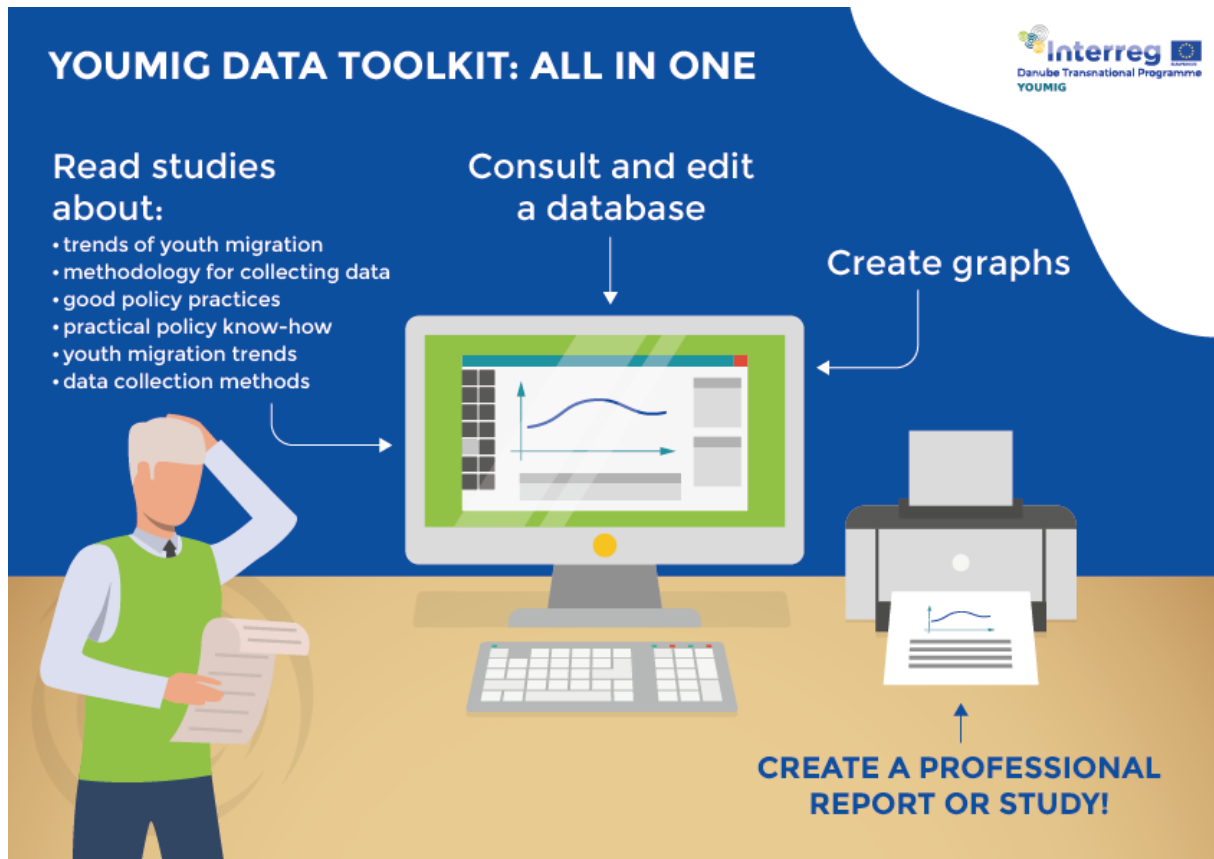
#### **The main ideas for the design of the Data Toolkit were:**

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

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

Figure 17. YOUMIG Data Toolkit software



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

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

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

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



- European and global good practice collection of relevant services and actions linked to youth migration
- Evaluation report 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 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. The data collection and data analysis were based on jointly used concepts, a uniform methodology and the conventional processing and utilisation of data.