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

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

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

Maribor, Slovenia

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INTRODUCTION¹

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

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

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

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

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

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

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

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

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

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

EXECUTIVE SUMMARY

Maribor is an important centre of administration, economy, health, education, culture, sport, media, and religion. Although an important regional centre, Maribor is facing multifaceted social and economic challenges that require a strategic approach with clear priorities. With an ageing population, a low fertility rate in the context of a generally negative rate of population change, younger generations are seeking better opportunities in other municipalities in Slovenia and abroad resulting in a strong circular migration flow at the regional level. In light of such phenomena, a strategic approach is of crucial importance. However, the city administration has no **comprehensive approach to address the root causes of migration or manage them**. This is a task of strategic importance not only to Maribor but also beyond its municipal borders. Therefore, it would make sense for the relevant institutions, other than local communities, would be involved in terms of cross-sector communication, rather than leaving municipalities to face this issue alone.

Project YOUMIG focused on two activities in particular. On the one hand, it **identified and tested indicators** necessary for monitoring and understanding migration; on the other hand, it **identified local needs** and tested possible mechanisms to **create a link between the existing and required services of local communities**.

Investigations concerning the availability of **indicators** in various areas related to migration and development show that the majority of them are readily available, or can be obtained on request, including at the municipality (LAU2) level. The Statistical Office of the Republic of Slovenia (SORS) collects and provides quality register data. Surveys conducted in the European Union countries provide data on attitudes and other relevant population related data that are not published at the municipality level. However, owing to samples sizes that include a relatively high proportion of Maribor's population, SORS can also provide data at the level of Maribor. Even so, some indicators that the project evaluated as highly relevant are not (fully) available. Having considered the feasibility of producing new and improved indicators, we **recommend** that efforts are focused on two of them: **1) The numbers of registered returnees**, and **2) The education levels and occupations of immigrants**. Improvements in the availability and quality of indicators - facilitated by the YOUMIG project - revealed that the data on the occupations of employed immigrants is unreliable. Not only might Slovenia be experiencing significant non-detected *brain waste*; it also lacks reliable data needed to estimate potential *brain gain*. Therefore, the project's aim should be to improve the data on the education levels and occupations of immigrants. Owing to difficulties caused by a lack of deregistration, agreements with relevant companies, ministries and institutions (the Post of Slovenia, the Pension and Disability Insurance Institute of Slovenia, the Health Insurance Institute of Slovenia, etc.) would need to be made in order to detect more effectively those emigrants who have not yet deregistered.

During the YOUMIG project a study visit to the Austrian municipality of Bad Radkersburg/Ragdona (AT) was organised, which resulted in important insights into issues related to Slovenian youth involved in the Austrian educational system or Slovenian migrants to Austria.

In addition, a peer-review study visit to the city of Graz (our project partner) was organised in which the pilot activity and good practices for managing migration were observed.

Both study visits further emphasised the need for a cross-sector approach to the management of youth migration, as it involves two groups whose needs are not currently being dealt with in a unified manner within the Municipality of Maribor – youth and *migrants*. Therefore, an improvement to the management of youth migration in Maribor would ‘ease the administrative burden on migrants by establishing a single reference point that provides all relevant information, strengthens cross-sector cooperation and fosters an interdisciplinary approach.’ **Maribor Development Agency** MRA set up an **online portal** providing information in a total of 13 languages: <http://lifehackmaribor.si> The portal is also the entry point to the One-stop-shop service for migrants, where MRA staff receive questions and comments from online visitors and provide helpful responses and information (with the full backing of stakeholders). If specific information is not available, users can be put in touch with the relevant institutions. These services are offered mostly to people coming to live in Maribor, but the administrative part can be transferred to other municipalities in Slovenia. The portal also offers information (in Slovene only) for emigrants leaving the city/country.

Furthermore, "**setting up a support environment for youth and migrating youth to mitigate self-employment**" was selected for the project pilot activity. For this purpose **CWMB YOUMIG** was set up and offers a free, productive, and stimulating environment that boosts the entrepreneurial potential of the migrant population by offering a flexible and voluntary inclusion in a shared workspace – Coworking – with additional content for the target group of young migrants in Maribor. It also offers a platform for sharing other migration-related experience, thus creating a support environment for migrants that is not based on country of origin or nationality (as is the case with diasporas).

Our recommendations made can be summarised as follows:

- 1) Making an additional effort aimed at obliging emigrants to deregister their residence and identifying those who fail to do so
- 2) Better tracking of education levels and occupations (for emigrants, immigrants and return migrants)
- 3) Setting up an interdisciplinary approach to the management of youth migration (based on recommendations provided during the MLG workshop)

- 4) Easing the administrative burden on migrants through a one-stop-shop (as tested within the OSS unit)
- 5) Fostering a support environment for youth and migrating youth to increase inclusion in the labour market through employment or self-employment (as tested within the pilot activity)
- 6) Establishing a cross-sector service within the municipality for vulnerable target groups (including youth and migrants)

However, as we learned during our peer-review study visit to the city of Graz/Gradec:
Over-ambitious goals and projects have the tendency of not being sustainable even if the results are achieved, while modestly set goals have more potential of creating an impact.

Map of the Danube Region and location of the YOUMIG partners



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

Cartography: *Ádám Németh*

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

A project of the Danube Transnational Programme

- Start date: 01-01-2017
- End date: 30-06-2019
- Budget: 2,718,853 EUR (ERDF Contribution: 2,055,179 EUR, IPA Contribution: 255,846 EUR)
- Call number: Call 1
- Priority: 4 (Well-governed Danube region)
- Specific objective: 4.1. (Improve institutional capacities to tackle major societal challenges)

Project partners:

- Lead partner: Hungarian Central Statistical Office (HU)

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

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

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

YOUMIG's outputs are uploaded to

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

CHAPTER 1

YOUTH MIGRATION IN MARIBOR: CONCEPTUAL AND EMPIRICAL BACKGROUND²

1.1. A conceptual framework for studying youth migration in the Danube region: main concepts³

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

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

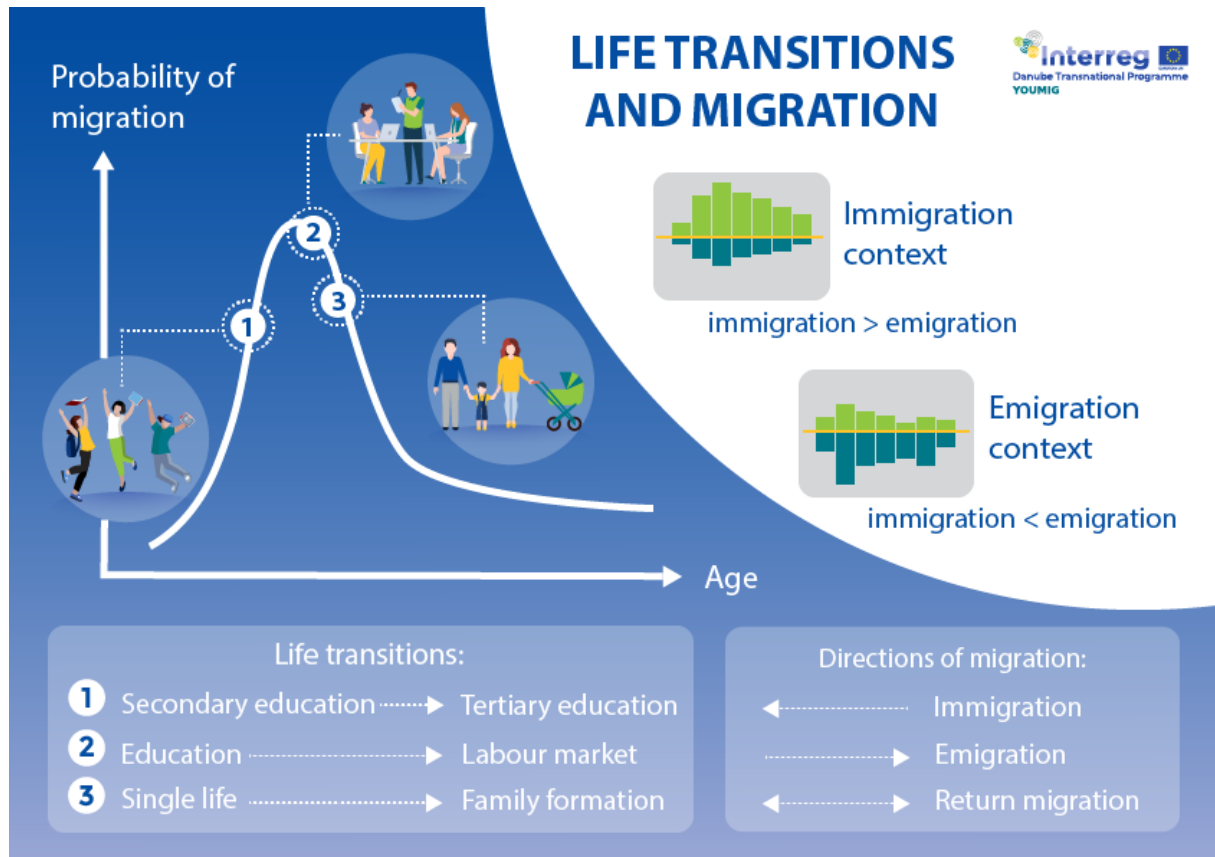
Migration is also a challenge for the individual. While young people often leave with high expectations of improving their standard of living, there is no guarantee that labour markets in the country of destination can supply jobs that match their particular skills. Owing to language barriers and discrimination, the phenomenon of overqualified workers in low-skilled jobs can be observed. This 'brain waste' carries substantial economic costs, lowering educational incentives and undermining the possibility of 'real' brain gain.⁴

²Chapter 1 is connected to the Data Toolkit through three 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*.

³Author of the subchapter: Elisabeth GRUBER (University of Vienna)

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

Figure 1. Idealised model of life transitions and migration events



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

Labour has a strong influence on migration and can be categorised into groups including manual labour, work requiring particular qualifications or experience, or high-skilled employment. Migration for labour is often motivated by the desire for better opportunities abroad, improved job security and income. Youth unemployment, job insecurity and wage levels are important factors for migration. Wage differentials might also attract ‘target earners’ that put up with over employment for a specific period to buy property on returning.⁵ Owing to higher salaries and languages barriers, migrants often accept jobs that require levels of skill beneath what they possess.

⁵KING, R., LULLE, A., MOROSANU, L. and WILLIAMS, A. (2016) ‘International Youth Mobility and Life Transitions in Europe: Questions, Definitions, Typologies and Theoretical Approaches’. Working Paper No. 86. University of Sussex. Sussex Centre for Migration Research.

Education induced youth migration occurs mostly in relation to tertiary educational attainment.⁶ Crossing local or regional borders might be necessary in order to attend 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 rising⁷. Moreover, most students do not consider themselves migrants and neglect registering. University student mobility can be distinguished between ‘credit mobility’ (students that take single courses or study for only a few semesters abroad) or ‘degree or diploma mobility’ (students that go abroad for a whole study programme, such as a master’s degree).⁸ Student mobility in the Danube Region does not appear to be a standalone phenomenon but is often combined with aspirations related to improved career and earning prospects abroad.

Family migration is also an important factor. Partnership formation, marriage and childbearing usually happen in the transition phase from youth to adulthood and have a strong influence on choosing a place of residence. While family migration statistics have been concerned mostly with describing internal migration patterns, in periods of globalization, the relevance of international family migration in terms of emerging travel and study abroad has been increasing. Love migration or the ‘transnationalisation of intimacy’, plays an increasingly important role in migration decision-making.⁹ 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,

⁶WATERS, 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.

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

⁸KING, 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.

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

ending with the final decision to emigrate; but in recent years, a number of studies have started to broach the issue of return migration.¹⁰ In general, four types of return can be distinguished: the return of failure, conservatism, innovation, and retirement.¹¹ 'The return of failure' is characterised by the returnee neither succeeding in integration in the new society nor having enough ties to go back easily to the country of destination. In contrast, the 'return of innovation' describes the returnee as having successfully integrated into the foreign labour market. The person characterised by this type of return subsequently goes back to their country of origin with the financial resources and know-how to effect considerable changes in their social status and that of others in the sending country. Recent studies have focussed on the beneficial role of return migrants for economic development.¹² Today, therefore, return migration is seen as a means of bringing back financial, social and cultural capital, as well as importing knowledge. However, in reality, returning - even if initially intended - does not always happen. Often new personal relationships or enrolment in the labour force hinder attempts to return. It is often difficult for high-skilled migrants in the Danube Region to return to their region or country of origin due to the mismatch of labour demand and supply in relation to their specialised knowledge. Nonetheless, it is also important to see the full potential in return migrants and provide more incentives to return.

Diaspora networks offer a potential strategic means to gain from emigration. Expatriate communities play an increasingly important role as 'support actors' in the sending location, but also act as networks for receiving migrants and help in their integration. Nowadays, more than half of UN member states have their own diaspora department.¹³ Diaspora policies have very diverse priorities. They may try to reach bilateral tax exemptions, for instance, for money transfers or visas, which play a more important role in countries outside the EU. Nowadays, networks try to develop and maintain contacts with emigrants to ease any future return, and for the purpose of investment or business cooperation. In addition, maintenance of national identity and the need for continued political engagement (participation in elections) in the country of origin provide a further role for diaspora networks.¹⁴ In the modern sense, diaspora networks can lead to better cooperation between new and old countries of residence and the realisation of transnational lifestyles. Former

¹⁰See KING, R. (1986) 'Return Migration and Regional Economic Problems'. Routledge. London.

¹¹CERASE, 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.

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

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

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

migrants may become ‘development agents’, responsible for improvements in their home communities.¹⁵

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

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

- A win for the country of origin
- A win for the receiving country
- A win for the individual migrant¹⁶

Adapting the focus on how individuals can profit from migration is important for future policy development¹⁷.

1.2. Methodology and main findings of the comparative analysis of seven municipalities in the Danube region¹⁸

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

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

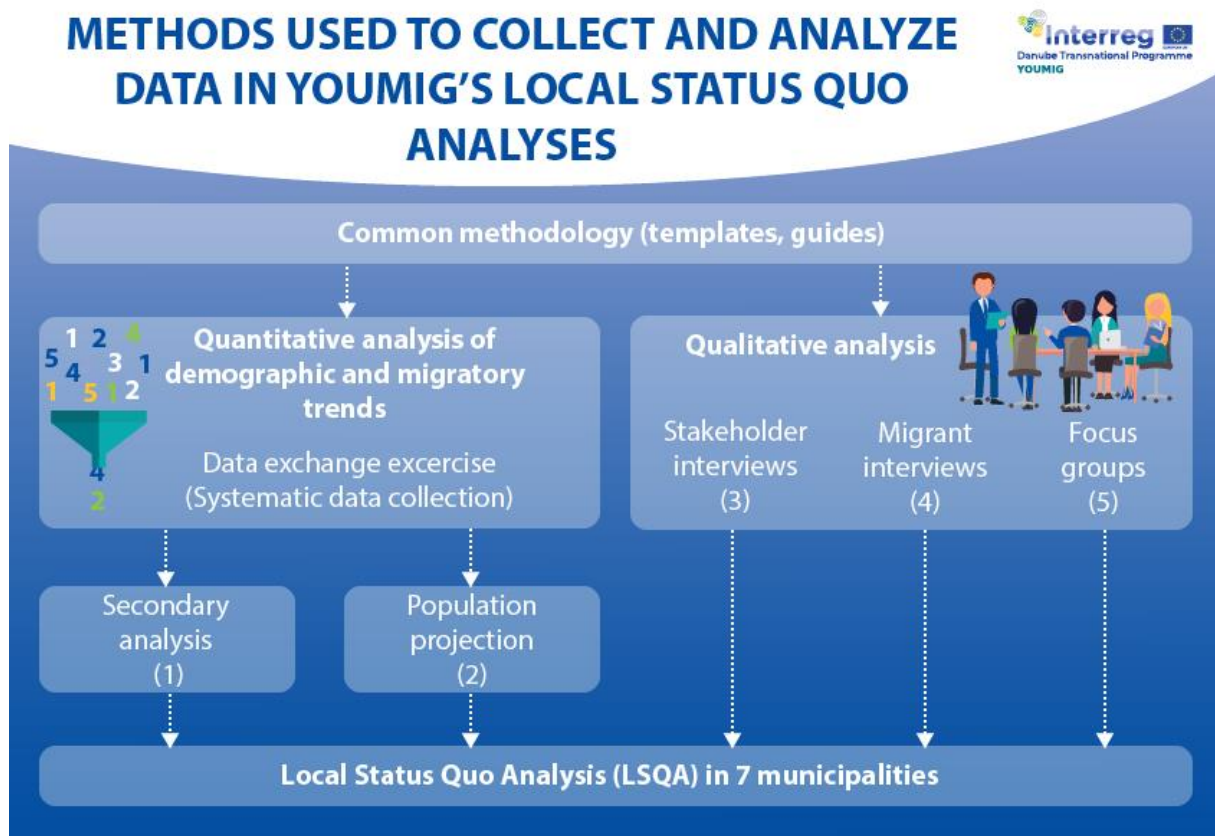
¹⁶SVR (=Sachverständigenrat deutscher Stiftungen für Integration und Migration) (2016): Viele Götter, ein Staat: Religiöse Vielfalt und Teilhabe im Einwanderungsland. Jahresgutachten 2016 mit Integrationsbarometer.

¹⁷See FASSMANN, H., GRUBER, E., NÉMETH Á. (2018) ‘Conceptual overview of youth migration in the Danube region’. YOUMIG Working Papers, No.1.

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

processes. Figure 2 synthesises the methods and phases of local level empirical research and analysis.

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



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

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

- Concerning the **developmental positions of the respective countries**, Romania, Bulgaria and Serbia have a semi-peripheral position in Europe, with an emphasis on low value-added industries and subsistence agriculture. These are emigration

countries¹⁹, where no major immigration is expected. Slovenia, Hungary and Slovakia have the characteristics of semi-core economies and some parts of these countries are integrated in the industrial production of the western core. They also send emigrants 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.²⁰

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

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

(2) As part of LSQAs, local level **population projections** were also carried out based on the cohort-component method, which began modelling the evolution of mortality, fertility and

¹⁹ 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.

²⁰ 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.

migration in the seven municipalities in 2017 (continuing until 2035). These are not forecasts, but rather 'what-if' type statements on possible pathways of population change. Hypotheses took into account both the existing trends and the anticipations of local experts and stakeholders. An important result was that in several municipalities, such as Szeged, Sfântu Gheorghe and Kanjiža, neither experts nor stakeholders could imagine that their municipalities might become the target of immigration.

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

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

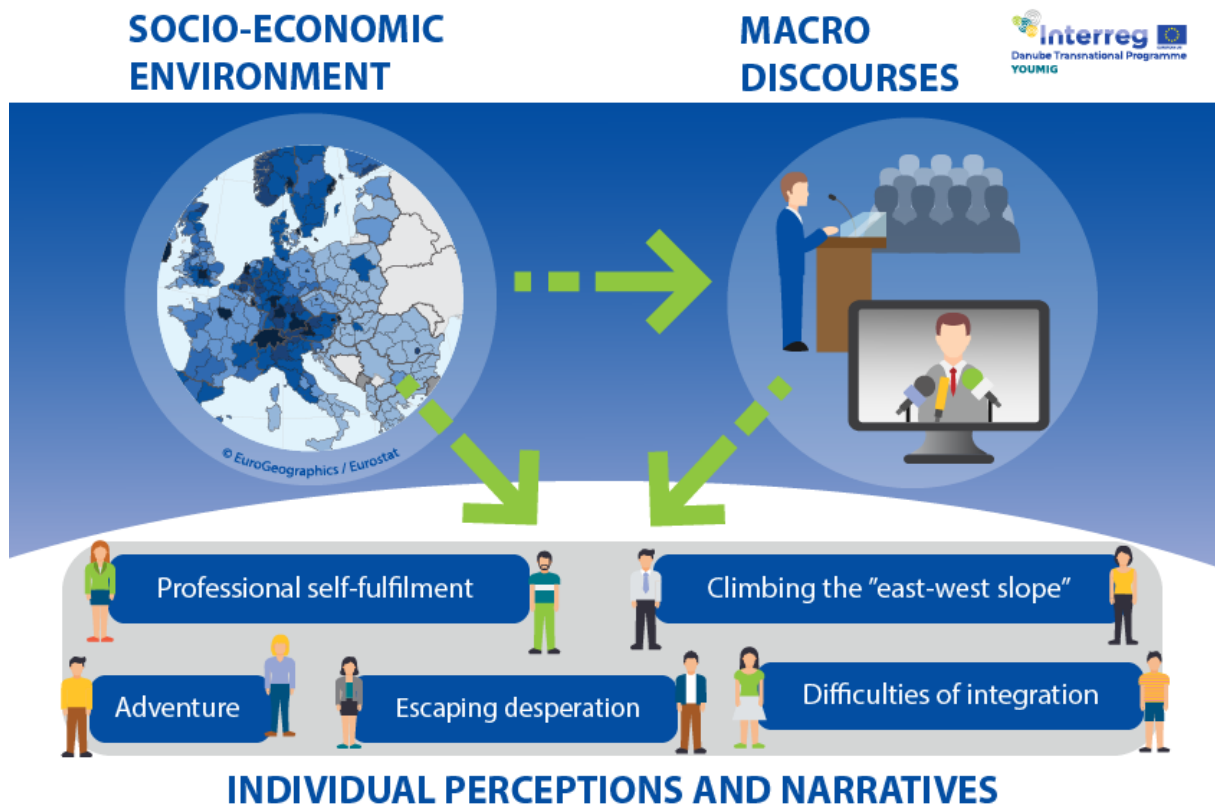
(5) **Focus group interviews** with young migrants followed the individual in-depth interviews. The topic of the talks focussed primarily on the participants' experiences, paying special attention to the administrative aspects of the migration process. They were asked about their contacts with the local (and other level) administration, the problems they encountered, and their opinions on the policies employed by the relevant authorities etc. One discussion per locality was conducted, with 6-10 participants in each group. All participants were aged 18-34 with migratory experience. In sending localities these were mostly returning migrants, while in the case of receiving municipalities, immigrants were selected. In municipalities with a mixed pattern of migration, both immigrants and return migrants could participate in the focus group. An audio recording and report on the focus

group was made according to a previously fixed template. Participants were asked about personal experiences with the authorities relevant to migratory issues (work permits, residence permits, recognition of diplomas, etc.), and to provide suggestions concerning migration policies.

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

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

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



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

Macro discourses:

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

Narratives of young migrants:

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

1.3. Youth migration trends and local governance in the Municipality of Maribor: lessons learnt from the Local Status Quo Analysis²¹

The Local Status Quo Analysis provided an overview of youth migration trends and related social phenomena within the local context of Maribor. **Maribor is the second largest city in Slovenia and a regional centre of the Podravska region.** On 1 January 2017, the municipality of Maribor had a population of 111.079 (54.317 men and 56.762 women), of which 25.579 were aged 15-34 years. Furthermore, the city of Maribor had a population of 94.876, of which 22.409 were aged 15-34 years.

Maribor is an important centre of administration (Regional Development Agency, Regional court, Police Directorate, Financial Office, Surveying and Mapping Authority), **economy** (Chamber of Commerce and Industry of Štajerska, Regional Technology park), **health** (University Medical Centre, territorial branch of Health Insurance Institute of Slovenia), **education** (University of Maribor), **culture** (public museums, galleries, libraries, opera, ballet and theatre), **sport, media and religion** (seat of the archbishop with several Roman-Catholic churches, the Serbian Orthodox Church, a Muslim prayer room, an Evangelical Church and a synagogue). The regional importance of Maribor is also indicated by its labour migration index of 149.5 (among the highest in the country), although the city population currently faces high levels of unemployment.

Although an important regional centre, Maribor has faced many challenges over the last three decades. The **city's development can be divided into several periods:**

- A **Yugoslav era of growth** (strong industrialisation process), economic decline in 1980s (last period of the socialist economy)
- **Strong deindustrialisation** in the 1990s (ownership and privatisation processes)
- An **optimistic period** at the start of the new millennium (economic growth at the time of accession to the European Union (EU))
- The **financial crisis** since 2009

In 2017, the unemployment rate started to fall again, and since then signs of recovery have become visible.

²¹ Authors: mag. Borut JURIŠIČ, dr. Amna POTOČNIK, Sabina ŠNEIDER (Maribor Development Agency)

A **lack of high-skilled work** in the city makes it unattractive for (on average) more highly educated youth in comparison to their parents. On the other hand, in comparison with Western Slovenia, property prices are much lower (Maribor 1,040 EUR/m²; vs. Ljubljana 2,180 EUR/m²).

The proportion of the population aged 15-34 years has been decreasing in Maribor, while the proportion of the population aged 35 years and over has been increasing. The share of people aged 0-14 was among the lowest: Podravska region 13.5%, (Maribor 11.8%).

The **foreign-born population** has accounted for a **slowly increasing** proportion of the total population of Maribor from 12.0% in 1991 to 15.1% in 2017, the majority from the following areas of the former Yugoslavia: Bosnia and Herzegovina, Serbia, Kosovo, and Macedonia.

Today the Municipality of Maribor is showing two migratory trends, being both the **destination and origin point of transnational migratory flows**. In addition, daily commuters to Austria represent an additional and important feature.

For the purpose of the LSQA, a **projection on population development** was prepared. Under the most realistic scenario, the population of Maribor would decrease by 7.1% by 2025, and by almost 18% by 2035. The share of youth in Maribor would be decreasing by 2027, and then growing again by 2035.

Figure 4. Youth migration in Slovenia and Maribor

Interreg 
Danube Transnational Programme
YOUMIG

YOUTH MIGRATION

Slovenia



1 July 2018: **2 067 284**

The total population is rising but youth numbers are falling.

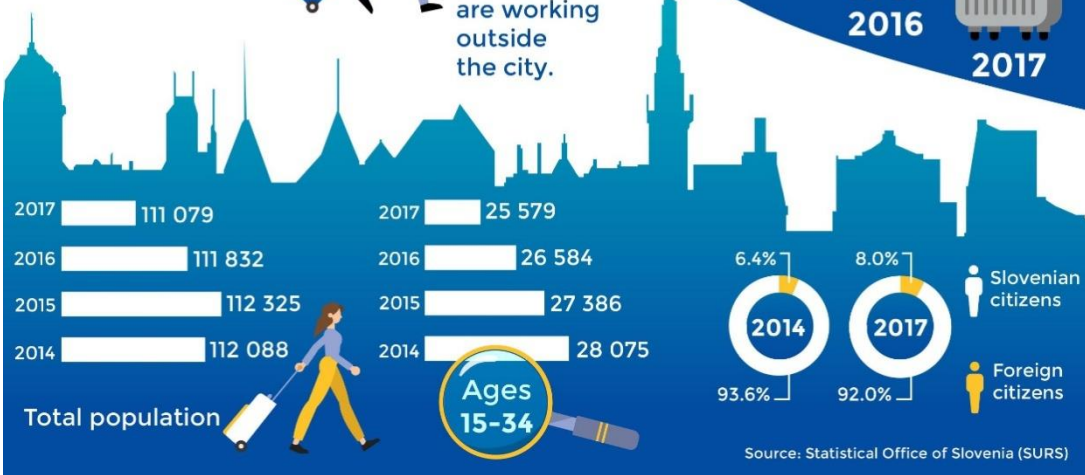


Maribor

The second largest city in Slovenia



The active population has been growing, but **28-29%** are working outside the city.



Source: Statistical Office of Slovenia (SURS)

Interviewed institutional actors at the municipality level acknowledge that there is a link between migration patterns and development, and recognise a variety of motives for daily, short-term and long-term migrations to Maribor, although all institutional actors note that neither youth migration nor development fall directly within their scope of work.

Daily migrants/commuters - with even stronger migration flows in the past have traditionally been part of the Maribor landscape due to the city being an economic and educational centre, with the Western Balkan countries recognised as the main countries of origin. Daily migrants commuting to Austria for work are a strong feature. Return migration is not prominent, however youth who went abroad for education purposes only (mostly on exchange programmes) are returning and older migrants are also returning after retirement.

Representatives of institutions emphasise that they do not follow and analyse youth migration systematically. **Youth migration is mostly perceived as youth emigration** and it is closely connected with increased youth mobility - in turn driven by young people's pursuit of seeking quality education and better employment opportunities. Youth emigration is often related to '**brain drain**' (a common theme in public debate), which is essentially the effect of young people seeking better opportunities abroad. Within the municipality, the Office for Culture and Youth has drafted the Local Programme for Youth, which seeks to enhance youth mobility while strengthening the integration of young people.

Civil society organizations active in the field of migration acknowledge the important contribution of migration to (local) development, but also the need for more integration measures.

In summary, Maribor is facing multifaceted social and economic challenges that require a **strategic approach with clear priorities**. With an ageing population and low fertility rates in the context of a generally negative natural population change, younger generations are considering moving to other municipalities of Slovenia and abroad (Austria, Germany, Switzerland), and with a strong circular migration flow at the regional level, a strategic approach is of crucial importance. However, the city administration has no comprehensive approach to address the root causes of migration or manage them.

Sustainable urban strategy provides a good starting point in relation to understanding the causes and effects of natural population change in the city. Maribor should make the most of its assets (compared to other Slovenian urban areas) to create additional job opportunities (such as setting favourable property prices to attract employment-providing industries). However, any policy action should consider the **real capacities of existing stakeholders** and actors in this field - bearing in mind that they are typically overburdened, short-staffed and lacking sufficient funds. Thus, prioritisation of objectives and political and societal agreement in relation to these issues is needed, if the city is to create and implement a result-orientated strategy.

Recommendations

To better manage the process of inclusion of young migrants, national (national ministries and government offices) and local-level (municipalities) decision makers should try to:

1. Strengthen the local economy and **provide more employment and self-employment opportunities** for youth and young migrants.

2. Strengthen the municipal **support-environment for integration** through local level measures that follow a comprehensive integration/inclusion policy for all migrants regardless of legal status.
3. **Ease the administrative burden** on migrants by establishing a single reference point for providing all relevant information (irrespective of the governance level of authority). This requires strengthened intersectoral cooperation and an interdisciplinary approach.
4. **Improve the** national level of **tracking outward migration**, with the assistance of stakeholders such as the Financial Administration of the Republic of Slovenia, it would be possible to track the incomes of youth living abroad. By connecting this process to other data sets such as those of the Ministry of Education, it would be possible to trace the measurement of outward migrants' education and possibly skill levels.
5. **Establish a one-stop-shop network** connecting key organisations that deal with migration and youth integration into society, as a support to the needs of inward and outward migrants. This service would also serve as a platform for the exchange of information and experiences among various stakeholders.

CHAPTER 2

BETTER INDICATORS ON YOUTH MIGRATION AND ITS LOCAL CONTEXT²²

2.1. Developing youth migration indicators: priority areas and methodology²³

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'.²⁴ Therefore, **building capacities to measure and evaluate the effects and context of migration on the local level is crucial.**

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

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

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

²²Chapter 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*.

²³ Author of the subchapter: Ekaterina SKOGLUND (Leibniz Institute for East and Southeast European Studies - IOS Regensburg), Zoltán CSÁNYI (Hungarian Central Statistical Office)

²⁴SCHMIDTKE, O. (2014) Beyond National Models? Governing migration and integration at the regional and local levels in Canada and Germany. *Comparative Migration Studies*, 2(1), 77-99., p. 79.

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

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

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

quantify the relevant tendencies in different dimensions of local development. OECD – based on the recommendations of the United Nations Economic Commission for Europe²⁵ – defines **statistical indicators** as ‘data elements that represent statistical data for a specified time, place, and other characteristics’.²⁶ 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’.²⁷

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. Where 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.

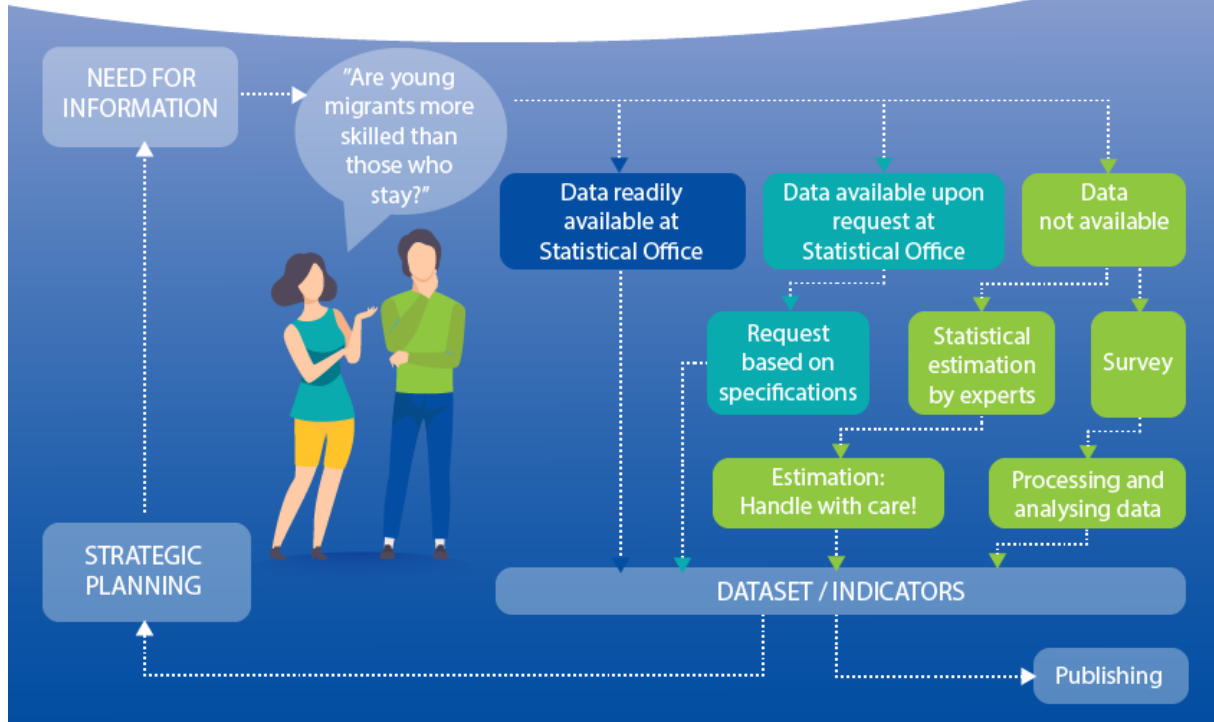
Figure 5. The process of obtaining data on youth migration and its social context

²⁵ United Nations Economic Commission for Europe (UNECE), "Terminology on Statistical Metadata", Conference of European Statisticians Statistical Standards and Studies, No. 53, Geneva, 2000

²⁶ See also the Eurostat definition at https://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:Statistical_indicator

²⁷ 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).

INDICATOR DEVELOPMENT: HOW TO OBTAIN DATA ON YOUTH MIGRATION?



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

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

Step 2. The relevance of each indicator was discussed by experts from the participating statistical and research institutions, representatives of the partner-municipalities, and relevant stakeholders (in particular, see the Local Status Quo Analyses). The indicators classified as 'not relevant'²⁸ were removed from further consideration.

²⁸ See the 'Evaluation report of youth migration indicators including the identification of shortfalls', Table 2, column 2, available on the YOUMIG website and in the Data Toolkit.

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

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

Step 5. Partner institutions within each participating country gathered information on the 16 ‘Core indicators’. In view of the differences in data availability, up to five ‘Extra’ indicators were added to the national indicator lists. This measure was taken to balance the amount of work across partner countries, and to allow municipality partners to add locally relevant topics not covered by the core indicators. As mentioned above, the data was retrieved from open access sources, provided by statistical or administrative bodies on request, or collected by local YOUMIG surveys. All seven project partner municipalities carried out a local survey in the second half of 2018. ²⁹

Step 6. The resulting sets of indicators were evaluated using a framework for assessing the quality of secondary sources recommended by the international statistical community³⁰, 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)

²⁹It 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).

³⁰See recommendations of the Statistical Network Responsible for Developing Methodologies for an Integrated Use of Administrative Data in the Statistical Process (SN-MIAD). Available online at:https://ec.europa.eu/eurostat/cros/content/miad-methodologies-integrated-use-administrative-data-statistical-process_en

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

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

- First, while information on the resident population and immigrants is widely accessible (from as low a level as LAU2), there are major **difficulties in the identification of** such groups as **emigrants** (still registered at the sending municipality), **returning migrants and second-generation migrants**. Similarly, a description of the mentioned groups with the help of socio-economic characteristics (e.g., age, length of immigration experience, education level, and country of return) is rarely possible or can be evaluated only with the help of proxies. Identification of transnational and reunified families and their characteristics is also seldom made; and the information on local programs 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

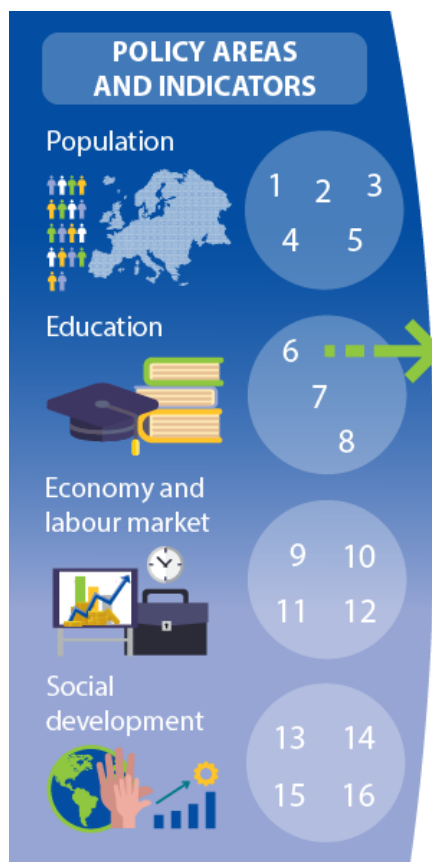
basis from representative household surveys. LAU2 level indicators of this kind should be collected separately within small-scale surveys.

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

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

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

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



YOUMIG INDICATORS

These indicators aim at better measuring the objective and subjective context of youth migration.

HOW TO USE THEM?

EXAMPLE: 'Completed education of persons aged 15–34; by sex, age groups, country of citizenship (native/foreign)'

IT TELLS YOU:



If the proportion of skilled people is higher/lower among immigrants than among locals;

If this proportion is higher/lower in other cities/on the national level;

If it gets higher/lower with time.

2.2. Accessing data and using new indicators in Slovenia³¹

The Statistical Office of the Republic of Slovenia (SORS) publishes a wide range of indicators online³². **Many more indicators are available at the national level than at the regional (NUTS3: Podravska region) and local (LAU2: Municipality of Maribor) levels.** However, indicators missing on the SORS' website may be obtained on request and in accordance with data protection rules. Labour market indicators are available from the Employment Service of Slovenia, either online³³ or on request. Health and healthcare indicators are provided by the National Institute of Public Health, but are also available at the World Health Organization's website³⁴ and in its publications, as well as from European and other international surveys (e.g., the European Health Interview Survey (EHIS)). Further, the Ministry of Education, Science and Sport provides education-related indicators on request. Indicators for other areas may be obtained from the relevant ministries and institutions.

³¹ Authors: dr. Nada STROPNIK and dr. Nataša KUMP (Institute for Economic Research)

³² SI-Stata Database, <https://pxweb.stat.si/pxweb/dialog/statfile1.asp>

³³ <https://www.ess.gov.si/>

³⁴ <https://www.who.int/>

Many indicators are also available at the Eurostat website³⁵ and from periodic European surveys (e.g., EU-SILC, the European Social Survey and Eurobarometer).

Many of these indicators may be useful in the process of planning and implementing activities related to youth migration at the local level. Examination of the availability of 120 selected indicators in various areas related to migration and development shows that the majority of them are readily available or can be obtained on request, including at the municipality (LAU2) level. However, certain indicators represented a challenge for the YOUMIG project, particularly in terms of availability, collection and development. **The indicators evaluated as highly relevant included:**

- a) **The skill level of return migrants** - this indicator was difficult to collect due to difficulties in identifying return migrants and the lack/unreliability of data on the skill levels of migrants;
- b) **The over-qualification rate, by natives/foreigners** - it seemed unlikely that this indicator would become available;
- c) **The student outbound mobility ratio at tertiary level, by sex** - it became apparent that it would be difficult to achieve full coverage and the likelihood of the Ministry of Education introducing this indicator as an obligatory one was low;
- d) **The number of secondary/tertiary programmes in foreign languages** - this indicator was evaluated as highly important in terms of monitoring a city's attractiveness for foreign students, and no serious obstacles to this indicator's availability were expected;
- e) **The work force in health care/the shortage of work in healthcare/the healthcare workforce gap** - the second and third alternatives of the healthcare indicator were evaluated as highly important but difficult to collect;
- f) **Health care coverage for migrants** - since access to healthcare is guaranteed in law, this indicator should be easy to collect; however, it is extremely difficult to assess the situation of non-registered immigrants if they do not even use free healthcare services;
- g) **Unmet demand for home care services** - this indicator was evaluated as highly relevant for potential immigration, but difficult to collect since the demand for various kinds of care cannot be easily determined; also, it would not be correct to sum up demand for different home care services;
- h) **Unmet demand for institutional care service** - this indicator was evaluated as difficult to collect; the demand for various kinds of care services cannot be easily

³⁵ <https://ec.europa.eu/eurostat/data/database>

assessed, and a potential client may be counted more than once owing to multiple applications;

- i) **Migrants receiving a form of protection or assistance** (in the receiving municipality) - this indicator was evaluated as easy to collect, though an emphasis was placed on specifying the indicator in detail (e.g., by specific groups of migrants and kinds of protection/assistance). In addition, possible problems related to covering assistance provided by NGOs that are not centrally financed were envisaged;
- j) **NGOs dealing with migrants** – this indicator was perceived as important as a means of monitoring the inclusion of migrants, but not easy to collect;
- k) **Tolerance towards foreigners (foreign workers)** - this subjective indicator is considered important in the context of Slovenia's ageing society and future labour shortage; it was evaluated as easy to collect through EU-level periodical surveys.

At the local level, additional indicators were evaluated as highly relevant, such as 'The number of crimes against immigrants and their property', the 'Number of crimes committed by immigrants' and the 'Number of cases of discrimination against immigrants', in each case per 100 immigrants.

The Slovenian partners added a further two indicators to the 16 core indicators (listed in Section 2.1) that measure youth migration and its effects: 1) **Segregation index by neighbourhood** that shows the distribution of migrants across different districts of the municipality), and 2) **Top-5 activities in which immigrants are employed**. The first indicator showed that segregation is lowest at the national level and highest at the regional level (Podravska region), while the Municipality of Maribor showed a moderate level of segregation in 2017. In all three of these observed levels, the largest share of immigrants was employed in manufacturing, followed by construction. The period 2015-2017 saw three economic activities take the 3rd-5th place on the top-5-activity list for the Municipality of Maribor: administrative and support service activities; transportation and storage; and the wholesale and retail trade as well as motor vehicle and motorcycle repair (listed in their 2017 order).

The Municipality of Maribor has access to many core indicators online. To gain access to the remaining available data at the LAU2 level, users are referred to the respective institution(s).

The Statistical Office of the Republic of Slovenia can provide the following indicators (either online or by request):

- Population by sex, age, urban/rural, country of citizenship, country of birth

- Completed education of persons aged 15-34 by sex, age groups, native/foreign (country of citizenship)
- Population by activity status, by sex, 5 year age intervals, native/foreign
- In-migration, internal/international
- Top-5 sending countries (of migrants)
- Top-5 activities in which immigrants are employed
- Out-migration, internal/international
- Number of returnees registered, by sex and education level (returnees that emigrated in 2011 or later)
- Skill level of return migrants (those that emigrated in 2011 or later)
- Subjective well-being in the population,
- GDP per capita,
- Business demography: the number of active enterprises, by size, ownership (national/foreign),
- Annual mean disposable household income per capita
- Segregation index by neighbourhoods

The Ministry of Education can provide data on

- The student outbound mobility ratio at tertiary level, by sex

The National Institute of Public Health can provide data on

- The size of the work force in healthcare (the number of medical doctors at primary level - general practitioners and paediatricians)

The Health Insurance Institute of Slovenia provides data on

- The workload of general practitioners, paediatricians, dentists and gynaecologists

The same set of indicators will be relatively easy to reproduce in future since the YOUMIG project already laid the foundations through identifying data sources and data owners as well as establishing contacts with data owners. However, substantial financial

resources would be necessary for future rounds of the small-scale survey. **This survey collected data for two indicators:**

- Tolerance towards foreigners (foreign workers) and
- Intentions to migrate within the next 5 years, with (if possible) the intended destination and duration of absence

Therefore, survey questions were prepared and translated, and a small-scale survey was conducted in the Municipality of Maribor, in which 501 people aged 18-34 participated.

2.3. Small-scale survey: main findings for Maribor³⁶

In the Feasibility Report, the core and two additional indicators were elaborated. Where possible, they were tested in the small-scale survey, which was the joint effort of both Slovenian partners.

The Maribor Development Agency (MRA) hired external expert *PAMETEN, Center znanja, vizij in uspešnosti* to conduct the small-scale survey (SSS) which, in turn, hired a subcontractor *STATISTIKUM, statistične in marketinške raziskave ter izobraževanja* to conduct the telephone survey. For the purpose of the SSS, the methodology proposed within the YOUMIG project to determine the sample size for the Municipality of Maribor (MOM) was used. To keep the sample representative, data available from the Statistical Office of Slovenia, for the population aged 15-34, was used. The **sample was set at 500 persons**, which represents almost 2% (1.99%) of the total city population aged 15-34.

However, as the proposed target group for sampling would include minors (below 18 years of age); a decision was made among Slovenian project partners (the Maribor Development Agency and the Institute for Economic Research (IER)) to exclude the population below the age of 18.

Therefore, the sample was recalculated and set as follows:

Age group	Male	% of population	Female	% of population
18-21	58	50.56	57	49.44
22-25	57	50.25	57	49.75
26-29	56	51.21	54	48.79
30-34	87	54.06	74	45.94
Total	259	51.8	241	48.2

³⁶Authors of the subchapter: mag. Borut JURIŠIČ, dr. Amna POTOČNIK, Sabina ŠNEIDER (Maribor Development Agency); Dr. Nada STROPNIK and dr. Nataša KUMP (Institute for Economic Research).

The small-scale survey was a joint effort of Slovenian partners, in which IER was in charge of preparing the survey questions and MRA - with its external experts - was in charge of conducting the two waves of the survey. The SSS was conducted within the territorial location of the Municipality of Maribor, with the basic unit of the SSS being 'a person belonging to the target age group, living in Maribor at the time the survey (either with a permanent or temporary residence).

The first wave of the survey (**September 2018**) was conducted both **online** and by **telephone** and the second wave (**October 2018**) **live survey** was introduced additionally.

In both waves combined, 3.000 telephone contacts - resulting in 355 collected responses - were made; and 500 e-mails - garnering 75 responses - were sent out and 71 people fitting the target group provided paper-based feedback.

In total, 501 surveys (one invalid) were carried out by the end of second wave; therefore, a third wave was not initiated.

Age group	Number of respondents	%
18-21	115	23
22-25	114	22.8
26-29	110	22
30-34	160	32
n/a.	1	0.2
TOTAL	500	100

Since the official statistics based on registers provide the best possible data for indicators, testing the new improved indicators for measuring youth migration and its effects was conducted via a small-scale survey. Only those indicators that are not collected by SORS were tested. The small-scale survey was conducted in Maribor in September-October 2018.

Average **subjective well-being** was evaluated on the basis of answers to the following question:

(...) I would like to ask you some questions about various aspects of your life and your feelings about them. There are no right or wrong answers. For each of the questions I would like you to give an answer on a scale of 0 to 10, where 0 is 'not at all' and 10 is 'completely'.

The value of average subjective well-being is 7.9 for the total population and 6.4 for foreigners.³⁷ Although foreigners' perception of their well-being is lower than that of the total population of Maribor, it is still positive. Respective indicator value for the total population of Maribor in 2017, obtained from the EU-SILC survey, is 7.1, while the indicator

³⁷Foreigners are defined as persons that did not report Slovenia as their country of birth.

value for all foreigners in Slovenia is 6.8. Consequently, we can compare indicators values a) in two consecutive years for the total population of Maribor: 7.1 in 2017 (statistical indicator) and 7.9 in 2018 (small-scale survey), and b) for foreigners in Slovenia in 2017 (6.8; statistical indicator) and in Maribor in 2018 (6.4; small-scale survey). These results indicate that the small-scale survey may provide reliable results.

However, this small-scale survey showed that a **survey based on a representative sample for the total population of a municipality such as Maribor's** (with reference to the share of population with a migrant background) **cannot (in general terms) provide data for indicators that describe the situation of migrants**, particularly not indicators capturing more than one dimension.

Recommendations

In order to gain a better insight into the demographic characteristics, position and opinions of migrants, a **survey whose focus is solely on them** would be needed.

CHAPTER 3

BETTER MANAGEMENT OF YOUTH MIGRATION THROUGH LOCAL POLICIES³⁸

3.1. Existing good practices and pilot activities for the better management of youth migration at the local level³⁹

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 project⁴⁰ 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 model⁴¹ 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

³⁸Chapter 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*.

³⁹ Authors of the subchapter: Nada STROPNIK and Nataša KUMP (Institute for Economic Research, Slovenia), Amna POTOČNIK and Borut JURISIĆ (Maribor Development Agency)

⁴⁰YOUMIG Good Practice Collection is available at: <http://www.interreg-danube.eu/approved-projects/youmig/outputs>

⁴¹Cited by: PORTUGAL, R., PADILLA, B., INGLEBY, D., DE FREITAS, C., LEBAS, J., and PEREIRA MIGUEL, J. (eds.) (2007) *Good Practices on Health and Migration in the EU*, Final draft, Conference on "Health and Migration in the EU: Better health for all in an inclusive society", Lisbon, September 2007. Original publication by UNESCO - Management of Social Transformations Programme (MOST): *Best Practices on Indigenous Knowledge*. UNESCO, 1999.

their local pilot activity. The good practice collection is based on the accumulated knowledge and experience made available on the European Website on Integration 'Migrant Integration Information and good practices'⁴², the Cities of Migration website 'Good Ideas from Successful Cities'⁴³ and the website of CARIM-East – Consortium for Applied Research on International Migration.⁴⁴ Where a lack of good practices for solving important problems related to migration and migrants was apparent, authors of the collection exceptionally included non-tested potentially good practices that were agreed on by focus groups or in the Delphi surveys, or recommended by professionals in the field.

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

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

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

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

⁴² <https://ec.europa.eu/migrant-integration/home>

⁴³ <http://citiesofmigration.ca/good-ideas-in-integration/municipal/>

⁴⁴ <http://www.carim-east.eu/publications/research-reports/integration-and-reintegration-of-migrants/>

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

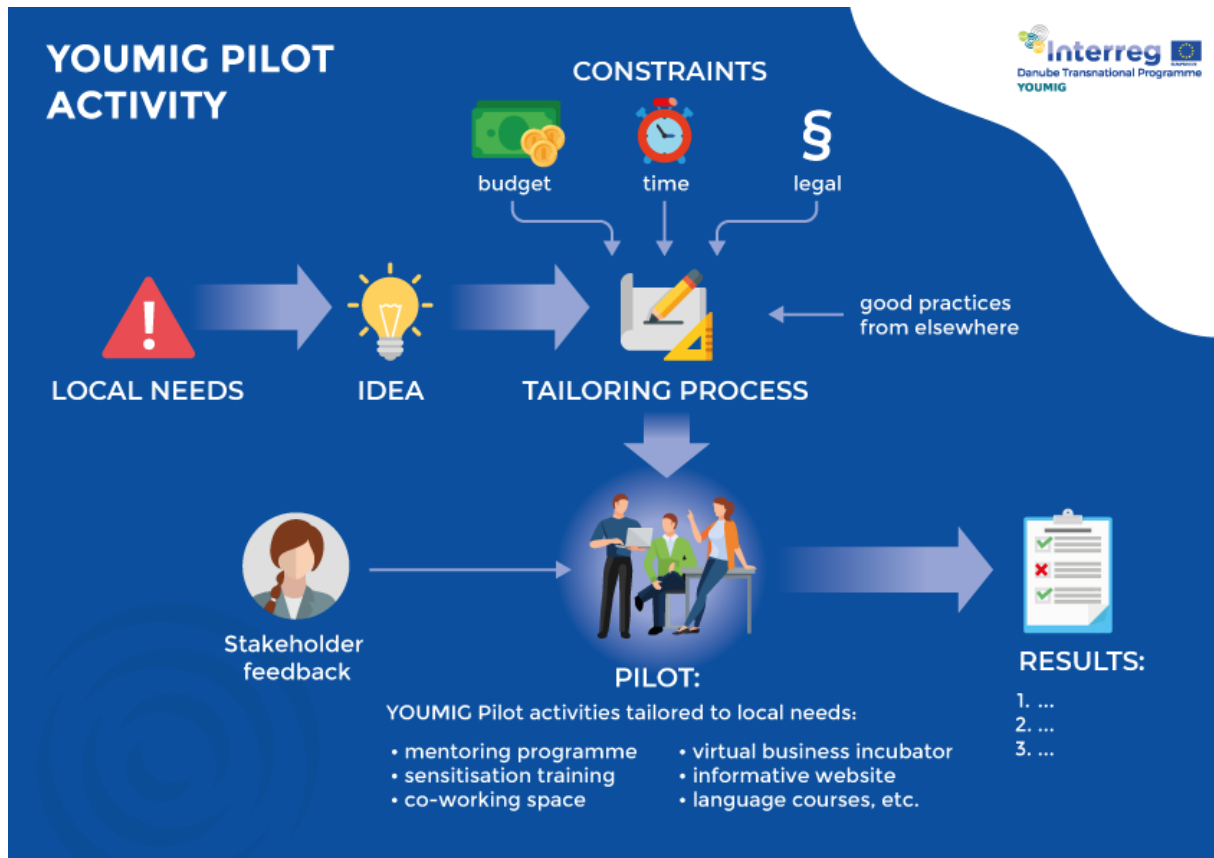
Labour market inclusion of immigrants is also of crucial importance. Good practices deal with guidance, support and training services for immigrants, improving their employment outcomes, challenging stereotypes, counselling immigrant entrepreneurs, setting up centres for the support of migrant initiatives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

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

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

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

Figure 7. YOUMIG's pilot actions to tackle identified local challenges



To address the challenges, obstacles and benefits of youth migration in sending or receiving communities, YOUMIG's Local Status Quo Analyses (LSQA)⁴⁵ provided an overview of trends in youth migration and of related social phenomena. Through applied research, a screening of responses provided by local authorities to challenges related to in- and out-migration of young people was performed. A related goal was to identify management and capacity gaps in institutional mechanisms of local authorities to address youth migration and related phenomena.

Based on the challenges and needs revealed in the Local Status Quo Analyses and on collected good practices, **local partners tailored existing practices to their own needs**, in order to provide better services for immigrants, emigrants or returning youth migrants. Each YOUMIG local partner elaborated a Roadmap adapting existing practices and/or designing new ones. These documents described pilot interventions⁴⁵ that offered new services to immigrants, emigrants or returnee youth. Local partners discussed their plans with stakeholders, and implemented the pilot activities in order to address one or several

⁴⁵Local Status Quo Analysis can be obtained at: <http://www.interreg-danube.eu/approved-projects/youmig/outputs>

challenges identified in the Local Status Quo Analysis, and based on a common methodology.

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

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

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

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

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

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

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

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

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

3.2. Coworking Maribor: a pilot action for self-employment of migrant and local youth ⁴⁶

The city of Maribor is facing a decline in population due to both negative natural population change and negative migration balance. The foreign-born population accounts for a slowly increasing proportion of the total population of the municipality (from 12.0% in 1991 to 15.1% in 2017). The Local Status Quo Analysis drew attention to the various bureaucratic and administrative barriers experienced by immigrants, emigrants and return migrants.

⁴⁶ Authors: mag. Borut Jurišič, Dr. Amna Potočnik, Sabina Šneider (Maribor Development Agency)

Based on the qualitative research undertaken, several actions were identified to improve the management of youth migration in Maribor, from which **'setting up a support environment for youth and migrating youth to mitigate self-employment'** was selected for the pilot activity within YOUMIG project. This support environment took the form of **a hub**, offering the possibility for flexible and voluntary inclusion in a shared workspace – **Coworking Maribor** - with additional content provided for the target group of young migrants in Maribor, named CWMB Maribor. As a hub (run by MRA) it also offers a platform for sharing other migration related experiences, thus creating a support environment for migrants that is not based on country of origin or nationality (as is the case with diasporas). **CWMB YOUMIG provides a supportive environment that fosters the entrepreneurial potential of young people living in Maribor and its surroundings, with a focus on both immigrants and potential emigrants (including cross-border commuters).**

CWMB YOUMIG offers a **free, productive, and stimulating environment** that boosts the entrepreneurial potential of the migrant population by reducing the costs of office rental during the development stage of an independent enterprise. It also provides access to knowledge through thematic education aimed at enhancing the entrepreneurial competencies of the target group.

The pilot activity was based on two pillars:

- 1) The **previous activities of MRA** – CoworkingMaribor, which is a coworking center run by MRA with the aim of fostering entrepreneurial potential among the population of the city of Maribor with its surrounding;
- 2) **identified good practiced within YOUMIG:** a centre for migrant business start-ups and enterprise⁴⁷

Through the experience of Coworking Maribor, MRA has already gained experience in setting up and running a successful Coworking space, providing support for potential entrepreneurs as well as young entrepreneurs in their early phase of conducting business.

For the purposes of supporting young migrants in the Danube Region, **the experience of the case study Unternehmer ohne Grenzen (UoG) - Hamburg, Germany - was used.** UoG began with the observation that third-country nationals and their descendants have a similar or even higher propensity to set up businesses than native Germans. Nevertheless, third-country nationals generally have less knowledge of legal and business rules and regulations

⁴⁷ <https://ec.europa.eu/migrant-integration/intpract/centre-for-migrant-business-start-ups-and-enterprise-identified-by-a-study-undertaken-by-the-committee-of-the-regions>.

and the legal and organizational environment for self-employment. Therefore UoG is providing immigrant entrepreneurs with tailor-made counselling and networking services that match the specific business environment of Hamburg.

Furthermore, the pilot activity was also influenced by **study visits** conducted by MRA team in November 2017. Several cases of Slovenian natives attending elementary and vocational school abroad were identified, which demonstrated the need for a hub for young Slovenians with migration-tendencies - such a place could also facilitate the tracking after departure. Therefore, **the CWMB YOUMIG programme was set up to include the young Slovenian born population as well.**

Based on the above, **MRA set up the programme CWMB YOUMIG on the premises of MRA at Pobreška cesta 20 in Maribor, Slovenia, offering a free desk-sharing space for up to 12 people to use** (with an optimum number of 6-8 parallel users). The hub provides free access to fast wireless internet and the use of secure lockers for personal items.

CWMB YOUMIG members also have access to **complementary support services** offered by MRA (outside of the YOUMIG project) such as: a) publically-financed PVSP programme mentors supporting the development of business ideas and preparation of business plans; b) EU-funded project SIO-MRA 2018-19 mentors supporting the foundation of new enterprises and overcoming barriers to survival and growth; c) consultations through the regional SPOT office (of which MRA is one of the consortium members) located on the premises of MRA as part of a national programme that provides information for entrepreneurs, work counselling for potential entrepreneurs and SMEs, connections to the regional support environment, training and workshops for potential entrepreneurs and SMEs, the exchange of good practices and forming the support environment for business.

A special feature of CWMB YOUMIG is the **inclusion of Slovenian nationals in the programme** in view of the fact that Maribor is facing **strong outward migration** of youth. The inclusion of young entrepreneurial people in CWMB YOUMIG also created an opportunity to trace members of this group in the event of emigration.

Furthermore, CWMB YOUMIG offers **linguistic support** in the form of interpreting documentation for foreign members, such as complex legal and administrative texts.

Over the course of the pilot, membership grew constantly reaching 16 members in January 2016, which represented 160% of the set target).

The main need identified was the desk sharing opportunity, so young entrepreneurial oriented people would have an opportunity to use office infrastructure without the fixed material costs of renting an office. CWMB YOUMIG provided such an opportunity.

Moreover, informal networking took place, creating new connections among members who would otherwise not be connected, have exchanged contacts and provided complementary support for each other.

Fifteen young people signed the agreement to the CWMB YOUMIG and have been visiting it in the period March-December 2018 (the duration of pilot activity), with an additional member joining the CWMB YOUMIG in January 2019, which was possible because MRA is continuing to offer support to the target group. The members were: 5 women and 11 men; 4 born abroad and 12 born in Slovenia.

Maribor Development Agency hosted several **events for stakeholders and interested public** - with the second local event and the Migration Forum connected to the pilot activity. At both events the participants confirmed that the activities provided by MRA are well designed and suitable for the target group.

Within YOUMIG, the Maribor Development Agency hosted **peer reviewers from Kanjiža** as part of the study visits. The peers were impressed with the activities presented in Maribor, which was the confirmation of relevancy of activities and expressed interest in transferring the Maribor case.

Recommendations

- The municipality should include the operation of a **support environment that fosters the entrepreneurial potential of young people living in Maribor** and its surroundings, with a focus on immigrants as well as potential emigrants (including cross-border commuters) as part of a strategy to manage the inclusion of vulnerable groups in society.
- The support environment should be based on the experience of the CWMB YOUMIG pilot.

3.3. One-stop-shop approach to managing youth migration⁴⁸

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

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

Local partners introduced and tested a **'One-stop-shop' approach pilot unit (OSS) within the local authority**, which was conceived as a **hub for providing information about all local services linked to youth migration** (e.g., integration of immigrants, keeping in contact with emigrants, re-inserting returning migrants). One-stop-shops in customer services usually gather all the necessary administrative parts of a process under one roof, so that the customer does not have to move between buildings located in different parts of the city. A well-known example of the one-stop-shop approach was the headquarters of the High Commission for Immigration and Intercultural Dialogue (ACIDI) in Lisbon, Portugal, where over 30 different services were made available for immigrants in one location.⁴⁹

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

⁴⁸ Authors of the subchapter: Amna POTOČNIK and Borut JURIŠIĆ, Maribor Development Agency

⁴⁹http://citiesofmigration.ca/good_idea/one-stop-shop-mainstreaming-integration/

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



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

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

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

- The wide range of institutions involved in migrant integration processes

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

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

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

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

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

3.4. LifeHackMaribor: an online one-stop-shop platform for young migrants⁵⁰

Among the recommendations to improve the management of youth migration in Maribor, ‘**easing the administrative burden on migrants by establishing one reference point for providing all relevant information, and strengthening intersectoral cooperation through an interdisciplinary approach**’ was recognised as the issue to be tackled by means of establishing the One-stop-shop network (OSS Network.).

Maribor Development Agency started to strengthen cooperation between stakeholders, dealing in issues related to migration, during the events and activities of the YOUMIG project: a) the local kick-off event - the Migration Forum (16 May 2017); b) the local YOUMIG Forum (8 March 2018) and c) interviews conducted with the relevant institutional stakeholders within the activity of preparation the LSQA.

As an outcome of the events and interviews combined, and through the institutional interviews, contacts and cooperation were established with the representatives of various **stakeholders**.

PUBLIC ORGANISATIONS	TERRITORIAL COVERAGE
Republic of Slovenia - Office for Slovenians Abroad	International
Ministry of Labour, Family, Social Affairs and Equal Opportunities	National
Ministry of the Interior	National
Police	National
Statistical Office of the Republic of Slovenia	National
Administrative Unit Maribor	Multi-municipal
Employment Service of Slovenia	Multi-municipal
Health Insurance Institute of Slovenia	Multi-municipal
Financial Administration of the Republic of Slovenia, Maribor Financial Office	Multi-municipal
Social Work Centre, Maribor	Multi-municipal
Municipality of Maribor	Municipal
RESEARCH AND EDUCATION	STATUS
University of Maribor	Public
Research Centre of the Slovenian Academy of Science and Arts	Public
Academia (private collage)	Private
NON GOVERNMENTAL ORGANISATIONS	
Slovene Philanthropy	
Federation of Cultural Associations, Maribor	
Youth Cultural Centre Maribor	
Maribor Adult Education Centre	

⁵⁰ Authors of the subchapter: mag. Borut JURISIČ, dr. Amna POTOČNIK, Sabina ŠNEIDER (Maribor Development Agency)

Slovene Emigrant Association	
SLOGA platform	
Association Odnos	
OTHER (private company sending workers abroad)	

The networking session of the meetings and individual interviews contributed to the future exchange of information and the cross-promotion of activities within the OSS.

In keeping with the methodology used to set up the One-stop-shop service for young migrants in local communities of the Danube Region, the **key stakeholders to be involved in the local OSS network** were identified and animated to cooperate with MRA by providing coordination. These were: the Administrative Unit Maribor, the Maribor Financial Office, the Health Insurance Institute of Slovenia, the Employment Service of Slovenia, the Maribor Social Work Centre, the Institute for Pension and Disability Insurance, the Maribor Adult Education Centre, the Municipality of Maribor, the University of Maribor, and the Association of cultural societies Maribor.

This latter point is especially relevant because **many important fields of local governance belong to local branches of the central government. Table 1 summarises the competencies of local and central public authorities in Maribor with reference to the most relevant administrative issues for young migrants.**

Table 1. List of usual 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)	Remarks:
Official personal documents	Obtaining or renewing an ID card, residence permit, registration certificate		Administrative Unit	National government remit - local branches cover territory of 1 to several municipalities
	Obtaining or renewing a driving license		Administrative Unit	National government remit - local branches cover territory of 1 to several municipalities
	Registration of change of residence		Administrative Unit	National government remit - local branches cover territory of 1 to several municipalities
	Registration of change of marital status		Administrative Unit	National government remit - local branches cover territory of 1 to several municipalities

	Registration of the birth of a child		Administrative Unit	National government remit - local branches cover territory of 1 to several municipalities.
	Registration of property or vehicle purchase		Administrative Unit	National government remit - local branches cover territory of 1 to several municipalities.
Work	Receiving a work permit		Administrative Unit (with confirmation of Employment Service of Slovenia)	Local branch of the Slovenian Employment Service agrees that there are no local profiles available for this work.
	Founding a business		Slovenska poslovna točka (SPOT)	Can be done in person (at regional SPOT points) or online.
	Receiving support in finding a job		Employment Service of Slovenia	Under the Ministry of Labour, Family, Social Affairs and Equal opportunities - local branches cover territory of 1 to several municipalities.
Taxes	Obtaining a tax identification number		Financial Administration of Republic of Slovenia	Local branches cover the territory of several municipalities.
	Paying income taxes, receiving tax refund		Financial Administration of Republic of Slovenia	Local branches cover the territory of several municipalities.
	Paying local taxes (please specify what taxes)	Municipality: land-use-rights		The National Financial Administration in accordance with municipal regulations.
Healthcare and social transfers	Obtaining health insurance (or access to public healthcare services)		Health Insurance Institute of Slovenia	Local branches cover the territory of several municipalities.
	Receiving financial social assistance (of any kind)		Social Work Centres	Under the Ministry of Labour, Family, Social Affairs and Equal opportunities - local branches cover the territory of 1 to several municipalities.
Education	Enrolment to preschools	Municipality		Municipality (or several municipalities with a mutual agreement) can establish pre-school education centres to suit the needs of their inhabitants.
	Enrolment to	Municipality		Municipality (or several

	primary schools			municipalities with a mutual agreement) can establish elementary school education centres (primary schools) or give concessions to a private institution that carries out the programme.
	Enrolment to secondary schools	City municipality	State	General education secondary schools (Gimnazija) can be established by a city municipality (out of 212 municipalities in Slovenia, 11 have a city municipality status), or by the state. Other types of secondary education (vocational secondary schools with 2, 3, or 4 year educational programmes) can only be established by the state.
	Enrolment to vocational training	Municipality	State	The state can establish secondary schools that provide vocational education. These schools can provide trainings for people to obtain certain professional competencies as well (even if not enrolling in their full 2, 3, or 4 year educational programme). The national ministry can allow a vocational school to limit their enrolment to a certain number of people - with criteria for limiting enrolment. Municipalities can provide subsidies to any legal entity providing trainings or education, including obtaining vocational competencies.
	Enrolment to university	Municipality	State	Any physical or legal entity from Slovenia or abroad can establish a university (respecting legal requirements). Enrolment is limited to required criteria (completed secondary education), or in the case of

				certain skills needed, additional criteria can be set by the university.
	Nostrification (recognition of education certificates issued in another country)		Ministry of Education, Science and Sport	Any university can recognise a foreign education certificate to allow a candidate to enrol to their programmes, however, this does not count as officially recognised education in Slovenia. Only the Ministry of Education, Science and Sport can nostrify a foreign education certificate so that a foreign gained education is recognised in Slovenia.
	Language learning (subsidised)	Can set up their own programme	Ministry of Internal Affairs (official state programme)	The Ministry of Internal Affairs is funding a national programme for Slovenian language courses for foreigners who are granted the right to free language courses (depending on the category they belong to - family members of residents, foreigners with special status, foreigners, people with international protection, etc.). Any university is obliged to offer language courses in the Slovenian language to foreign students or Slovenian students without Slovenian citizenship (as the official language of any university is Slovenian). Any private or legal entity can offer language courses and any municipality has the opportunity to provide such an entity with subsidies for conducting the course (or any other kind of education/training).
<i>Other</i>	<i>Please add other issues if relevant</i>			

Understanding the network of stakeholders, their relevancy, authority, field of influence and communication channels was central to the decision to set up the OSS. **Each of the**

institutions already had an established physical space with staff funded to cover specific issues concerning information and service provision for migrants. Therefore, setting up yet another office was dismissed as pointless, unless the new office could take over the authority of another (pre-existing) service provider, in which case, national legislation as well as well-functioning public administration apparatus would have to be changed.

In view of these issues, **Maribor Development Agency (with the help of a contracted external expert Institute Angita) set up an online portal.** A printed brochure was considered as an additional tool, but since it would not be interactive, it would require reprinting in case of any change. Therefore, a decision was made for an online info provision only.

The structure was prepared based on the methodology of an Ideal Customer Avatar, which was specifically upgraded for the given situation by the Institute Angita, where the emphasis is not on presenting institutions, but on the information a hypothetical user would be looking for upon arrival in a new city.

<http://lifehackmaribor.si> was set up and translated into **12 languages** and is available online in 13: Slovenian, English, German, Bulgarian, Bosnian, Czech, Montenegrin, Croatian, Hungarian, Romanian, Slovak, Serbian, and Ukrainian.

The premise of the portal is that any information should be found in three clicks; therefore the topics are divided into 12 modules:

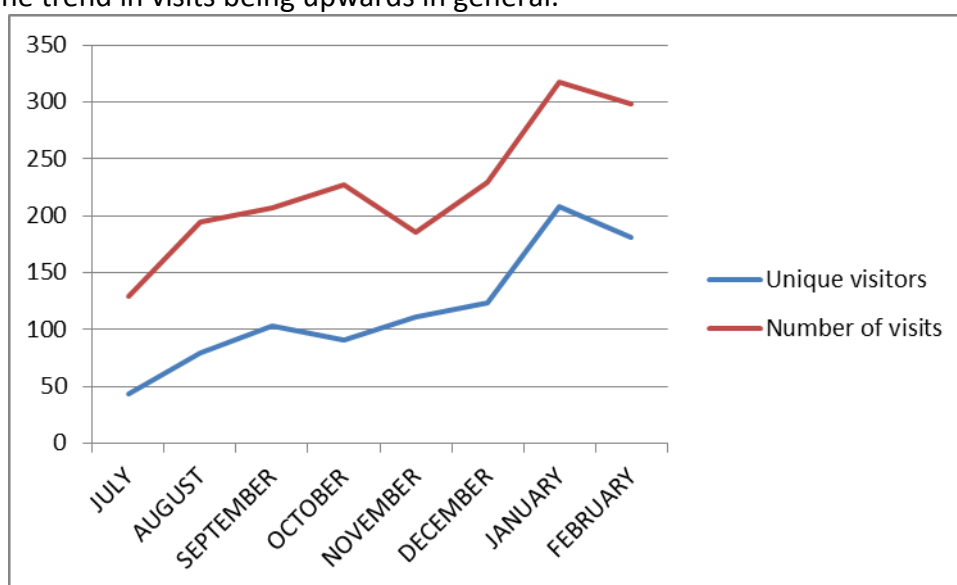
1. **Documents** - explains the administrative procedures that have to be followed prior to, or on arrival in Slovenia/Maribor, and locations in the city where each issue can be resolved;
2. **Insurance** - explains the insurance system, conditions for inclusion in the system, and provides the locations of service providers in the city;
3. **Study** - presenting the institutions offering higher education and other relevant support to students in Maribor, and provides the locations of service providers in the city;
4. **Residence** - explains the possibility and options for leasing or purchasing property;
5. **Employment** - explains the possibilities of accessing the Slovenian labour market, tax residence status, and other relevant issues, and provides the locations of service providers in the city;
6. **Children** - provides information about preschool, compulsory elementary education and secondary level education, and provides the locations of service providers in the city;
7. **Assistance** - provides information on social care and family protection, and provides the locations of service providers in the city;
8. **Health** - provides a list of health & dental care providers, pet health care providers, and regulations on vaccinations, and provides the locations of service providers in the city;
9. **Language support** - provides information on service providers and their locations in the city;
10. **Integration** - provides the locations and conditions of service providers in the city;
11. **Leisure** - provides information about things to do and places to go in the city;

12. **General information about the city** - provides general information about the city and information relevant topics, such as public transport, communication, public amenities, and useful links etc.

An additional feature of the portal, available only in Slovenian, is dedicated to **Slovenians living (or planning to live) abroad**, and provides information about the retirement fund, voting rights abroad, taxation, etc.

As well as providing information in 13 languages, for both immigrants and emigrants, the portal serves as the **entry point to the One-stop shop service for migrants** where MRA staff receive questions and comments from online visitors to the portal. By way of response, staff provide information and advice often hitherto unavailable (with the backing of stakeholders) or refer users to the relevant institution.

By end of February 2019, there were **940 unique (individual) visitors and 1.789 visits in total**, with the trend in visits being upwards in general.



Feedback was collected on 21 occasions through the rating system, with the average rating being 4.5 out of 5.

Additionally, there were seven comments/questions submitted to the site in different languages of which the last three (that were not anonymous) were answered.

As expected, the bulk of page views (87.33%) originated from Slovenia, however, it was not always clear whether the visitors to the portal were Slovenian nationals or foreign born visitors. Croatia generated (9.55%) of page views while all other countries generated less than 1% (with visits originating from a total of 38 countries). In terms of the origin of views, the top 10 countries were Slovenia, Croatia, China, USA, Romania, Hungary, Serbia, Bulgaria, Bosnia and Hercegovina, and Canada.

Number of page views in terms of the top ten countries visiting the site:

	2018	2019

COUNTRY \ MONTH	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	TOTAL
Slovenia	18.790	31.937	9.620	2.326	1.104	274	346	327	64.724
Croatia		6.967	17	11	6	11	33	12	7.057
China				5	619	4	2	19	649
USA	40	71	60	100	65	95	74	87	592
Romania			108	131		11	26	6	282
Hungary	7	21	57	22	54	34	24		219
Serbia		5	74	11	24	21	39	37	211
Bulgaria				9		3	10	150	172
Bosnia and Hercegovina			1		9	18	29	48	105
Canada			103			1			104

The main strength of the One-stop-shop was the **strong network of involved stakeholders** that utilised their core-activity experiences (in the field of migration) to inform/organise their inputs in this service provision. However, the OSS online service was key to migrants finding their services to begin with (by means of the portal or referral to a relevant stakeholder by MRA staff members).

Based on our experience of the OSS, **a deeper level of commitment by certain stakeholders would be beneficial**, however, this is restricted with their description of duties, which is beyond their autonomous decision and should be approved at the national level by responsible national bodies (ministries and state institutions etc.).

Recommendations

1) In order to ensure a good exchange of information between various stakeholders, an **annual stakeholders' event covering the issue of inclusion of migrants and youth should be organised**. Such an event could provide the initiative for greater community involvement in migrant-related issues for local residence and manage the effects of youth migration and should therefore ideally be organized by the Municipality of Maribor.

2) **The Municipality of Maribor should also take over the maintenance of the online information portal LifeHackMaribor** as part of a provision of municipal services for people living in, or moving to Maribor, along with a dedicated employee responsible for cross-sector support and information provision on youth- and migration-related issues.

CHAPTER 4

BETTER COOPERATION BETWEEN POLICY ACTORS⁵¹

4.1. Transnational cooperation schemes between municipalities⁵²

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: where young migrants arrive at, or depart from
- To begin cooperation in relevant fields (e.g. social services, education, labour market)
- To investigate and test win-win solutions

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

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

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

⁵¹Chapter 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*.

⁵² Author of the subchapter: Vesselina DIMITROVA (Burgas Municipality)

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

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

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

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

- Local strategies for collecting useful data on migrant groups coming to or going away from the municipalities, and data sources for local access and use (registers of local/national authorities or institutions, local or national surveys, research)
- Recommendations for the most useful data sources used for migration - and youth-related policymaking
- Migration-related data in policy decision-making and their importance for better management of these processes
- The identification of governance weaknesses, and how these should be addressed
- New practices or projects connected with the management of migration impact, implemented in the recent years, and their results
- Innovative migration management measures for further implementation
- Information available about young migrants' attitudes and needs in relation to local administration (e.g., administrative obligations, satisfaction or dissatisfaction with migration-related institutional bodies, 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 schemes between local governments: study visits between Maribor and peer cities⁵³

Bad Radkersburg/Radgona (AT) was identified in the first study visit as a border town that attracts Slovenian youth into the Austrian educational system.

During the study visit, the hosting organisations: Lehrlingshaus, Bundes - Oberstufenrealgymnasium Bad Radkersburg (BORG) and Pavelhaus/Pavlova hiša, provided insights into many issues of interest for the municipality of Maribor, mostly concerning Slovenians who had recently moved or were commuting to Austria for education or work.

As the municipality is responsible for management and funding in the field of education (preschool, elementary school, secondary and vocational education, as well as that of student boarding facilities), it was important to understand how and why Slovenian youth participate in the Austrian school system. BORG, for example, actively promotes its school programme and attracts 20% to 25% of its students from the Slovenian side of the border. For the most part, Slovenian youth place less emphasis on future employment and more on gaining life experience. Therefore, obtaining a secondary education abroad represents a great opportunity for them. According to BORG, the quality of the Slovenian education system is at least on a par with that of the Austrian one, suggesting that a possible reason (further supported by Lehrlingshaus) for Slovenian student inclusion in the Austrian education system is geo-economic in nature - it empowers young Slovenians to enter the Austrian labour market.

Pavelhaus/Pavlova hiša provided additional information regarding Slovenians living in Austrian Styria region. **There is an ever-growing community of Slovenians, who moved to Austria in recent years, mostly located on the Maribor, Leibniz/Lipnica, Garz/Gradec axis.** In terms of social media, Slovenians organise themselves in distinct groups, for example, Slovenians in Austria, Slovenians in Graz and Slovenians working in Austria. There is a big difference in target audience between the groups of Slovenians living or working in Graz, as the latter are daily commuters, mostly concerned with possibilities of daily transport, tips on reducing taxes in Slovenia, and potential employments; while on the other hand, Slovenians

⁵³ Authors: mag. Borut JURIŠIČ, dr. Amna POTOČNIK, Sabina ŠNEIDER (Maribor Development Agency)

already residing in Graz are looking for boarding opportunities, socialization, support services and similar.

The study visit to Bad Radkersburg/Radgona had a direct bearing on setting up CWMB YOUMIG, whose aim is to address the issues of youth unemployment. As was observed during the study visit, there are clear tendencies for Slovenians living close to the Austrian border to look to the Austrian labour market. The trend already starts during the education process, therefore targeting local youth who are potential emigrants, was an important factor in the operation of CWMB YOUMIG. The scheme had the dual function of offering services to young migrants who arrived in Maribor, and helping to reduce the rate of youth emigration (or keeping track of members who became emigrants) from Maribor.

Within the pilot activity, the Maribor Development Agency hosted the Municipality of Kanjiža and conducted a peer-review study visit in the city of Graz - both project partners in the YOUMIG project.

Feedback from peer reviewers from Kanjiža was very favorable. They got an insight into the mechanisms used to maintain the support community set up by MRA, which includes CWMB YOUMIG. The pilot was found to be in compliance with the recommendations of the local analyses. CWMB YOUMIG offers support in the form of Coworking space and knowledge, which helps to make young people more competitive in the employment market and/or in terms of starting their own businesses. The local pilot was viewed as a practice that could be replicated in any environment - in settlements dealing with immigration and/or emigration. Coworking can help newcomers settle into a motivating environment where they can expand professionally, practice the language and be acquainted with the culture (in the event of it being completely new). In settlements where emigration is an issue, such spaces encourage migrants to develop skills and business ideas; these in turn may lead to successful enterprises that contribute to the local economy and increase levels of well-being. The project was considered a good practice that should be introduced in Kanjiža, thereby providing the possibility of future cooperation between the municipalities. The positive feedback from Kanjiža and their ambition to transfer the good practices observed, confirmed that the support environment in Maribor was adequate and worthy of continuation.

The case review of the city of Graz/Gradec, provided a good insight into the processes involved in setting up a support structure for the integration of immigrants (first or second generation). The Graz/Gradec pilot deals with **educational and career orientation**, for which Austria and Slovenia have distinct educational systems, and such differences cannot be easily tailored to. However, the assessment of youth skills and competencies in order to provide career orientation is highly transferable. Since orientation by itself is inadequate, the whole support system has to be set up and functional before pilot activities such as these

can reap results. Thus, a pilot activity's success requires a strong network of relevant stakeholders, and a tradition of NGOs cooperating among themselves and with the city/regional authorities.

The experience of **building a network** - starting small and allowing it to grow; constantly adopting plans according to the developing process - is very valuable. Over-ambitious goals and projects tend not to be sustainable even if the set objectives are reached, while modestly set goals have bigger long term potential of creating an impact.

The local pilot of Graz/Gradec can be replicated in any environment where there is a specific target group. Trade or technical occupations that provide relevant skills for young people, regardless of gender or background, are great tools to support the local environment, increase levels of employment, strengthen youth competencies and - crucially - reduce rates of outward migration in sending communities and aid better integration in receiving ones.

Recommendations

Analysis of lessons learned in the Municipality of Maribor should help prepare a strategy for the inclusion of vulnerable groups in society. It should, among other things, target the subcategories of migrants and youth and approach the issues in a cross-sectoral manner. Implementation of such a strategy should include:

Better alignment of the education system to labour market demand, which could be achieved by the provision of **quality career orientation for youth** (either local youth - and therefore potential emigrants - or young immigrants).

Raising competence levels in youth - the CWMB YOUMIG platform is well placed to do this and should be further developed to become recognized among the younger target group (aged 15-19), and consequently able to **raise its spatial capacity to accept larger groups of users.**

Fostering connections between municipalities to achieve a better exchange of experiences and knowledge; leading to **the transference of identified good practices to the local environment.**

4.3. Multi-level governance cooperation schemes and policy recommendations⁵⁴

Multi-level governance (MLG), as defined by the European Union's Committee of the Regions⁵⁵, **denotes coordinated action by the EU, its member states and local and sub-national governments** based on partnership, and entails operational and institutional cooperation in all phases of the policy cycle, from drafting to implementing policies. These actions require the coordination and distribution of competencies from national to sub-national levels, with high importance given to the EU transnational level, especially in view of the growing importance of MLG in migration and integration policy. Therefore, MLG refers to the dispersion of central government authority, both vertically to actors located at different territorial and administrative levels, and horizontally, to actors and domains at the same level of government.

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

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

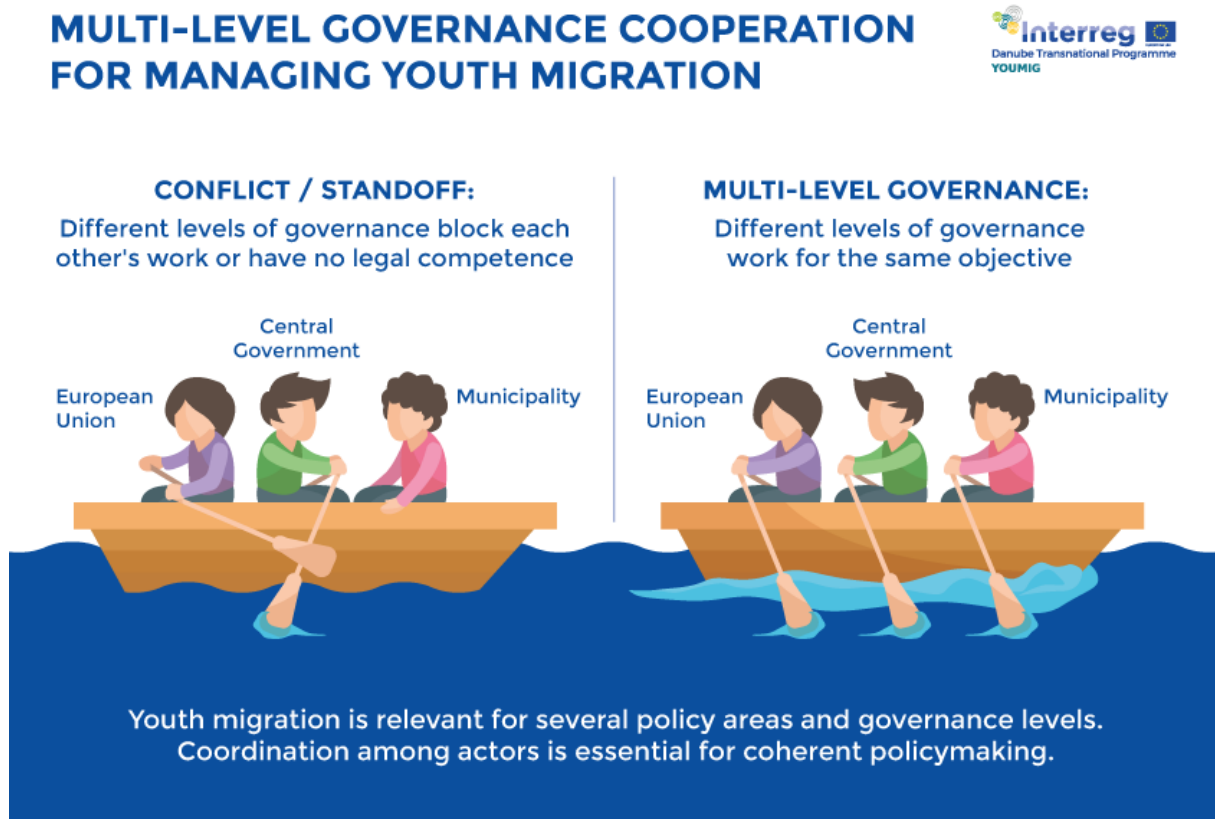
Through building multi-level governance cooperation schemes, the **YOUMIG project aimed to facilitate cooperation between different levels of governance** while providing a testing ground for knowledge exchange mechanisms. The activity outputs presented the modalities of cooperation between national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

⁵⁴ Author of the subchapter: Jelena PREDOJEVIĆ-DESPIĆ (Institute of Social Sciences, Serbia)

⁵⁵In 2009, the Committee of the Regions launched the white paper on multi-level governance, followed by the Charter on Multilevel Governance in 2012, stipulating the fact of shared competencies and responsibilities between various levels of governance in the European Union that can result in greater economic, social and territorial cohesion in Europe if working in partnership. An overview of the beginning of the scientific debate is given, i.e. by BACHE, I.: Multilevel Governance and European Union Regional Policy, in: BACHE, I., FLINDERS, M. (2004) *Multi-level governance*. Oxford University Press, New York, USA. pp. 165-178.

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

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



The project sought to overcome specific challenges (identified through 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 governance.

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

1. Identifying the most feasible solution for the indicator/policy issue
2. Developing a stakeholder engagement strategy
3. Identifying the key stakeholders
4. 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 the regional and local level, other city departments are not always well informed about available data. An emphasis is placed on the promotion of professional and thematic cooperation as a means of increasing levels of cooperation in statistical offices and research institutions, as well as among political stakeholders to improve the quality of data collection.

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

4.4. Policy recommendations for multi-level cooperation in Slovenia - linked to measuring and managing youth migration⁵⁶

As the Statistical Office of the Republic of Slovenia (SORS) collects and provides quality register data, room for improvement on indicators describing the situation of migrants was limited. The efforts were focused on the following indicators: **1) The numbers of returnees registered, 2) The education level and occupation of immigrants.**

Statistically, **return migrants** to Slovenia are defined as persons born in Slovenia (Slovenia is their first country of residence) returning to Slovenia from abroad after having been international migrants. The indicator is now available at all levels (national, regional and local), beginning with persons who migrated from Slovenia on 1 January 2011. Therefore, it is expected that the information on return migrants will continuously improve until - approximately five to six decades hence - it will cover almost all return migrants. The Slovenian Central Population Register allows the identification of return migrants (including those among the foreign-born population) that emigrated from Slovenia from 1 January 2011 onwards. This means that the official definition presents no obstacle to obtaining complete data on return migration.

⁵⁶ Authors of the subchapter: mag. Borut JURIŠIČ, dr. Amna POTOČNIK, Sabina ŠNEIDER (Maribor Development Agency); dr. Nada STROPNIK and dr. Nataša KUMP (Institute for Economic Research)

Since the indicator on return migration is relevant to authorities at all levels of both sending and receiving countries, making an effort to collect as complete data as possible is highly recommended.

Organising and coordinating actions by relevant stakeholders at different governance levels **to oblige emigrants to deregister their residence** and identify those who fail to do so, has been identified as a major challenge. Signs that a person is no longer residing in Maribor/Slovenia include: the repeated non-delivery of official mail (to the official address in Maribor or elsewhere in Slovenia); receipt of a Slovenian pension or other social benefits in another country; non-coverage of the resident by social or any other insurance; non-use of health and education services in Slovenia by individuals and their family members who would be expected to use them; and not having any registered income.

At the **Ambition Setting Workshop** possible solutions for preventing and detecting non-registration of emigration were proposed, which are similar to proposed activities at the local and national levels to detect non-registered emigrants from Maribor to other countries, based on indications that the person is no longer resident in Maribor/Slovenia.

Recommendations

Relevant stakeholders at different governance levels should make additional efforts to coordinate their actions **aimed at obliging emigrants to deregister their residence** and identifying those who fail to do so. For the purposes of identifying non-registered emigrants from Maribor to other countries, the **Maribor Administrative Unit (UE Maribor) would need to make agreements with relevant companies, ministries and institutions**, such as the Post of Slovenia (concerning repeated non-delivery of official mail), the Pension and Disability Insurance Institute of Slovenia (regarding Slovenian pensions or social benefits paid to another country), the Health Insurance Institute of Slovenia and the National Institute of Public Health (both concerning non-coverage by health insurance and non-use of health services), the Statistical Office of the Republic of Slovenia (regarding non-use of education services in Slovenia by individuals who would be expected to use them), and the Maribor Financial Office (concerning registered income). **UE Maribor (as well as other administrative units in Slovenia) would then introduce necessary changes of status to the Population Register.** As administrative units in Slovenia are branches of the national government at the level of several municipalities, the initiative would have to come from the Ministry of Public Administration.

The YOUMIG project's process of improving the availability and quality of indicators indicates that the **data on the occupations of employed immigrants is unreliable**. Not only might Slovenia be experiencing significant non-detected *brain waste*; it also lacks the data needed to estimate potential *brain gain*. Therefore, the project's aim should be to improve the data on occupation and the education levels of immigrants. The unreliability of data concerning the occupations of employed immigrants in Slovenia is a consequence of the fact that the **data are provided by employers** to the Health Insurance Institute of Slovenia and the Employment Service of Slovenia **without material proof**. Further, employers are not obliged to update changes in their employees' occupation, which makes the data even less reliable since employees may change occupations if they stay with the same employer for a longer period. Finding a means to oblige employers to update information on occupations has been identified as a challenge, but **no formal way of improving these data through multi-level governance has been found**, therefore possible structural improvements at the level of governance in relation to this issue have had to be abandoned.

In order to meet job requirements, an applicant who is an economic or political migrant is likely to avoid declaring his/her real education level for fear of being overqualified and consequently not getting the job. Moreover, the education level of immigrants who are not in education, employment or training is not registered anywhere.

In many cases, the long procedure relating to the official validation of certificates, in addition to missing document issues and high processing costs can result in a migrant's registered education level being lower than the one they actually possess. It is only when migrants are officially registered as being in or having completed education in Slovenia, that their level of education is updated on an annual basis.

Although education-related data is included in the Central Population Register, it is no longer collected when a person registers his/her residence in Slovenia since no proof is requested at that occasion (making the information subjective).

The idea of collecting information on the education levels (and occupations) of immigrants through surveys was not supported by experts at the Vision Development Workshop.

Recommendations

A periodical information update on employees' respective education levels and occupations should be considered. The initiative should be taken by the ministry responsible for labour or education, or an interested national level institution (not necessarily the Statistical Office of the Republic of Slovenia).

Local communities (municipalities) are in a position to establish offices and set up **cross-sector cooperation** between already existing offices. Therefore, it is within their power to allocate resources to deal with the issues of migrant integration and youth migration. Currently, the Municipality of Maribor (MOM) is already facing a deficit of 30 million EUR (the state has delegated legally required tasks to the municipality costing 80 million EUR but is only refunding it to the tune of around 50 million EUR). Hence, **it is unlikely that MOM will be able to provide additional new services**. Although the Ministry for Public Administration could legally oblige municipalities (or city municipalities) to provide migrant-related services, due to the financial burden mentioned above such a recommendation would be unreasonable.

As this is a task of strategic importance with potential impacts beyond single municipal borders, the creation of a multi-municipal structure to tackle the issues of migration would make good sense. Such a structure would need both financing and direct access to migration-related data (not only generated and periodically published data). This, in turn would require data from various datasets (from Financial Administration, Health Insurance, Statistical Office, etc.) at both the national and municipal level. The body overseeing the strategy would need to have a signed protocol for data exchange with all public entities collecting data relevant to the topic of migration and youth.

Recommendations

It is recommended that **the Ministry of Public Affairs sets up a new cross-sectoral service covering individual or multiple municipalities responsible for the preparation and monitoring of (multi)municipal strategies aimed at the inclusion and integration of vulnerable target groups (including both migrants and youth) in the local communities**. For this purpose, the newly established service would require access to the data of various public entities that collect data for the territory they cover. (E.g., the Ministry for Labour, Family, Social Affairs and Equal Opportunities, the Ministry of the Interior, the Ministry of Public Administration, the Ministry of Finance, the Ministry of Education, the Ministry of Science and Sport, the Health Insurance Institute of Slovenia, etc.) Such a service would facilitate the collection and sharing of up to date data in order to analyse, prepare, monitor and upgrade the proposed strategies.

ANNEX

Technical guidelines for using the Data Toolkit⁵⁷

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

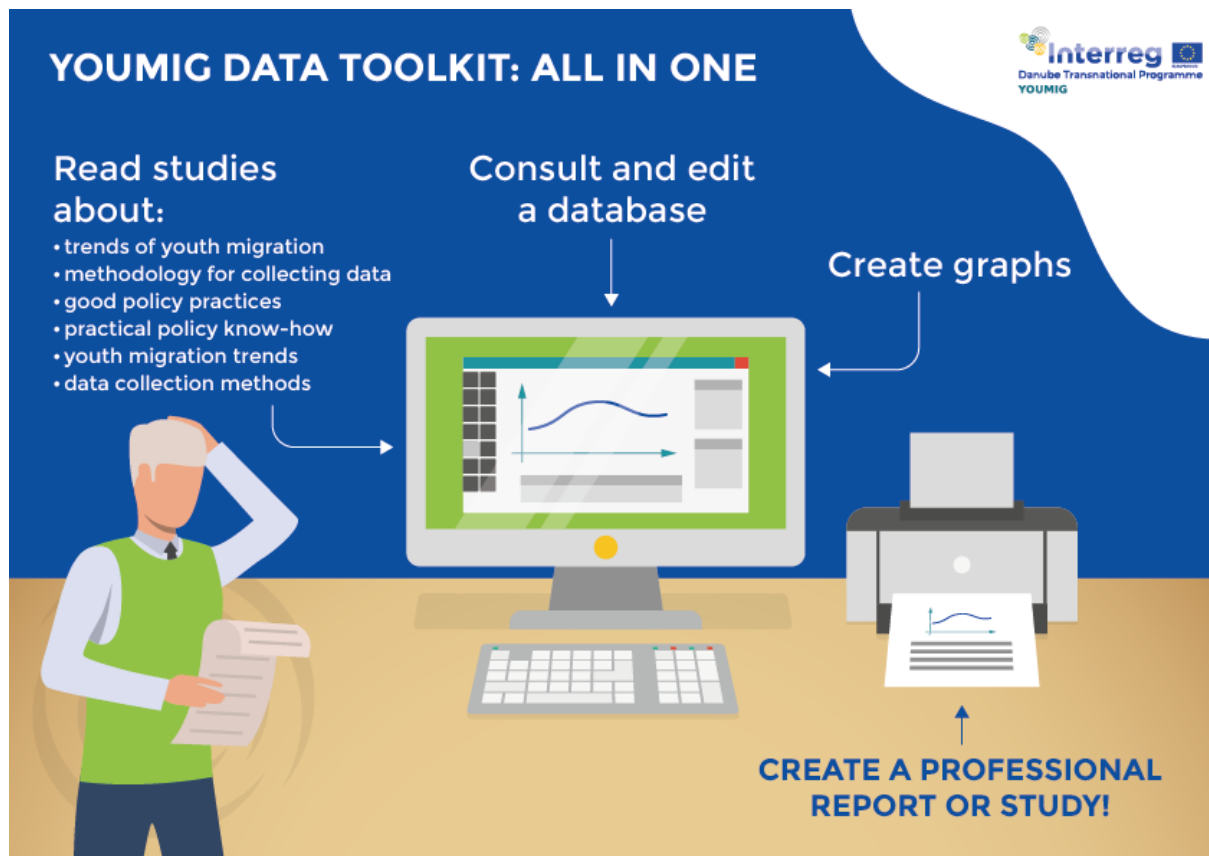
The Data Toolkit enables municipalities to measure and trace local processes independently, even beyond the end of the YOUMIG project. Better use of migration data in strategic planning and decision-making in related policy fields is of utmost importance. Therefore, measuring youth migration and its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

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

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

⁵⁷ Authors of the subchapter: Branislav ŠPROCHA and Boris VAŇO (Institute of Informatics and Statistics, Slovakia)

Figure 10. YOUMIG's Data Toolkit software



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

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

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

- Conceptual framework for the study of youth migration in the Danube region

- Local status quo analyses which provide an overview of the trends in youth migration and related social phenomena for each local partner
- European and global good practice collection of relevant services and actions linked to youth migration
- Evaluation report of youth migration indicators
- Pilot activities based on existing good practices, testing innovative solutions to manage the processes and impacts of youth migration
- Policies and strategies aimed at evidence-based local youth policy measures, multi-level governance and transnational cooperation schemes

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

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

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

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

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

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

Education related indicators are:

- The level of completed education
- The skill-level of return migrants
- Student outbound mobility ratio

Labour market oriented indicators include:

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

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

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

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

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