



Interreg



Danube Transnational Programme
YOUMIG

National policy recommendations for
improved cooperation on youth migration

**National policy
recommendations**

WP6
Activity 6.2

June 2019

SLOVENIA

WP6 – Activity 6.2

**National policy recommendations for improved institutional
cooperation on youth migration**

**National policy recommendations
SLOVENIA**

**Institute for Economic Research, Ljubljana
Maribor Development Agency, Maribor**

June 2019

EXECUTIVE SUMMARY

In 2017, the foreign-born population accounted for 12% of the total population of Slovenia and 15.1% of the total population of the Municipality of Maribor. The proportion of the foreign-born population in Maribor has been slowly increasing. Approximately a third of the foreign-born population in Maribor were born in the EU, while more than ninety percent of the rest were born in three former Yugoslav republics (Bosnia and Herzegovina, Serbia and Kosovo, and North Macedonia). In the years 2008-2015, net migration was positive for the age group 15-34 years, mostly positive for the age group 0-14 years, and mostly negative for the age group 35 years and over.

The investigation on the availability of selected indicators in various areas related to migration and development has shown that the great majority of them are readily available, or can be obtained on request, also at the municipality (LAU2) level. Some indicators, though highly relevant to the YOUMIG project, are not (fully) available. Having evaluated the selected new and improved indicators in terms of their availability and importance, we recommend that efforts focus on obtaining two of them: 1) the number of registered returnees, and 2) the education level and occupation of immigrants.

The Statistical Office of the Republic of Slovenia can provide data on return migrants, starting with persons who migrated from Slovenia on 1 January 2008. However, some migrants neglect to deregister when leaving Slovenia and thus cannot be treated (statistically) as return migrants upon their return. Unregistered emigration results in a) incomplete data on the emigrant stock; b) an over-estimation of Slovenia's population, including an over-estimation of the number of foreigners in Slovenia; c) and a lack of in-depth knowledge on the number and situation of emigrated Slovenian citizens, which prevents any proper policy-making aimed at re-attracting these emigrants and consequently the design of effective measures to facilitate their return migration. In order to identify non-registered emigrants from Maribor to other countries, we recommend that the Maribor Administrative Unit conclude agreements with the following companies/ministries/institutions: 1) the Post of Slovenia – to continuously (or periodically) detect persons to whom official mail cannot be delivered for a period of one year (or up to three years), and report this to the Maribor Administrative Unit; 2) the Pension and Disability Insurance Institute of Slovenia – to continuously (or periodically) check persons who receive a Slovenian pension in another country; 3) the Health Insurance Institute of Slovenia – to periodically check if residents are covered by health insurance and use healthcare services in Slovenia (non-use of healthcare services by a person who would be expected to do so indicates that he/she may not be residing in Slovenia); 4) the Statistical Office of the Republic of Slovenia – to periodically check residents who do not use education services in Slovenia, though they would be expected to do so; and 5) the Maribor Financial Office – to check if persons (who may no longer be resident in Slovenia) pay taxes in Slovenia.

The YOUMIG project's process of improving the availability and quality of indicators revealed that the data on the occupations of employed immigrants are unreliable. This is a consequence of the fact that these 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' occupations, which make the data even less reliable since employees may change occupations if they stay with the same employer for a longer period. Although information on education is included in the Central Population Register, its collection on the occasion of a migrant registering his/her residence in Slovenia has been abandoned since proof of the level of education is not requested – making this information subjective. The education level of immigrants who are neither in employment nor in education is not registered anywhere. Moreover, job applicants who are economic or political migrants are likely to avoid declaring their real education since they may not be taken on if considered overqualified (and without a job/means of support, they cannot remain in Slovenia).

Obtaining evidence in a way that provides accurate data on the current education level and occupation of immigrants is therefore a challenge. Due to the relevance of these indicators to the national, regional and local authorities in their capacities as policymakers (in the fields of population, migration, economy, development, etc.) in potential sending and receiving countries, we recommend that employees' education levels and occupations be periodically updated. This initiative may be taken by the ministry responsible for labour or education, or by an interested national level institution (not necessarily the Statistical Office of the Republic of Slovenia).

For the municipal level, a Local Status Quo Analysis on Transnational Youth Migration was prepared to improve our understanding of the local processes linked to youth migration. The analysis for the Municipality of Maribor (Slovenia) identified several challenges that are beyond the immediate influence of the local government – since these issues are regulated by national legislation. However, the municipality could intervene in the following areas:

1. Information for migrants: providing essential information for migrants regarding various administrative issues,
2. Local environment: establishing a supportive environment for youth and migrating youth to mitigate self-employment,
3. Social attitudes: improving the local population's attitude towards migrants (affected by the large-scale arrival of refugees in 2015-2016).

However, none of these local level activities can effectively change the situation within the local community, without an institutional commitment to change. For this, a specific municipal taskforce should be set up to handle the issues of youth migration, as well as coordinate them with the national authorities.

YOUMIG at a glance

Full name: 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 boosting their institutional capacities through enhancing the scarce local evidence on youth migration, contributing to improved policymaking with a focus on human capital. Statistical offices and academic organisations are teaming up with local governments in a complex and customised multi-level transnational cooperation to create local development strategies based on improved youth-migration impact indicators and introduce transnationally tested tools for managing local challenges. As a result, institutions and stakeholders can obtain increased capacities through intensified cooperation.

YOUMIG's work is structured in six work packages (WPs). Besides management (WP1) and communication (WP2) issues, the thematic work is distributed as follows. In line with the present document, 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 the local partners (WP3). Through a comprehensive evaluation of the locally available indicators on youth migration, the project identifies the shortfalls of measuring local challenges, and elaborates and tests new or improved indicators on youth migration (WP4). At the local level, the project improves capacities to manage related processes by jointly testing and introducing good practices and institutional units, tailored to local needs (WP5). The project concludes with the provision of 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 can be viewed at <http://www.interreg-danube.eu/youmig/outputs>



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

1. INTRODUCTION

1.1. A short introduction on youth migration

The mobility of young people throughout the world has increased and taken diverse forms in recent decades. Countries in the Danube region are no exceptions in this regard, facing both outflow and inflow challenges related to youth migration. Apart from the traditional causes of this phenomenon, new drivers have emerged that make migration patterns more complex. The emigration of young people may cause a severe loss of labour and human capital, coupled with untraced incoming transfers (such as social and financial remittances), while immigration, if not properly managed, may result in the marginalisation and underuse of human resources. Youth migration and its consequences require improved governance at all levels of administration to make its management easier at the local level, and to harness its full potential for local development.

1.2. Short introduction on youth migration in Slovenia

1.2.1. *Migration in Slovenia*

From 2001 (when Slovenia had 1,990,994 inhabitants) to 2016, the country's population grew by 74,094 inhabitants – especially in the years 2001-2010 when there was a natural increase of 6,749 persons and the migration balance stood at 66,695 persons.

Bosnia and Herzegovina, Croatia, Serbia, Kosovo, and North Macedonia are the top five countries of birth for the Slovenian population of foreign origin. The annual net migration of Slovenian nationals has been negative in Slovenia since 2000, but became more pronounced after 2012, since when, emigrants have outnumbered immigrants by more than 5,000 each year. Out of the 29,400 emigrants who last emigrated from Slovenia in the years 2008-2013 and were still alive on 1 January 2015, 4,100 (14%) returned to the country by the end of 2014 (Razpotnik, 2017). The rate of return appears to be highest in the first two or three years after emigration. Net migration in 2016 (16,623 persons) was the highest since 2011 (1,051 persons). In 2016, and for the seventeenth consecutive year, a negative net migration of Slovenian citizens was recorded, while the net migration rate of foreign nationals was positive for the eighteenth year in a row.

In 2011, 228,588 foreign-born persons were living in Slovenia, accounting for 11.1% of the total population. In 2017, the foreign-born population (244,294 persons) accounted for 12% of the total population. A large majority originate from Bosnia and Hercegovina (102,848), Croatia (46,112), Serbia (24,344), Kosovo (16,167) and North Macedonia (15,880).

1.2.2. *Migration in Maribor*

In the years 1995 to 2016, natural population change was negative in Maribor. The international migration balance was positive in all but three years (1998, 2010 and 2012), while the internal migration balance remained negative throughout the observed period. All this resulted in negative total population change in the periods 1995-2006, 2010-2012 and 2015-2016.

The populations of Maribor and Slovenia show similar patterns: stagnation combined with a decrease in the period 1997-2006 and a relatively high increase in 2008.

The proportion of population aged 15-34 years has been decreasing in Maribor in the last three decades, while the proportion of the population aged 35 years and over has been increasing. A higher number of live births registered since 2008 has halted a decrease in the proportion of the population aged up to 14 years. Another factor contributing to an increase in the share of this age group is that the net migration of the population aged up to 14 years was negative until 2011 and positive afterwards.

In the years 2008-2015 – for which the data by age are available – net migration did not exceed 6.4 (in 2013) and 5.6 (in 2010) per 1,000 population. For the age group 15-34 years, net migration was positive in all the observed years. For the age group 35 years and over, it was mostly negative, while mostly positive for the age group 0-14 years. Total net migration remained negative, largely due to emigration to other Slovenian municipalities.

The foreign-born population accounted for a slowly increasing proportion of the total population of Maribor: from 12.0% in 1991 to 15.1% in 2017. In 2017, around a third of the foreign-born population was born in the EU; more than ninety percent of the rest were born in three former Yugoslav republics (Bosnia and Herzegovina, Serbia and Kosovo, and North Macedonia).

1.3. A short introduction on the multi-level governance concept

Multi-level governance (MLG), as defined by the EU Committee of the Regions, refers to coordinated action by the EU, its Member States and local and sub-national governments, based on partnership and involving 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 the national to sub-national levels, with priority 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 (NUTS2) competencies on migration policies are not broad. However, local governments have competence in providing public services for migrants. Therefore, the basis for MLG cooperation should be further strengthened, and localities should

be considered partners in the national-level policy dialogues on migration and integration objectives and indicators.

1.4. A short introduction on activity 6.2 Building multi-level governance cooperation schemes

This document is the outcome of YOUMIG's efforts to facilitate cooperation between different levels of governance, and to provide a testing ground for knowledge exchange mechanisms. The activities tested the modalities of cooperation between national administrative bodies, statistical offices, research institutions and local municipalities in terms of the improved measurement, evaluation and management of the causes, patterns and impacts of youth migration, resulting in improved multi-level governance cooperation. Based on previous project outcomes (Local Status Quo Analyses, Set of new or improved indicators and One-stop-shops), several channels of institutional cooperation at different government levels were used.

The recommendations listed here are derived from these project activities, as well as from a series of workshops held on the subject in the project countries. In 2018-2019, two types of workshops were organised at the national level in each country. The Ambition Setting Workshop served to map existing knowledge and competences, to evaluate the current cooperation practices and define the needs and possibilities for improved multi-level governance cooperation based on the MLG concept. The Vision Development Workshop served as a means of discussing the national level policy recommendations for improved institutional cooperation regarding youth migration, which present the main activity output.

2. NATIONAL POLICY RECOMMENDATIONS FOR MLG COOPERATION

The investigation on the availability of selected indicators (in various areas) related to migration and development has shown that a great majority of them are readily available, or can be obtained on request, also at the municipality (LAU2) level. Even so, some indicators evaluated as highly relevant by the YOUMIG project are not (fully) available: the number of return migrants (and their basic demographic characteristics); the education (skill-level) and occupation of immigrants; the overqualification rate of migrants; the number of active enterprises by size (number of employees), ownership (local/foreign owned) and sector; the student outbound

mobility ratio; intentions to migrate from Slovenia; work force shortage in health care; unmet demand for home care services; unmet demand for social housing; tolerance towards foreigners, cases of discrimination against immigrants, etc. Having evaluated the feasibility and importance of producing new and improved indicators, we recommend concentrating efforts on obtaining two of them: 1) the number of registered returnees, and 2) the education level and occupation of immigrants.

2.1. Area of intervention No 1

2.1.1. Number of returnees registered – establishing who the returnees are, and the kind of support they (are likely to) need

Return migration means migration back to the country or region of origin, after a significant period of stay abroad/in another region (King, 1986). Thus, return migration does not represent a third form of migratory movement besides emigration or immigration; rather, it is always also one of these movements. It is not only the original emigration generation that might consider returning, but also the second or the 1.5 generation – if strong ties to the country of origin are maintained (e.g., through regular visits or transnational identities) (King, 2012).

The loss of people through emigration influences the net human capital of a country. In most of the countries, the share of highly qualified people is higher among emigrants than in the total population. This is why emigration is often understood as the loss of highly skilled people, which is often referred to as ‘brain drain’ (Fassmann, Gruber and Németh, 2018). Therefore, the return of emigrants can have a positive effect on the economic development of the country of origin (De Haas, 2005).

The ‘Evaluation report on youth migration indicators, including the identification of shortfalls’ (Skoglund, 2018) has revealed that indicators concerning return migration (the number of registered returnees, by sex and education level; returnees returning from top-5 countries; the skill-level of return migrants) are perceived as important in the YOUMIG project countries. However, a very basic indicator, ‘the number of returnees registered, by sex and education level’, is not readily available in most of these countries. While, with some additional data processing, most of the countries could provide data on the number of returnees at least at the national level and for certain periods of time (with the exception of Slovakia where these data are not available), only four countries (including Slovenia) could provide data on the top-5 countries from which the returnees arrive.

The indicator on return migration was found to be relevant to the national, regional and local authorities in their role as policymakers in the areas of migration, development etc., and to (potential) sending and receiving countries. Therefore, maintaining these as complete as possible is highly recommended. Local communities, in particular, need to know who the returnees are and what kind of support they need (or are likely to need), in order to set up appropriate services for them.

Statistically, return migrants to Slovenia are defined as persons born in Slovenia (Slovenia is their first country of residence) who migrated from abroad. However, the Central Population Register allows the identification of return migrants among the foreign-born population that emigrated from Slovenia from 1 January 2011 onwards. This means that the official definition is not an obstacle to obtaining complete data on return migration.

The Statistical Office of the Republic of Slovenia has determined the number of returnee emigrants by linking annual migration databases, starting with persons who migrated from Slovenia on 1 January 2008 (Razpotnik, 2017). The indicator is now available for all levels (national, regional and local). The data on return migrants will be continuously improved until they cover almost all return migrants (in around five to six decades from now).

Theoretically, data on return migration should also be available for previous years. It is possible to identify return migrants by comparing the population census data (1991 and 2002) with the Central Population Register data. However, such a procedure would result in incomplete and unreliable data and is thus not worth the effort. Another obstacle to the possession of complete data is the fact that some migrants do not deregister/have not deregistered on leaving Slovenia¹ and thus cannot be treated (statistically) as return migrants upon their return. Unregistered emigration from Slovenia includes both Slovenian citizens and foreigners with permanent residence in Slovenia (mostly labour migrants) who have moved to another country. This results in: a) incomplete data on the emigrant stock; b) an over-estimation of Slovenia's population, including an over-estimation of the number of foreigners in Slovenia; c) and a lack of in-depth knowledge on the number and situation of emigrated Slovenian citizens, which prevents any proper policy-making aimed at re-attracting emigrants (through designing effective measures that would result in their return). Interestingly, the statistical experts have also raised the issue

¹ Consequently, the termination of their residence in Slovenia is not evident from the Central Population Register.

of over-deregistration, that is, a citizen's administrative deregistration in spite of his/her continued presence in Slovenia.²

The organisation and co-ordination of actions by relevant stakeholders at different governance levels aimed at making emigrants deregister their residence and identifying those who fail to do so have been found to be a major challenge. Owing to this, the issue of how to make emigrants deregister their residence upon leaving Slovenia was raised by the SEEMIG project³ in 2012–2014 and again by the YOUMIG project. Capitalising on the experience and knowledge gained in the SEEMIG project, the participants of the Ambition Setting Workshop, organised in the framework of the YOUMIG project (IER and MRA, 2018), discussed possible means of detecting the non-registration of emigration, based on indications that the person is no longer living in Maribor (or any other municipality) or Slovenia. These indications include: the repeated non-delivery of official mail to the official address; receiving Slovenian pensions or other social benefits in another country; the non-coverage of residents by mandatory social security insurance; the non-use of health and education services in Slovenia by individuals and their family members who would be expected to use them; and no evidence of any income being received. The following governance structure at the local and national levels – defining the key steps in the indicator's production process – is **recommended** by the YOUMIG project to detect non-registered emigrants from Maribor (or any other municipality in Slovenia) to other countries.

In order to identify non-registered emigrants from Maribor to other countries, the Maribor Administrative Unit would need to conclude agreements with relevant companies/ministries/institutions, such as:

- The Post of Slovenia – to continuously (or periodically) detect persons to whom official mail could not be delivered repeatedly in the period of one year (or up to three years) and report this to the Maribor Administrative Unit;
- The Pension and Disability Insurance Institute of Slovenia – to continuously (or periodically) check persons who receive Slovenian pensions in another country;
- The Health Insurance Institute of Slovenia – to periodically check if residents are covered by health insurance and using healthcare services in Slovenia (the non-use of healthcare services by persons who would be expected to do so indicates that the person may not be residing in Slovenia);

² The national Statistical Office has been tackling this issue by checking if deregistered persons still appear in one or more national registers (for instance, three years after deregistration).

³ See: http://www.southeast-europe.net/en/projects/approved_projects/?id=171.

- The Statistical Office of the Republic of Slovenia – to periodically check residents who are not using education services in Slovenia, though they would be expected to do so;
- The Maribor Financial Office – to check if persons suspected of no longer residing in Slovenia are taxpayers in the country.

The Maribor Administrative Unit, in collaboration with the Ministry of the Interior, would subsequently update the person's status in the Central Population Register, that is, the person would no longer be counted as a resident in the Municipality of Maribor and Slovenia.

Since municipalities are not obliged to perform all these tasks, the Ministry of Public Administration should oblige the Maribor Administrative Unit (as well as other Administrative Units in Slovenia) to perform them for the municipalities under their territorial jurisdiction.

The proposed activities aimed at the identification of Slovenian citizens and foreigners who have emigrated without deregistering would require some initial and continuous investments, although this is not expected to be a major problem. Both short-term and long-term outcomes would be evident in improvements in the Central Population Register, a more realistic estimate of the emigrant stock, an enhanced matching of international migration data, and an improved evidence-base for policy making. The stakeholders (policy makers in particular) should be well informed and aware of the importance of realistic population data for their activities and the effectiveness of policies they are designing. To stimulate return migration to Slovenia, any data on persons who have left the country/municipality are welcome in order to define accurately the focus group(s) and shape appropriate and appealing measures as incentives for their return.

In this regard, the proposal for a government structure is based on the assumption that the Municipality of Maribor considers it important to have accurate information on its population, immigration flows and stock, and return migration in particular. However, as noted at the YOUMIG Vision Development Workshop, this may not be the case, as the number of persons with permanent residence is an important criterion for allotting central government budget funds to the municipalities. Consequently, taking a top-down approach to the governance structure, where applicable, may be a better alternative. In this governance structure, the national level institutions would take a leading role. The Statistical Office of the Republic of Slovenia, the Ministry of the Interior, the Pension and Disability Insurance Institute of Slovenia, the Ministry of Labour, Family, Social Affairs and

Equal Opportunities, and the Health Insurance Institute of Slovenia would coordinate their activities, based on the registers they administer, in order to identify persons who have left the country without deregistering. Some of these institutions already perform such activities, albeit not on a regular basis.

2.1.2. Missing information on the education level and occupation of immigrants

The inflow of young and skilled workers results in brain gain and, indirectly, also in economic growth and higher productivity. Still, it is not a given that highly educated labour immigrants will find jobs that match their education and skills profiles. The term ‘brain waste’ describes the employment of highly skilled migrants in low-skilled and low-paid jobs, which is often associated with a high wage differential between the target and the sending country as well as the segmentation of the receiving country’s labour market. Brain waste can hinder the potential of brain gain and lead to exploitation. It also carries substantial economic costs: it reduces education incentives, weakens the chances of positive self-selection and decreases the possibility of ‘real’ brain gain (Fassmann, Gruber and Németh, 2018).

The YOUMIG project’s process of improving the availability and quality of indicators in Slovenia revealed that the data on occupation of employed immigrants is unreliable – the country may be experiencing (unnoticed) significant brain waste, yet lack reliable data needed to estimate potential brain gain. Therefore, the project aimed at improving the data on the occupation and education levels of immigrants. The ‘Evaluation report on youth migration indicators including the identification of shortfalls’ (Skoglund, 2018) reveals that other countries participating in the YOUMIG project lack reliable data for this indicator as well. Only Germany, Hungary, Slovenia and, to a certain extent, Austria can report more-or-less reliable data on the top-5 occupations for immigrants.

The unreliability of data concerning the occupation of employed immigrants in Slovenia (as is the case regarding the occupation of other employed persons) 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 the provision of material proof. Further, employers are not obliged to update changes in their employees’ occupations, making the data even less reliable since employees may change occupations if they stay with the same employer for a longer period.

Although information on education is included in the Central Population Register, its collection on the occasion of a migrant registering his/her residence in Slovenia has been abandoned since proof of the level of education is not requested – making this information subjective. The education level of immigrants who are neither in employment nor in education is not registered anywhere. The Slovenian statistical experts find the lack of these data statistically relevant. Moreover, job applicants who are economic or political migrants are likely to avoid declaring their real education since they may not be taken on if considered overqualified (and without a job/means of support, they cannot remain in Slovenia).

In many cases, the rules, long procedure and high processing costs relating to the official validation of certificates result in a migrant's registered education level being lower than the one they actually attained. It may also happen that employed immigrants cannot prove their attained education level due to missing documents and additional exams requested in order to have a certain education level validated (which is associated with the costs of those exams), etc. In the case of immigrants who register as unemployed at the Employment Service of Slovenia (ESS), but do not possess official recognition of their education levels and skills (diplomas issued abroad), the level of education actually achieved is not entered into the system, but rather the highest level pertaining to their officially recognised diplomas. Further, in the case of family reunification, if a migrant's family members with access to the Slovenian labour market do not register at the ESS, the only point of reference in determining their education level is that provided by the employer who registers them for employment (which is not necessarily correct). The same applies to migrants originating in the other EU Member States. It is only when migrants are officially registered as participating in education in Slovenia (or have officially completed a course of education) that their level of education is updated on an annual basis. If their education has been completed abroad, the attained level will only be registered if acknowledged in Slovenia.⁴

The Labour Force Survey collects information on occupations only. The proposal to collect information on the education level and occupation of immigrants through national surveys was not supported by experts at the YOUMIG Vision Development Workshop. Immigrants frequently change their place of residence, which makes it difficult to capture them in the survey samples and they also tend not to respond to invitations to participate in surveys. Moreover, even if a migrant has registered his/her residence in Slovenia, it is very likely

⁴ This applies to all citizens and not only immigrants.

that (s)he has subsequently proceeded to another EU country since Slovenia is only a transit country for the great majority of migrants (especially in the case of refugees).

Obtaining evidence in a way that provides accurate data on the current education level and occupation of immigrants is therefore a challenge. Due to the relevance of these indicators to the national, regional and local authorities in their capacities as policymakers (in the fields of population, migration, economy, development, etc.) in potential sending and receiving countries, we recommend that employees' education levels and occupations be periodically updated. This initiative may be taken by the ministry responsible for labour or education, or by an interested national level institution (not necessarily the Statistical Office of the Republic of Slovenia).

2.2. Area of intervention No 2

The topic of migration is interrelated to manifold themes, changing environments at the place of arrival and departure, affecting the structure of the population, influencing economic development and societal and cultural systems and therefore a political issue when states feel the need to control or restrict migration flows (King, 2002).

The consequences of migration in receiving and sending locations not only differ in terms of the type of migrant but also in terms of options to return to the country of origin, the options of re-integration, as well as the options to keep up transnational ties, the use of media and the interaction with the diaspora.

From an EU perspective, it is nowadays necessary not to try to change human behaviour in order to stay put where they are, but rather to manage migration in a way using international cooperation taking into account interests and objectives of all involved: the migrants, the countries of origin and the sending countries.

At the national and local level, migration presents a cross-cutting topic that on the one hand is a topic per se, and on the other, a topic because of its consequences. In both emigration and immigration societies with a high share of migration, almost all major policy fields are in some way affected by migration.

The Local Status Quo Analysis on Transnational Youth Migration was prepared so that YOUMIG project partners might better understand the local processes linked to youth migration, and therefore be better placed to respond to its challenges.

The Analysis for the Municipality of Maribor (Slovenia) identified several policy fields. Some of the identified challenges are beyond the immediate influence of the local government as these issues are regulated by national legislation and migration policy – which in Slovenia has been recognized to be highly centralised. For most of the identified challenges, there are several national level ministries responsible, and these could form the basis of the national policy recommendations.

National level institutions	Tasks of the ministry relevant to the area of youth migration
Ministry of Public Administration	As a horizontal ministry, the Ministry of Public Administration covers several areas: <ul style="list-style-type: none"> • regulatory and organisational aspects of the public sector as well as coordination of human resource management (HRM) policies • state informatics • management of state-owned assets • better regulation and reduction of administrative burdens • quality of public administration • local self-government • non-governmental organizations
Ministry of the Interior	Provides services for foreigners who want to enter the Republic of Slovenia, who want to live or work here.
Ministry of Labour, Family, Social Affairs and Equal Opportunities	The Ministry performs tasks in the following directorates and services: <ul style="list-style-type: none"> • Labour Relations and Labour Rights • Labour Market and Employment • Family • Social Affairs • Disabled, War Veterans And Victims of War • Equal Opportunities Department
Ministry of Economic Development and Technology	The Ministry preforms tasks in the following areas: <ul style="list-style-type: none"> • Entrepreneurship and Competitiveness • Internationalisation • Regional Development

<p>Ministry of Education, Science and Sport</p>	<p>The Pre-School and Basic Education Directorate carries out tasks that ensure the implementation of activities in pre-school education, primary education (which includes the education of children with special needs and the guarantee of special rights for members of national minorities and ethnic groups in pre-school and primary education) and basic music education.</p> <p>ENIC-NARIC centre is a competent authority for assessment and recognition of education in the Republic of Slovenia and is a national academic recognition information centre, according to the Act of Convention on the Recognition of Qualifications concerning Higher Education in the European Region.</p> <p>The International Cooperation and EU Office ensures the appropriate promotion of the interests of the Republic of Slovenia in the areas of competence of the Ministry of Education, Science and Sport (MESS) in the international community. The office facilitates bilateral cooperation and participates in the drafting of interstate framework agreements and programmes, prepares inter-ministerial bilateral programmes of cooperation, and collects, registers and analyses new initiatives of the interested public for international cooperation.</p>
<p>Ministry of Foreign Affairs</p>	<p>The Ministry represents Slovenia abroad and in international organisations, monitors international political and economic relations, and is responsible for the development of relations between Slovenia and other states and international organisations. The Ministry is responsible for negotiations with other countries and international organisations, for proposing international agreements for ratification, and their official archiving. The Ministry also promotes and coordinates international cooperation in the political, economic, educational, cultural, scientific and technical and other fields.</p>
<p>Office for Slovenians Abroad</p>	<p>The Government Office for Slovenes Abroad carries out tasks related to the Slovene minority in neighbouring countries and Slovene emigrants around the world.</p> <p>The Office maintains constant contact with Slovene minority and emigrant organisations promoting their cultural, educational,</p>

	economic and other relations with the home country and organizing conferences, seminars, tenders, etc.
Ministry of Finance	<ul style="list-style-type: none"> • Taxes and Customs • State Aid Monitoring
Ministry of Health	<ul style="list-style-type: none"> • Prevention of risk behaviour and addiction • Reducing health inequalities • Legislation on drivers • The network at the primary, secondary and tertiary levels • Healthcare personnel • Private healthcare services • Patient rights • Humanitarian organisations • Operation of public health institutions

The recommendations linked to the issues that could be dealt with by the municipality are:

1. Providing simplified information for migrants regarding various administrative issues,
2. Establishing a support environment for youth and migrating youth to mitigate self-employment,
3. Improving the local population's attitude towards migrants (affected by the large-scale arrival of refugees in 2015-2016).

As information provision is intertwined with the activities of the One-Stop Shop for young migrants, point 1 is addressed within the OSS, mostly through the online portal <http://lifehackmaribor.si>.

The pilot activity [CWMB YOUMIG](#) is focused on point 2 *Setting up a support environment for youth and migrating youth to facilitate self-employment*; which also functions as a hub for sharing migration-related experiences, creating a support environment for migrants that is not based on their country of origin or nationality (as is the case with diasporas).

However, neither of the two activities can effectively change the situation in the local community unless there is institutional commitment to change. For this, a specific municipal taskforce should be set up to handle the issues of youth migration, as well as coordinate them with the national authorities. In view of the highly centralised situation of Slovenia, a top-down structure, where the Ministry for Public Affairs coordinates the activities with the bodies within the municipalities responsible for local governance (which includes coordination with national level authorities and between municipalities –

although under different names within each municipality) is recommended. Currently, there are no cross-sectoral initiatives at the municipal level to cover such issues. Even the issue of youth (itself a cross-sectoral issue) is only covered within the department of culture and youth – a department that has difficulties responding to the needs of youth as a whole, let alone the specific subgroups of youth, such as migrant youth.

On the other hand, without a specific body handling the issue within the local community, there would be no adequate local strategy based on the youth migration data. As the tasks that the municipalities are legally obliged to undertake already incur a substantial financial deficit, it seems unlikely that additional new services will be provided.

The challenge, therefore, is to engage the local community (or communities) of Slovenia (a single municipality/multiple municipalities) in tackling the cross-sectoral issue of youth migration, which has a huge impact on the local development and future needs of local communities, yet is only partially covered by their current activities and obligations. Once such a structure is in place, it would require up-to-date data concerning youth migration within territorial unit.

As this is a task of strategic importance, extending beyond single municipal borders, it would make sense for a multi-municipal structure to be set up to tackle these issues. For this purpose, however, such a cross-sectoral structure would need both financing and direct access to data (not only generated and periodically published data) related to migration.

Therefore, it is recommended that the Ministry of Public Affairs set up a new cross-sectoral service, covering individual or multiple municipalities, responsible for the preparation of (multi)municipal strategies for inclusion of vulnerable target groups (including both youth and migrants) in the local community(ies).

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