

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

**Output 6.1**

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

**GRAZ, AUSTRIA**

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

### **Graz, Austria**

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

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## INTRODUCTION<sup>1</sup>

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

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

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

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

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

Chapter 2 presents the project's statistical achievements. Based on data available at statistical or administrative institutions and a local survey conducted in Graz, 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.

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Chapter 3 presents the project's achievements related to local policy design. YOUMIG's researchers collected several existing good practices from other European countries, with the objective of applying them to the context of the Danube Region. Based on these examples and on the findings of the local research, Graz implemented two project activities: the testing of a targeted policy intervention on a migration-related local social issue (Pilot Activity), and the introduction of an information sharing mechanism for young immigrants, emigrants and/or returning migrants (One-stop-shop).

Chapter 4 presents the project's findings concerning building transnational and multi-level partnerships. Municipalities cannot tackle all migration-related problems on their own. However, they can cooperate with EU level institutions, national level institutions and with municipalities from other countries. YOUMIG's policy recommendations formulated for Graz 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<sup>2</sup>

The local activities of the YOUMIG-project in Graz showed that Graz is used to developing and implementing policies on the topic of migration rather successfully. Graz is a receiving city with a strong economy and excellent opportunities in terms of education, especially at university level. Among the various measures there are many offers for immigrants to Graz, networks and organisations to provide support and counselling. Still there are many opportunities to make even better use of the potential newcomers from the Danube Region to Graz. Deducted from the work in YOUMIG the following recommendations provide a brief overview where migration policies – with a focus on the Danube Region – need to be developed. Within the YOUMIG-project, Graz focussed on gender issues, this is why a gender aspect in most of the recommendations can be found.

### **Enhance data use and availability**

Although data are well available in Graz, some fields of interest still remain. Examples are: combined indicators like citizenship and e.g. place of education (school in Austria or not), migration and health, Migration by age exists, but not e.g. by education (measuring brain drain/brain gain), immigration by legal status (type of visa), data that can capture the complexity of migration and some data are missing entirely, such as information on language (disappeared with the census in 2010), which is only available for school kids. So work on improving the database is strongly recommended.

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

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

In concrete terms discrimination can be considered as a problem e.g. in the combination with loan dumping and with overqualification. Local policies have to connect to federal policies to improve this situation. Social partners are partners in this effort as well as companies.

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

Especially small and medium enterprises need support in diversity management and they need appropriate information and counselling.

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

Data shows that the migrant work force is more exposed to the risk of overqualification: In the year 2014 in total 9% of workers (interviewed in the frame of the representative labour force survey) felt overqualified, whereas 7% of them had no migration background and 18% had a migration background. In general more females felt to be working in a job that did not fit their higher qualification (in total 14% and 27% with a migration background). From the first generation 19% felt overqualified in their job and 10% from the second generation, although the percentage in that case is significantly higher for women. (Statistik Austria 2016) Strategies against overqualification contain measures to further simplify the process of nostrification and recognition of international qualifications and offers to improve language skills at a proficient level.

A better use of existing qualification of the migrants has been already aimed at by an ease of the recognition process of education from a legal point of view. Yet many companies are not treating skills and qualifications from various countries equally. A better cooperation with companies and maybe also special programmes of skill transfers would help to prevent brain waste.

### **Support girls with a migration background on their path to well paid jobs in technical occupations**

There are no data available showing how many girls with a migration background are trained in technical branches, but in general it can be assumed that the share is rather small. It is presumed that there is not enough knowledge concerning the Austrian educational system and the opportunities connected to apprenticeships in technical occupations in families with a migration background. It is recommended to carry out research on the quantity of girls in apprenticeships in technical occupations, including their background, which branch they are working in, their motivation and the motives of their social environments (parents, communities, friends).

A networking strategy has to facilitate the communication among the systems relevant for training and apprenticeships, in order to make it easier for girls with a migration background

to do technical apprenticeships and to offer a convenient solution to one of the major issues on the labour market, the lack of experts. Building on existing networks and the learnings of YOUMIG collaboration can be intensified. One element of this recommendation is the setting up of a makerspace for girls: This space offers for girls (with and without migration background in various age groups) contact with technology rich environments and at the same time it is a networking space for girls and their families on the one hand, and companies, schools and counseling on the other.

### **Inform university graduates in Graz on chances in the city**

In Graz there are six universities and the city is highly attractive for students. However, having graduated many of them leave Graz and with them a huge investment and brain power companies need. The outputs of the YOUMIG-Project suggest that incentives should be developed to keep university graduates in Graz, focussing on women. This can be done for example providing additional post-graduate qualification, designed to meet the rapidly changing needs of companies (especially digitization). Another strategy aims at supporting the step from being a student to establishing work and family (esp. for women).

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



*(Data source: EUROSTAT, cartography: Adam Nemeth)*

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

A project of the Danube Transnational Programme.

- Start date: 01-01-2017
- End date: 30-06-2019
- Budget: 2,718,853 EUR (ERDF Contribution: 2,055,179 EUR, IPA Contribution: 255,846 EUR)
- Call number: Call 1
- Priority: 4 (Well-governed Danube region)

- Specific objective: 4.1. (Improve institutional capacities to tackle major societal challenges)

Project partners:

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

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

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

units, tailored to local needs (WP5). The project concludes with transnationally tested tools for all governance levels contributing to better strategies, policies and services related to the issue of youth migration (WP6).

YOUMIG's outputs are being uploaded to

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

## CHAPTER 1

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

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

**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.<sup>5</sup>

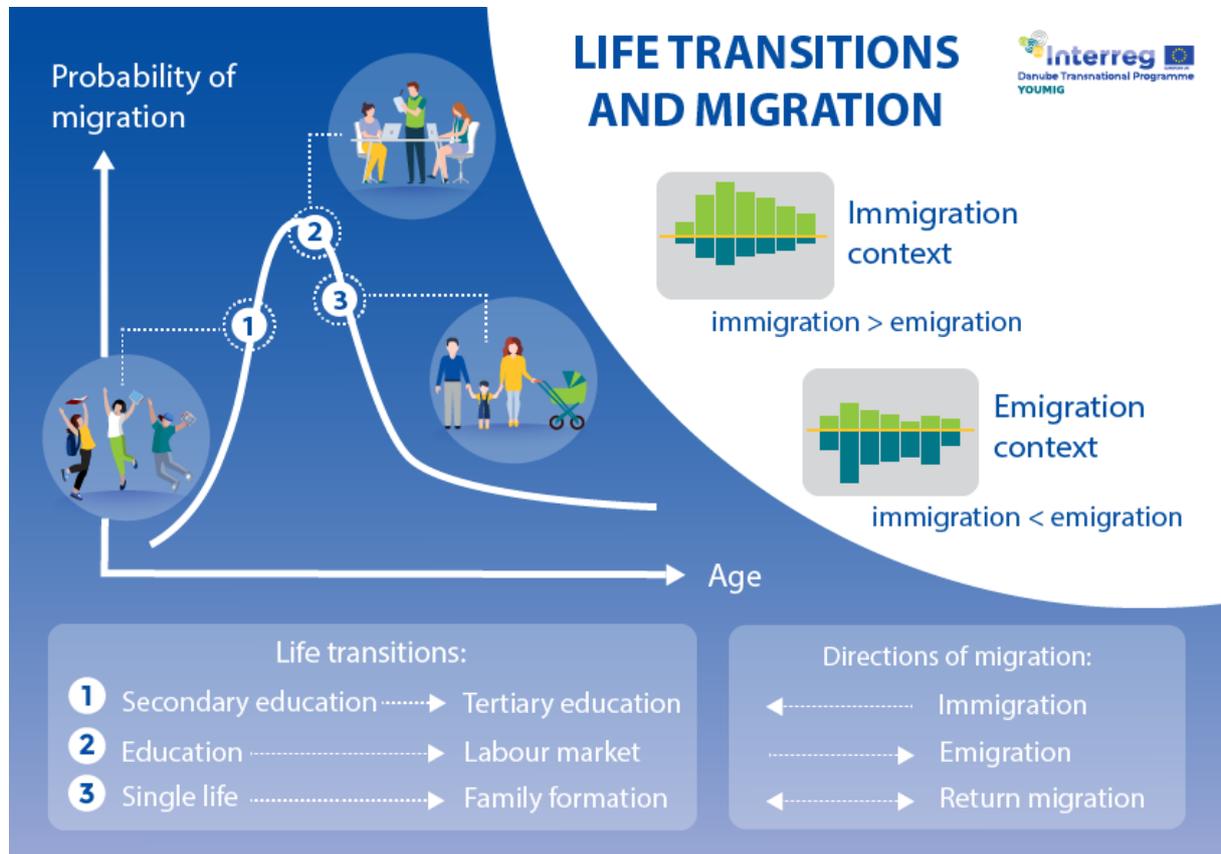
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<sup>3</sup>Chapter 1 is connected to the Data Toolkit through three expert studies. The 'Conceptual framework for the study of youth migration in the Danube region' and 'Local status quo analyses: methodology and main findings of the comparative analysis 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*.

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

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

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



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

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

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

**Education** induced youth migration occurs mostly in relation to tertiary educational attainment.<sup>7</sup> Crossing local or regional borders might be necessary in order to attend secondary school or college. Despite the fact that education-orientated migrants are not easy to identify and follow due to different subtypes and insufficient statistical data sources, the number of international university students is observed to be rising<sup>8</sup>. Moreover, most students do not consider themselves migrants and neglect 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).<sup>9</sup> Student mobility in the Danube Region does not appear to be a standalone phenomenon but is often combined with aspirations related to improved career and earning prospects abroad.

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

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

One of the foremost positive aspects is **return migration**. For a long time, migration has been evaluated negatively by the country of origin. It was seen as a one-directional process, ending

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

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

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

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

with the final decision to emigrate; but in recent years, a number of studies have started to broach the issue of return migration.<sup>11</sup> In general, four types of return can be distinguished: the return of failure, conservatism, innovation, and retirement.<sup>12</sup> 'The return of failure' is characterised by the returnee neither succeeding in integration in the new society nor having enough ties to go back easily to the country of destination. In contrast, the 'return of innovation' describes the returnee as having successfully integrated into the foreign labour market. The person characterised by this type of return subsequently goes back to their country of origin with the financial resources and know-how to effect considerable changes in their social status and that of others in the sending country. Recent studies have focussed on the beneficial role of return migrants for economic development.<sup>13</sup> Today, therefore, return migration is seen as a means of bringing back financial, social and cultural capital, as well as importing knowledge. However, in reality, returning - even if initially intended - does not always 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.<sup>14</sup> Diaspora policies have very diverse priorities. They may try to reach bilateral tax exemptions, e.g. for money transfers or visas, which play a more important role in countries outside the EU. Nowadays, networks try to develop and maintain contacts with emigrants to ease any future return, and for the purpose of investment or business cooperation. In addition, maintenance of national identity and the need for continued political engagement (participation in elections) in the country of origin provide a further role for diaspora networks.<sup>15</sup> In the modern sense, diaspora networks can lead to better cooperation between new and old countries of residence and the realisation

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

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

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

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

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

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

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

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

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

Adapting the focus on how individuals can profit from migration is important for future policy development<sup>18</sup>.

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

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

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

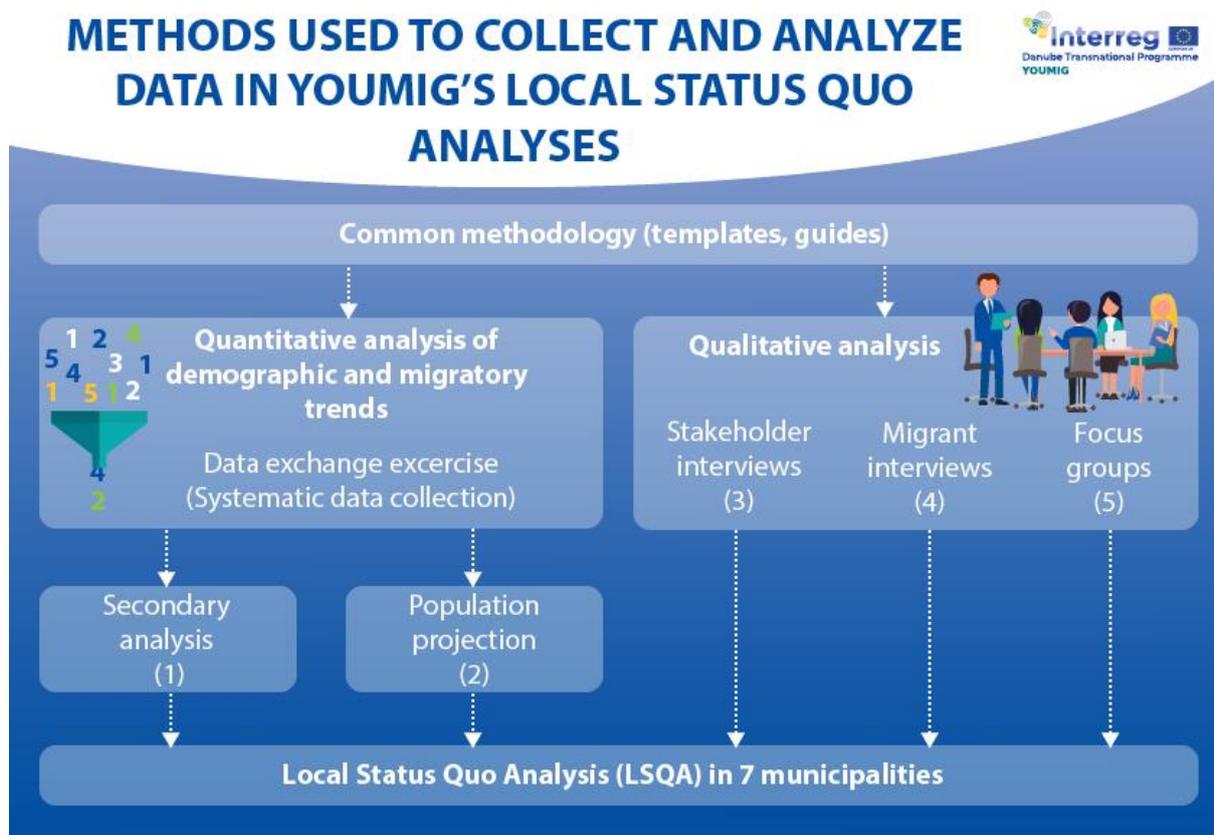
<sup>17</sup>SVR (=Sachverständigenrat deutscher Stiftungen für Integration und Migration) (2016): Viele Götter, ein Staat: Religiöse Vielfalt und Teilhabe im Einwanderungsland. Jahresgutachten 2016 mit Integrationsbarometer.

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

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

an integrated analysis of migratory, demographic and developmental processes. Figure 3 synthesises the methods and phases of local level empirical research and analysis.

**Figure 3. 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

countries<sup>20</sup>, where no major immigration is expected. Slovenia, Hungary and Slovakia have the characteristics of semi-core economies and some parts of these countries are integrated in the industrial production of the western core. They also send emigrants to Western Europe; however, in far lower numbers than countries belonging to the first category. As these countries face labour shortages, they might theoretically become countries of immigration at some point, though probably only for a short period. Finally, Austria might be considered part of the Western European core. It has a positive net migration rate and receives an important number of immigrants. Contrary to other countries observed in this project, Austria turned from an emigration to an immigration country well before the fall of the Iron Curtain.<sup>21</sup>

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

**Demographic developments** in the project partner cities have certain common characteristics. All of them are facing low fertility rates and rapidly ageing populations; and for all of them, migratory trends make a difference in terms of demographic processes and prospects. At the national level, four types of demographic change can be distinguished. Bulgaria and Romania, both witnesses to drastic population decline, fall into the first category. Serbia would also be in this category, but forced migration caused by the wars of Yugoslav succession increased its population, therefore it fits into in the second category, experiencing a modest decline in population, along with Hungary. In the third category, Slovenia and Slovakia can be found, where the populations are slowly growing. Finally, Austria belongs in the fourth category, 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

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

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

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, Kanjiža and Maribor, neither experts nor stakeholders could imagine that their municipalities might become the target of immigration.

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

(4) In the case of the **interviews with young migrants**, researchers conducted narrative-biographical interviews with 8-10 young migrants per locality, based on a previously fixed technique of conducting and interpreting interviews. Researchers did not subordinate the stories (i.e. self-representation) of migrants to scientifically or politically motivated narratives. The interviewees had the opportunity to present their stories in an unconstrained manner. Persons aged 18-35 of different educational attainment, gender, family status and 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 problem to be tackled.

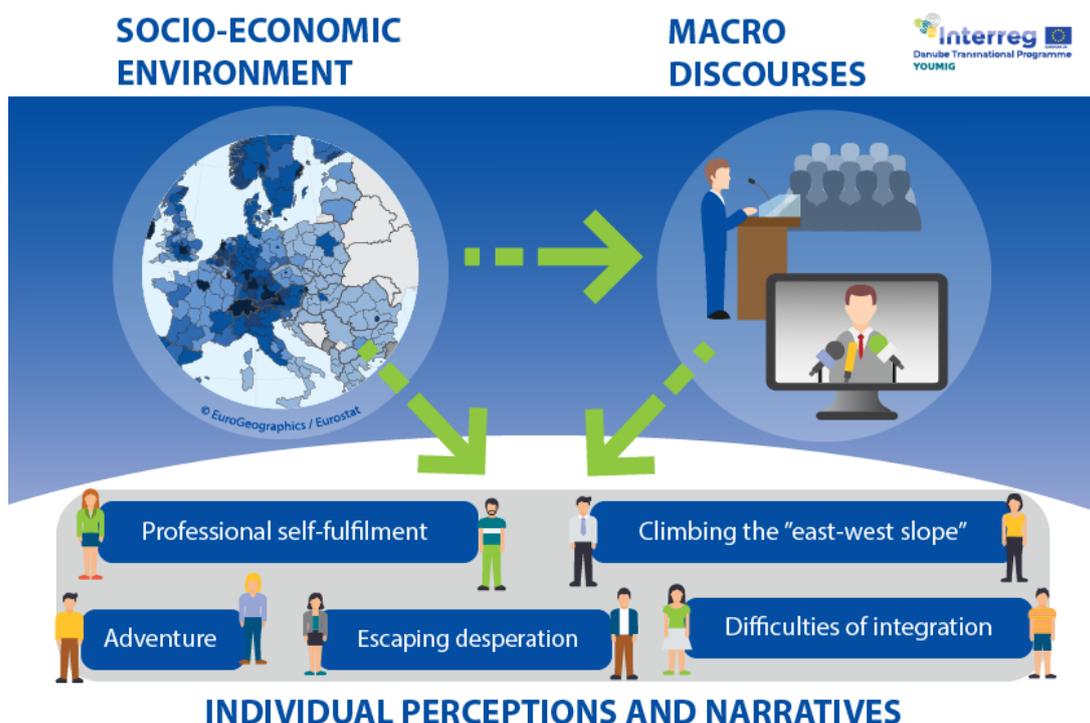
(5) **Focus group interviews** with young migrants followed the individual in-depth interviews. The topic of the talks focussed primarily on the participants’ experiences, paying special attention to the administrative aspects of the migration process. They were asked about their contacts with the local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

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

The first main thesis of the **comparative analysis** was that massive regional inequalities and socio-economic developmental hierarchies are a conduit for different **macro-level discourses concerning migration management**. Populationist views (or demographic nationalism) were dominant in municipalities with a lower status on the developmental scale. According to this discourse, migration management relates mostly to the reproduction of the ethno-nation. In contrast, 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 4. The effect on the socio-economic environment and the macro discourses on migration on the individual perceptions and narratives of young migrants**



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

### Macro discourses:

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

### Narratives of young migrants:

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

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

### Immigration from the Danube Region - Graz is a receiving municipality

Within the project YOUMIG, Graz represents a main receiving location due to good job availability, high salaries and educational possibilities. The quantitative and qualitative research could prove this fact: Graz is receiving immigrants to a high extent, with increasing tendencies visible in the last years. For people from the countries of the Danube region, Graz is attractive. **Graz has been a receiving municipality since the 1960s**, when agreements with guestworkers were signed by the Austrian state. Since then a minority of former Yugoslavia and Turkey has settled in Graz. Until today these communities play a role as networks for newcomers. Also new minority groups have developed, e.g. from Romania or Hungary.

Most people migrating from one of the Danube countries to Graz can be considered as **"Labour migrants"**. There are as well highly skilled, as there are low skilled labour migrants coming to Graz. **Student migrants** often have occupations in the city in addition to their studies. In many cases young people migrate with their family. But there are individual young

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

migrants as well, looking for adventure, freedom and searching for an individual identity by migrating. For young people Graz offers not only chances on the labour market, but also possibilities of leisure activities and education.

The municipality of Graz is experiencing immigration on a very high level: from other parts of Austria, but mainly from foreign countries. The inflow of people from other EU-countries and from countries of the Danube region is especially high, in the last years the number of third-country nationals coming to Graz has also increased, mostly due to refugee migration. Most of the young migrants coming to Graz are young (between 20 and 24). From the Danube countries, a higher variety of age groups is visible. **Due to migration, the city is expected to grow on a very high level the next years.**

### **Selectiveness of migration by sex and age**

Migration is highly selective, e.g. by age. The focus on young migration not only derives from a certain interest on the young generation. Young migrants represent the biggest migration group – as well globally as regionally when it comes to the migration to the city of Graz.

Within migration data, we can generally observe a high concentration on young people, e.g. in all migration balances with the city of Graz (internal, international). Still a slight difference can be observed: internal migrants show a higher outmigration in terms of family migration, mainly connected with suburbanisation. **International migrants show a peak in the age group 20 to 24. Still the peak is less distinct e.g. for immigration from third countries**, which might be explained by a higher importance of labour migration of this respective population. While migration by age is differing a lot, **migration is not so selective by sex**. Still, when looking at the sex ratio of incoming migrants over the time (illustration 3), some differences can be noticed.

### **Reasons for migrating to Graz**

Economic issues are the main reason for migration movement within the Danube region, but also problems caused by the political situation in the country of origin are mentioned as motives for migrating. The ratio of income and costs of living in the home countries is mentioned as a central economic problem by almost all interview partners. **Labour migration is therefore the most frequent form of youth migration to Graz**, although also other types (e.g. student migration) exist. Still, for young migrants also other factors appear of great importance: adventures, deliberation and education.

During the interviews a differentiation was made between highly skilled and educated migrants and by not so well educated people with lacks of language skills coming to Graz. In

contrast to the general view that labour is especially needed in jobs that need a higher qualification the interviews also clearly show that **people with medium and less qualifications are urgently needed. The Austrian labor market does not only need highly qualified people**, even though this labour market attracts most people.

## **Overqualification**

Not everyone can built up a proper career in the city when moving here, even not when having a good education. Many young migrants from the Danube region work below their qualification level, e.g. in tourism. Wages are still higher than in the countries of origin, but from an individual point of views being overqualified in the job is considered as frustrating.

The lack of unskilled workers and the comparably high salaries in Austria have the effect that a lot of people from Eastern Europe end up working in jobs below their formal qualifications. The phenomenon of brain-waste is a mid- and long-term problem from a socio political point of view for the countries of origin, because they cause a brain-drain in those countries and lead to personal frustration.

**Overqualification is one of the biggest problems for migrants from the Danube region living in Graz.** Some of the interviewees have also experienced discrimination in other dimensions. In some cases the working conditions are leading to the feeling in not only working under their qualification but additionally being exploited. Networks play an important role for many migrants, since often newcomers are excluded from certain knowledges (e.g. on the labour market, insurance, tax issues, etc.). A more elaborated information by the city of Graz would be wishful for some of the interviewed migrants.

## **Integrating Migrants from the Danube Region**

Graz can be evaluated as a good practice municipality when it comes to integration, having an integration department and an integration strategy. Several public bodies are dealing with the topic and also a network of NGO, partly or completely funded by the municipality is engaged in the form of providing information, support, education opportunities, etc. The countries of the Danube region are not so much considered as the main receivers for certain measures, since other groups (e.g. refugees and asylum-seekers) are seen to be in greater needs (to find a job, learn the language, find housing). **People from the Danube region are from the institutional side mainly perceived as labour migrants, having access to the labour market and good conditions for integration.** It is also considered that young migrants from the Danube regions are staying only for a shorter amount of time and therefore they are not the main recipients or interest group for integrational measures.

## Language Skills

Being employed does not automatically lead to successful integration, as many interviewees confirmed. **Language is perceived as a main tool for successful integration.** Migrants from the Danube region are often mentioned to have a very good level of German and therefore they can be integrated into the labour market easily. German language skills are not always needed, there are jobs that only require marginal German skills. “Only if those people do not get jobs or lose their jobs, is the topic “language skills” important. When they want to enter the job market again, then language is a topic again.”, an interviewee from the employment service states. However, language skills are expected by companies, especially when employees need to understand security regulations and work instructions. And also language skills are required to become part of the society.

## Return Migration and commuting

For some migrants it is an option to return to their country of origin at some point, **the probability of returning mostly depends on a bettering e.g. of the political or economic situation in the sending countries.** Most of the interviewees still have an emotional bond with their country of origin, mostly with family and with friends.

## Recommendations

A further investment in **integrational policies, language education and programmes also for EU-internal migrants** are recommended for the city of Graz.

A **better use of existing qualification of the migrants** has been already aimed at by an ease of the recognition process of education from a legal point of view. Yet many companies are not treating skills and qualifications from various countries equally. A better cooperation with companies and maybe also special programmes of skill transfers would help to prevent brain waste.

In the schools, there is a divide in the attainment of Austrian kids and kids from foreign descent. Certain **programmes would be needed to guarantee equal chances.**

Incoherent **information concerning education** and therefore unclear **career patterns** and opportunities of young migrants and also second generation migrants are main challenges within the city.

## CHAPTER 2

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

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

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

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

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

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

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

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

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

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

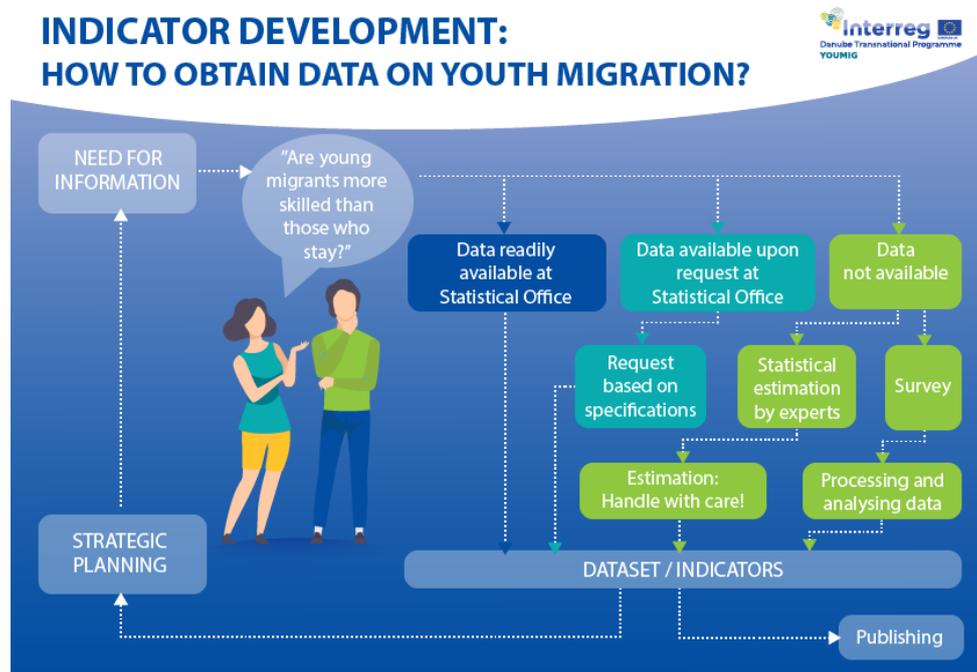
CAPONIO, T., and BORKERT, M. (Eds.). (2010). The local dimension of migration policymaking. Amsterdam University Press.

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

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

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



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

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

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

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”<sup>29</sup> were removed from further consideration.

*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.<sup>30</sup>

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

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

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

<sup>31</sup> See recommendations of the Statistical Network Responsible for Developing Methodologies for an Integrated Use of Administrative Data in the Statistical Process (SN-MIAD). Available online

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)
- 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**

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at:[https://ec.europa.eu/eurostat/cros/content/miad-methodologies-integrated-use-administrative-data-statistical-process\\_en](https://ec.europa.eu/eurostat/cros/content/miad-methodologies-integrated-use-administrative-data-statistical-process_en)

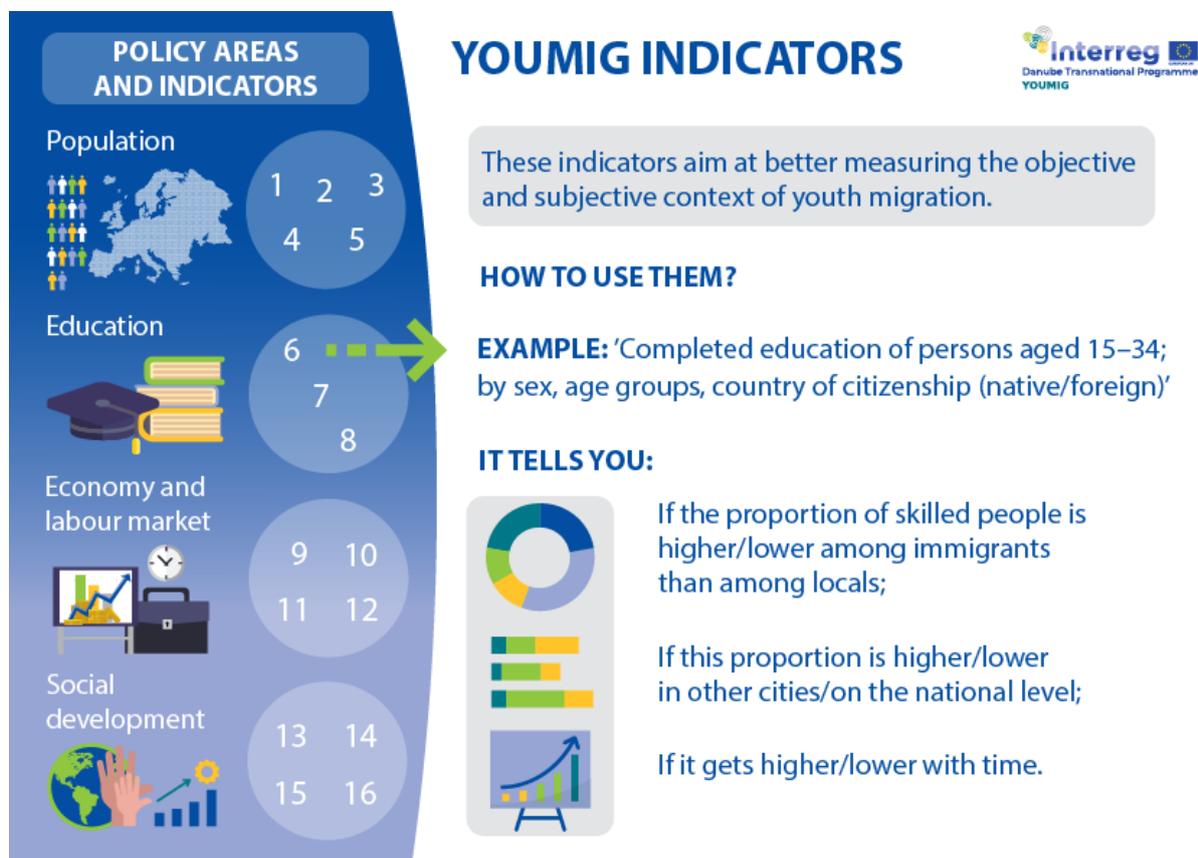
**and second-generation migrants.** Similarly, a description of the mentioned groups with the help of socio-economic characteristics (e.g., age, length of immigration experience, education level, and country of return) is rarely possible or can be evaluated only with the help of proxies. Identification 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', 'Intention to migrate', 'Aspirations of youth', 'Trust levels' is not collected by statistical institutions of partner countries; and some information can be gathered on less than a yearly basis from representative household surveys. LAU2 level indicators of this kind should be collected separately within small-scale surveys.
- Fourth, while 'Economic development (as GDP per capita)' is a widely accessible indicator, **information on business dynamics** (e.g., working and closed enterprises) may be missing, especially in cases where a grouping is required by the number of employees, or the ownership status. Similarly, data on wages across industries and occupations is often collected, while information on family incomes can be evaluated only from representative surveys. Poverty indicators may be unavailable at lower sub-national levels. Information on the indebtedness of households is rarely collected.

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

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

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



## 2.2. Access to data in Austria<sup>32</sup>

In Austria, a lot of data on the topic of migration exists, as Austria has a very good statistic on population data in general. **Since the year 2001, data is collected on the basis of register counting.** An own register for migration was introduced in the 1990s. Since then, registers (e.g. central population register, register on employment or education data) are increasingly tried to be connected in order to allow the creation and combination of new data.

Data collection in Austria is in many cases done by the municipalities, as can be explained on the example of the population census. **Municipalities collect data such as births, deaths as well as migration in the central migration register.** The data is then collected by the central statistical office: The Statistik Austria, which is also providing all registers for data collection. The Statistik Austria is not only collecting but also adjusting data from the different

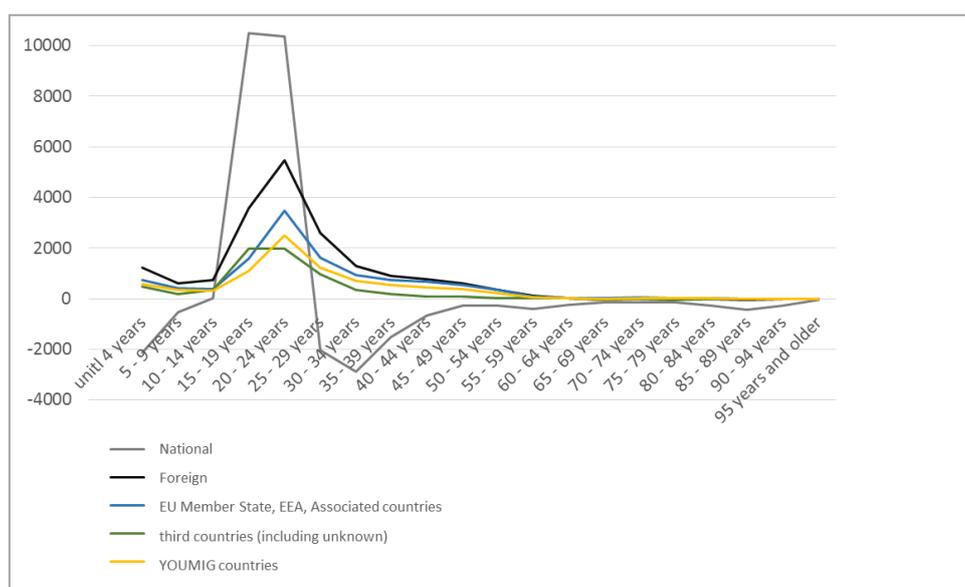
<sup>32</sup> Author of the subchapter: Elisabeth GRUBER (University of Vienna)

municipalities and also provides analysis. The Statistik for example also publishes a population forecast for the Austrian population every year and further also calculates regional prognosis.

Since data is also a necessary topic for politics, bigger municipalities such as **the city of Graz**, usually **have statistical offices on their own**, not only collecting the basic data, but also doing analysis with the data collected. Therefore the city has own data are available and reports on the population in Graz are accessible. Since in Austria the federal state holds power in many policy fields, the federal state has a statistical office as well, which receives data from the Statistik Austria. The federal state therefore has good knowledge on available data and can use this data for political advice. Besides the official data collected by the statistical offices, also other institutions collect and analyse data, such as the employment office (AMS), the chamber of commerce (Wirtschaftskammer) and so on. The different data is usually not connected since mostly the purpose of collection differs by the different stakeholders and mostly no cooperation in data exchange exist.

For migration data, generally a lot of data on the quantitative level is available, as e.g. shown in illustration 7. For every municipality in Austria the in- and outmigration by age, sex, citizenship and destination and origin is available for each year since 2002. This very accurate statistic offers a good insight on the amount of youth migration.

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



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

## Summary – Data needs

While migration statistics in Austria is generally very good, **there are still blind spots** of what is measured, but also general problems that occur within statistics are existent. Moreover, very often material is not used in full amount or unable to be provided, and the interpretation of data sometimes is not accurate. A crucial point of migration data is the topic of what actually is displayed by the data. **Migration data basically show people’s registration behaviour, which might deviate from the reality of how people reside.** Especially youth migration is said to be very often underestimated, since e.g. students do not always register and a lot of people forget to deregister when they leave a country or a municipality. Although there are several mechanisms of data “cleaning”, over- and underestimation can still surely be expected. Moreover, the existing databases are not always **suitable to capture the real complexity of migration** patterns (e.g. people could have a foreign citizenship but still be born in Austria, further migration data is often only showing sums and neglects for example the high fluctuation of migration).

During the first workshop held in Graz about youth migration in the context of the YOUMIG project, a list of needs was expressed, what local stakeholders would wish for when it comes to data availability.

- **Combined indicators:** Citizenship and e.g. place of education (school in Austria or not), migration and health, Migration by age exists, but not e.g. by education (measuring brain drain/brain gain), Immigration by legal status (type of visa)
- **Data that can capture the complexity of migration**
  - There are people born in Austria with a foreign citizenship and having there obligatory education fulfilled in Austria – how to measure this?
  - Motivations (reasons to emigrate, to immigrate, to return)
- **More systematic surveys** (e.g. motivation of migration, educational level, overqualification. Etc.) and estimations on quantitative numbers (e.g. illegal migration)
- **Georeferenced data and small scale data**
- Completely missing in Austria: **Information on language** (disappeared with the census in 2010), only available for school kids
- **Historic comparison**
- **Accessibility of data**

Most of the points mentioned are thereby clearly pointed towards the statistical offices on the different levels in Austria and some of the issues are already being discussed and hopefully

to be solved soon in the future. For example, the connection of education and migration should be made possible soon. Generally, there is an increase of data quality and data availability observable. But still, also new challenges are arising in order to keep up good data quality. Similarly new demand of data materials also is ascending continuously. In general, during several workshops and coordination with the YOUMIG partners, three topics were selected, where new indicators were tried to be developed or collected: (1) settledness, fluctuation and the selectivity of migration, (2) migration and education and (3) migration and the labour market.

### **Unavailable indicators**

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

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

	Nr.	Indicator	Partners where needed
1	14	Number of returnees registered, sex, education level	AT, DE, RO, SK, SI
2	51	Completed education of persons aged 15-34 by education levels, by sex, age groups, native/foreign (CoC)	AT, HU
3	53	Student outbound mobility ratio at tertiary level, by sex	AT, DE, HU, RO, RS, SK, SI
4	63	Skill-level of return migrants	AT, BG, DE, HU, RO, SK, SI
5	71	[SUBJ] Subjective well-being in the population	AT, BG, HU, RO, RS, SK, SI
6	73	[SUBJ] Tolerance towards foreigners (foreign workers)	AT, BG, HU, RO, RS, SK, SI
7	75	Intentions to migrate within next 5 years, [if possible] intended destination, duration of absence	AT, DE, RO, RS, SK, SI
8	107	Business demography: number of active enterprises, by size, ownership (local/foreign), sector	AT, BG, DE
9	123	Disposable household income per capita	AT, RO, RS, SK, SI
10	180	Work force in health care/Shortage of work in healthcare/Healthcare workforce gap	AT, BG, DE, SK, SI

### Development of new data in the project

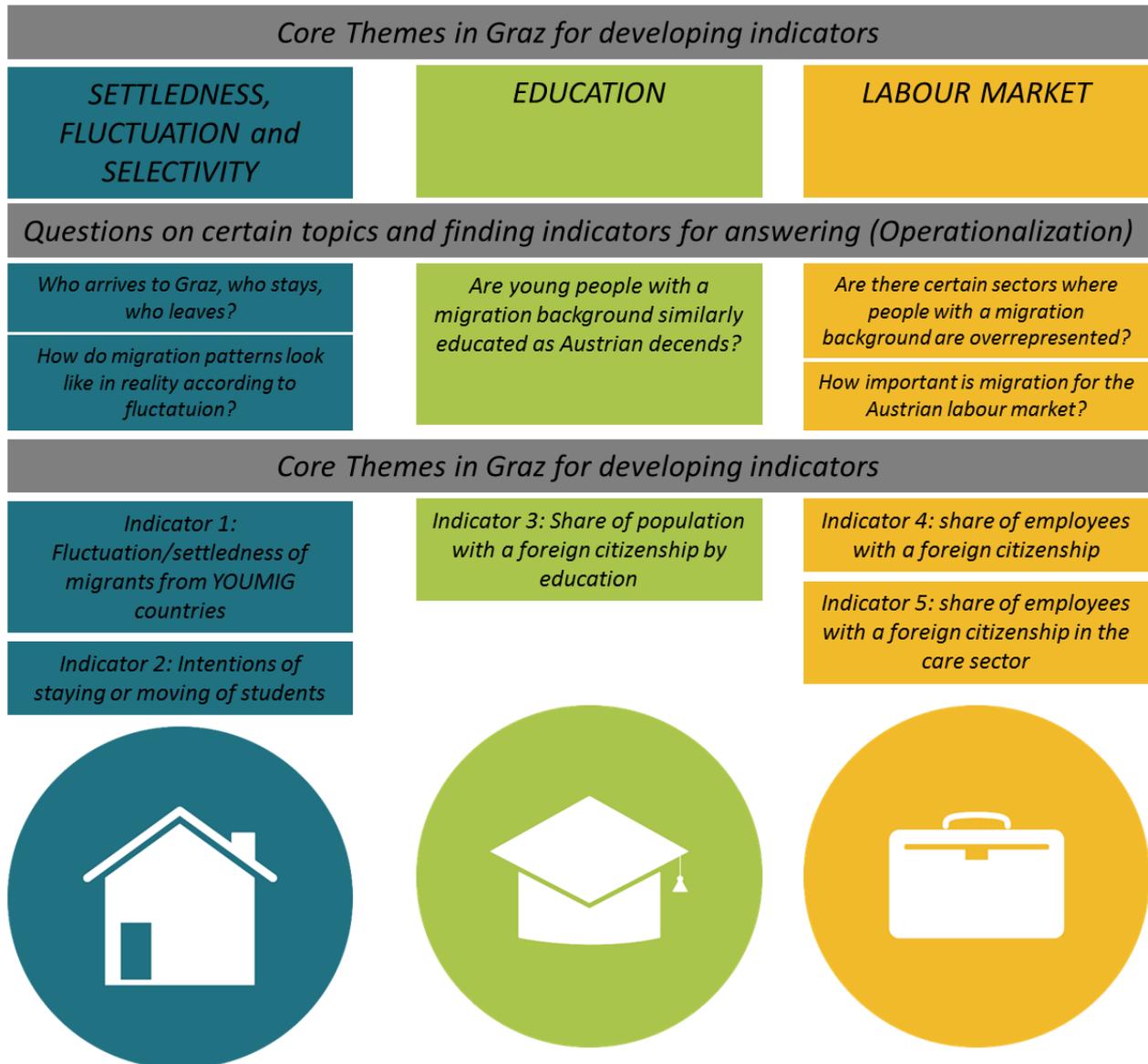
During the YOUMIG project, new indicators were tried to be developed in order to bring a new perspective on the topic of youth migration to and from the city of Graz. In general it became clear that migration, especially the one from young people is increasingly important: on the level of the **labour market**, on the topic of **integration** but also on the **individual level** e.g. of young students.

As already mentioned three topics were selected, where **new indicators were tried to be developed or collected: (1) settledness, fluctuation and the selectivity of migration, (2) migration and education and (3) migration and the labour market.** The three topics are framed by guiding questions that lead the development of new or existing indicators (see illustration 8), which were collected in order to answer these questions and which are of importance for the city of Graz within the three dimensions.

Some questions are able to be answered with existing data (e.g. question on education and partly the question on labour force and partly the question on settledness) while other questions (e.g. on staying in Graz after studying or the intention to move) are not measured in existing data sources. In total, **five indicators were developed.** The dimensions can be pinned down on the overall questions, asking for: Who arrives, who leaves, who stays in Graz

(settledness, fluctuation and selectivity), are there similar chances for foreigners and Austrian citizens existent in Graz (education) and what importance do migrants have for the labour market in Graz (labour market).

**Figure 8. Core themes of indicator development**



(Source: own illustration)

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

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

### **(1) Settledness, fluctuation and the selectivity of migration**

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

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

By looking at all people that have moved to Graz in the year 2013 from a youmig country in the age group 15-34 and checking how many of this population is still present in Graz on the 1<sup>st</sup> of January 2014, 2015 and so forth, the fluctuation of new arriving population should be measured. The indicator shows that **the population is settling only for a short time**. From 3619 people that came from a YOUMIG country to Graz, only 7% were on the 1<sup>st</sup> of January of 2014 still living in Graz.

The indicator will have to be checked further, e.g. for different subgroups and especially for a detailed interpretation (why do people register only for a short time, why do they deregister so quickly, why do they leave Graz after such a short time, etc.).

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

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

For the city of Graz the topic of education is of special interest. In the last years, the topic of shrinking labour force has increasingly lead to the discussion on how young people are educated and if they are adequately prepared for the labour market. Especially in certain sectors, such as production and manufacturing, labour force is increasingly demanded. Simultaneously, education that would qualify for these jobs is less inquired by young people.

The amount of young people completing an apprenticeship has decreased, while many young people nowadays are aspiring enrollment in tertiary education.

In Graz we can observe a very high amount of – especially females – with a tertiary degree (university or academy) (up to 30%), while many of the young people also show no other education than compulsory schooling. When looking in detail on people with citizenship from YOUMIG countries, also a high amount of tertiary education is visible (up to 20%), but the number of people that have completed only compulsory education is even higher (around 30%).

The interpretation of the data is difficult, since also certain limitations exist. The age group contains a high number of people who are still in the process of education. The differences between Austrian citizens and people with a citizenship from one of the YOUMIG countries might have several reasons (e.g. not being informed on the Austrian schooling system, parents having obtained a lower level of education and therefore also the children have lower aspirations, labour migrants with lower education etc.). Moreover, the statistical offices have reported that interpretation of data on education is getting more and more difficult since very often educational backgrounds are unknown, which is also connected to the fact that more people do have educational degrees from foreign countries that are not recognized in Austria. The interpretation suggests that **similar chances for people with migration background are not given and that there is potential for better educating young people**. Also the amount of Austrian youth with finalizing only compulsory schooling and no other education is a phenomenon worth being looked into more closely. The topic of education therefore surely offers plenty of discussion points for future policies. The outcomes underline that the support of similar chances needs to be followed further.

### **(3) Migration and the labour market**

#### **Indicator 3: Employment by sector**

Connected to the topic of a decreasing labour force is the importance of foreign labour force for the Austrian labour market. Since the 1960s the topic of foreign workers has started to be of importance with the guest labour contracts being introduced as a measure for the fast recovering economy and the high demand of labour force. In the meanwhile, the demographic situation with a fertility below the reproduction level of the 1970s has made it necessary in Austria to open the labour market to foreign workers. For EU labourers the free movement in the EU internal market has been possible since Austria joining the EU in 1995. In the last years labour from third countries has become increasingly important. In some sectors, where a high demand of labour force is given, workers – under certain rules – can be contracted from third

countries as well (Red-White-Red-card). In Graz, **20% of all employees hold a citizenship from a country other than Austria. Around 7% are citizens of a YOUMIG-country**, which shows the high importance of labour force from foreign countries in general and from the Danube region especially. Labour force with a foreign citizenship show generally an overall lower employment rate than the Austrian population. This is probably connected to the general also lower educational attainment of people with a foreign citizenship being employed in Austria. Mostly, population with tertiary education show a high employment rate over the life-course, so a fewer educational attainment possibly can lower the chances to stay employed also in older ages.

Not only differences by education exist, but citizens with a nationality from one of the YOUMIG-countries are also differently enrolled in certain sectors: the **hotel and gastronomy sector, building and construction and in several service sectors**. The enrolment of labour force in Austria from foreign countries is especially in certain branches very much demanded. The high attainment from countries from the YOUMIG regions can be traced back to higher salaries than in the destination countries. Mainly the labour market seems to demand people with skills in manufacturing, production or in the service sector. **People with a migration background tend to take on jobs they are overqualified in, more often, than people with an Austrian citizenship.**

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

Data on employment generally gives a good overview on population working in different sectors by different characteristics. Still, there are additional data needed to see the full picture. During the project also data on entrepreneurs were able to be received, which is especially in one certain sector of great importance and connected to the topic of migration from the Danube region: the care sector.

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

The background of the segmentation is often not only a demand, but sometimes also connected to active labour recruitment of companies. Additionally also the high demand for labour from people from the Danube region creates the situation that jobs that are usually not so much asked for at the national market are filled up by workers from foreign countries, seeking for better salaries in Austria. Still, these workers might not be available in the future, with labour markets and salaries in the Danube region catching up.

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

By connecting employment and education it can be observed that people with a foreign background show a different attainment also by educational level. Quite interestingly, higher attainment is reached by people with a citizenship from a YOUMIG-country having only completed compulsory schooling, while Austrian citizens show the exact opposite pattern. In the tertiary sector high employment can be observed. In general Austrian citizens with a tertiary degree show the highest employment rates, up to around 80. The reason why the employment rate in total is higher for Austrian citizens, can be therefore mainly explained by the higher employment of tertiary educated. One explanation can be that jobs connected to a tertiary degree offer mostly a perspective to stay on the job longer according to age. Further jobs that can be obtained with a tertiary degree are generally more secure and show a fewer risk of unemployment. Sustainability of the data development process

During the YOUMIG project a lot of time was invested in collecting, analysing and interpreting data. Even when data is available, mostly resources for making analysis and interpreting the existing data is scarce. Many cooperation partners showed good will by handing out data and helping with the interpretation as well as the combination of data material. But on a daily basis, data as provided before cannot be made available, although all data material is available and can easily be reproduced. Still, the indicators obtained during the project are can't be made available for a longer time, unless they would be implemented in the programme of data analysis of the statistical offices. Only politically used data in general can be collected and produced on a long-term basis. Still, the project helped to generate ideas on which the city can decide in the future of what information might be needed.

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

Not all data could possibly be obtained from existing data sources. On the topic (1) settledness, fluctuation and selective migration one indicator is not measured by national statistics that was still of interest for the project team: the topic on prospect migration of young students, possibly leaving or staying in Graz. To find out more about potential fluctuation and settledness of young people in Graz, a survey with students was conducted to find out how young people plan to stay or move away after having studied in Graz. 423 students from Graz took part in the small scale survey of the project. Students from all universities in Graz and all study levels took part. Most participants were female, only 15% of all survey participants were male. Since also more than 60% of all students in Graz are female, valid and interesting results, especially on future plans of where to move to and where to settle could be gained from the survey. Still, it has to be noted that the results are not representative for all students in Graz.

### Questionnaire Design

The idea of focusing on students during the survey was in order to focus on a subgroup of “young” people, with a high risk to migrate in the future or that have already migrated. In total ~10 % of the survey participants were coming from an international country to study in Graz and half of them from a YOUMIG country.

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

- Future migration desire or prospects to migrate
- Future plans of spending the future in Graz
- Life quality for students (“young people”) in Graz
- Living circumstances of students (“young people”) in Graz
- Attitudes towards migrants in Graz
- Discrimination as a foreigner in Graz

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

## Results

Most students that took part in the survey came to the Graz for the reason of studying (see table 2). Most of the students asked are very content with their lives in Graz, telling life quality was good.

**Table 2: Original reasons for moving and studying to Graz**

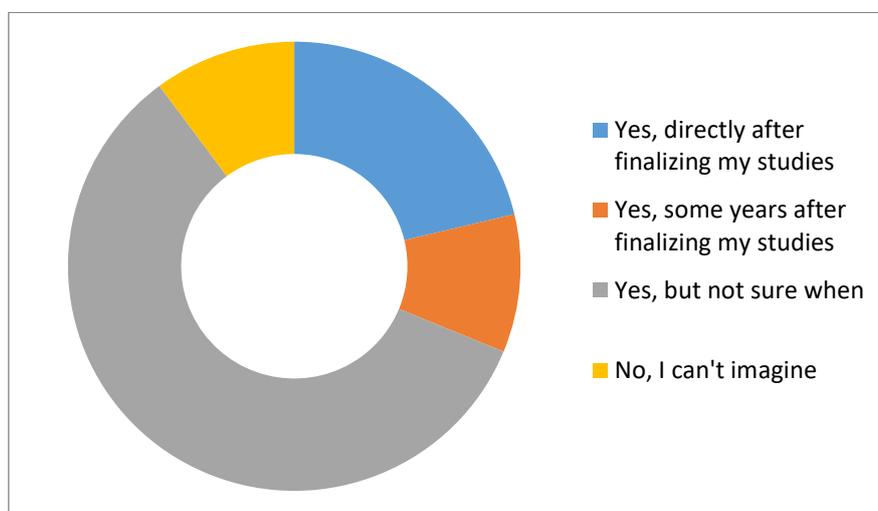
Came to Graz for studying	327	72.19%
Lived in Graz before actually studying	71	15.67%
Came to Graz originally for work and started studying later	20	4.42%
Came to Graz originally for another reason than studying	7	1.55%
Left Graz after school and now came back for studying	24	5.30%
Commuting to Graz for studying	39	8.61%
Other	10	2.21%

*(source: Graz student survey)*

## Leaving Graz

Still, a strong **majority can also imagine to move away out of the city again after finalizing their studies (almost 60%)** – see illustration 9. People that lived in Graz before studying showed a lower interest in leaving Graz, rather answering that they cannot imagine to leave the city.

**Figure 9. Can you imagine to move out of Graz?**



*(source: Graz student survey)*

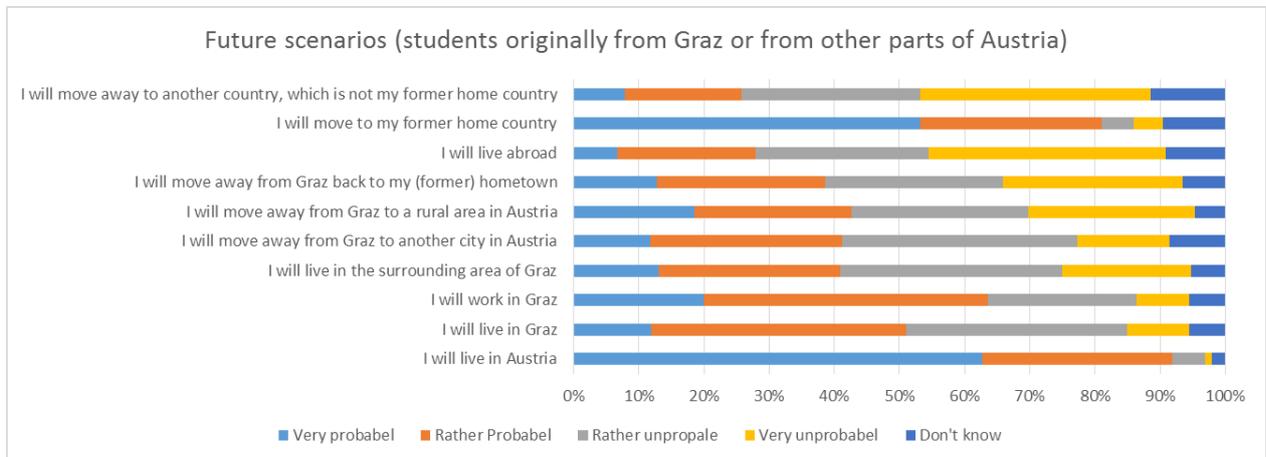
When looking at the satisfaction of different spheres, it could be observed that mainly two spheres might be a reason people would consider leaving Graz at some point: the sphere of housing and the sphere of labour. Labour market possibilities were seen to a higher extent unsatisfying from the people interviewed, which was interesting for the city since the labour market opportunities are generally evaluated relatively good. Also people with actual plans of leaving Graz mentioned the job as one of the reasons to leave the city. Other reasons were mainly of private nature, such as family or partners living at other places than Graz. **More almost half of the total sample can imagine to move to a foreign country at some point after their studies** (see illustration 10). Around 15% had concrete ideas and plans where to go. Most of the destinations imagined were European countries, mainly in northern and western Europe (Scandinavia, UK, Germany); Outside Europe the US, Australia and Canada were most mentioned.

### **Future scenarios**

Most of the students see it most probable that in the future they will stay in Austria (almost 90%) When looking only at students that are originally from Austria, the amount is even higher (see illustration 10). Nevertheless, also a great amount of international students find it probable that they will live in Austria also in the future (see illustration 11). Still, also living in another country than Austria is also not unlikely to around 30% of all students. The amount is smaller for Austrian students, but the most likely option for international students in Graz. Return to the home country seems not to be very probable for the international students, but even more unlikely is the scenario to move back to the former hometown for most of the international students.

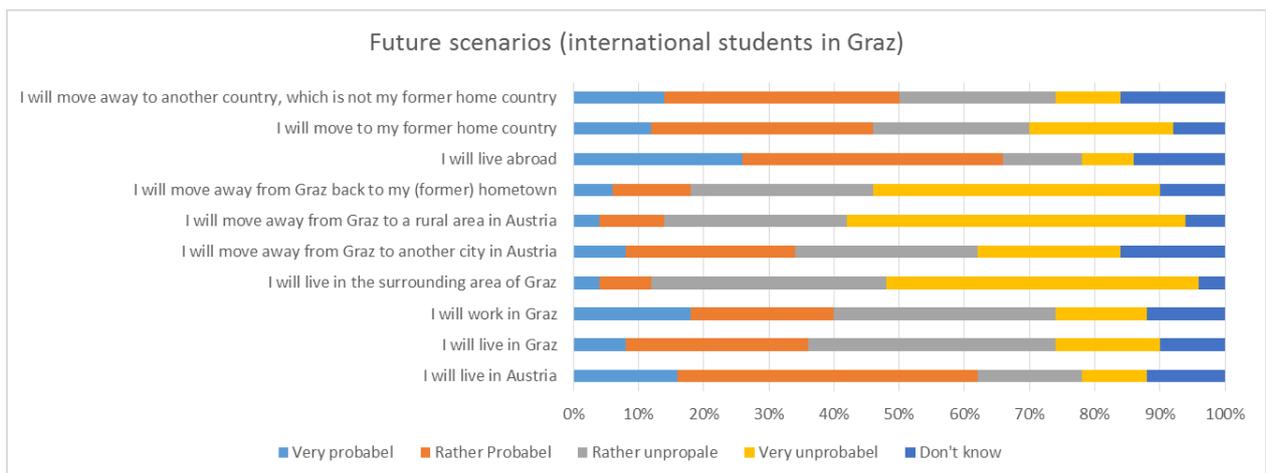
Most (~60%) want to start working directly after finalizing their studies, although a high amount of the participants was still in their Bachelor studies.

**Figure 10. Future scenarios, international students**



(source: Graz student survey)

**Figure 11: Future scenarios, students from Austria**



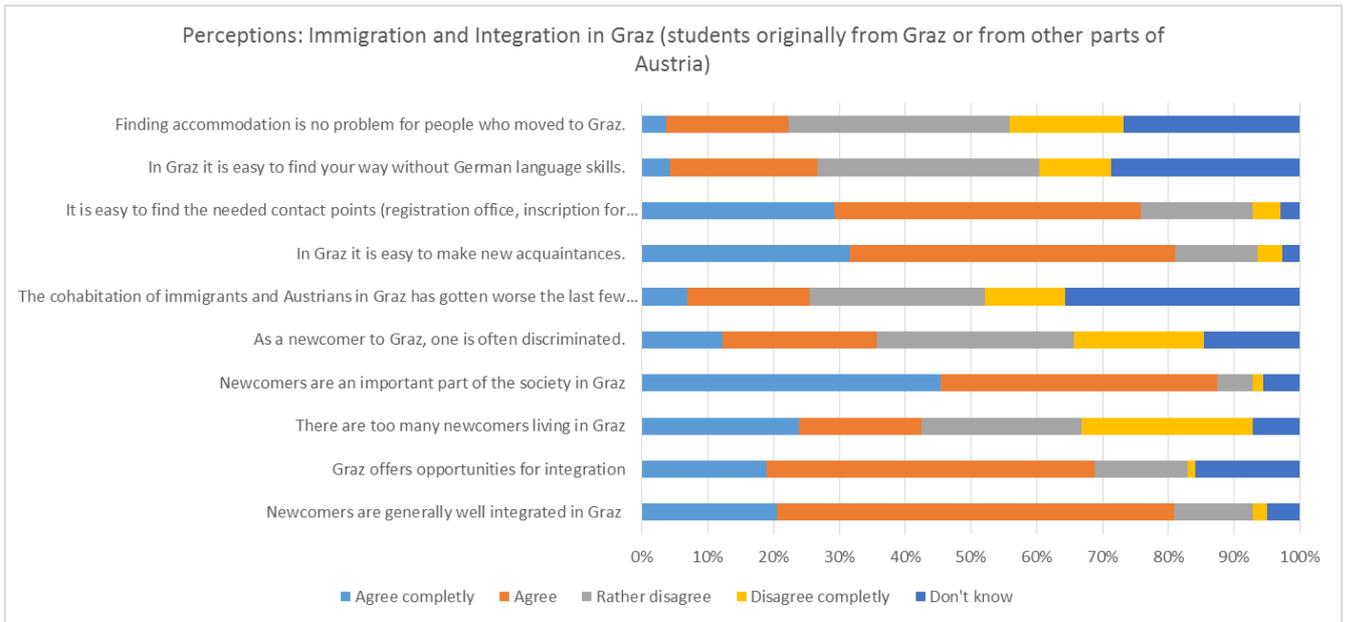
(source: Graz student survey)

### Perceptions of immigration and integration to Graz

One question of the survey also focused on the perception of integration and immigration of the students to Graz. In many cases students could not answer certain question, having not experienced e.g. how it is like to move to Graz without German skills. Still, the question gives an interesting overview about opinions. Remarkably, the perceptions of international students and students with an Austrian background don't differ too much (see illustration 12 and 13). Only on the question of housing it seems that international students estimate the situation

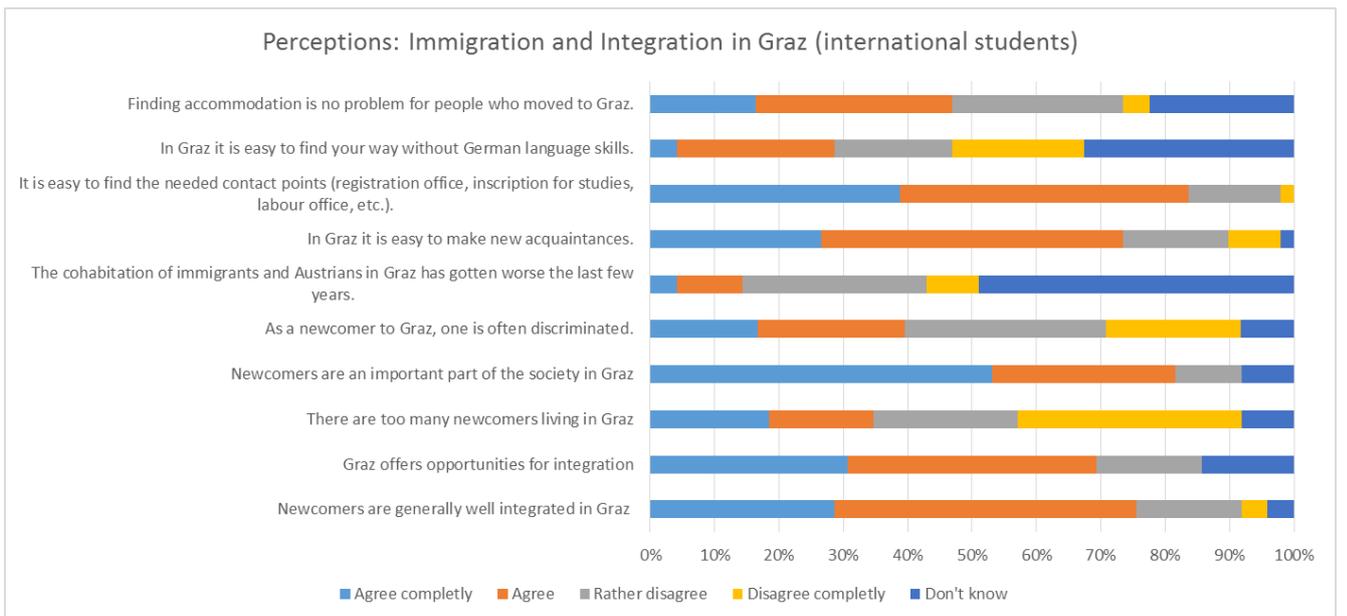
even better than students from Graz and other parts of Austria. Also finding contact in Graz has been generally estimated a bit better than students from Austria.

**Figure 12: Perceptions of students on integration and immigration, students from Austria**



(source: Graz student survey)

**Figure 13. Perceptions of students on integration and immigration international students**



(source: Graz student survey)

## Recommendations

The development of new indicators has brought some new perspective on the topic of youth migration to and from the city of Graz. In general it became clear that migration, especially the one of young people is increasingly important: on the level of the labour market, on the topic of integration but also on the individual level e.g. of young students.

The data analysis suggests four main issues that have to be considered in strategic development:

Foreign labour force has a **high importance to the labour market**. Especially some sectors show a very high **segmentation** of foreign labour force and there especially from countries from the Danube region. **Therefore the labour force participation by different population sub-groups (e.g. age groups, citizenships, gender) should possibly be analysed and researched.**

Also in the context of education, the data made clear that we have a different attainment by different population sub-groups, especially by different citizenships, which might mean that there is a need for **investing in similar chances** (e.g. education, labour market enrolment, overqualification) for all residents. Especially since population with a foreign citizenship is increasing, it will need to be necessary to further invest especially in education, so that children with and without a migration background have similar chances to develop skills and careers.

During the survey it became clear that international mobility is considered as a **future option** for most young people and that Graz shows high fluctuation of young migrants. This needs to be researched further and the reason for high fluctuations plus the implications for the city will need to be dealt with further.

## CHAPTER 3

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

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

**Local governments are facing increasing challenges from the inward, outward, and return migration of youth, but they often lack the capacities and tools to cope with such challenges.**

In view of this, a collection of good policy practices and actions linked to youth migration was prepared by the YOUMIG project<sup>36</sup>, keeping in mind the different local contexts - namely that some cities are predominantly migrant-sending communities, while others receive more migrants than the number of emigrants they send.

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

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

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

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

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

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

The objective of the ‘European and global good practice collection of relevant services and actions linked to youth migration’ was to provide YOUMIG local partners with a pool of already existing and tested solutions from which they could select one good practice for their local pilot activity. The good practice collection is based on the accumulated knowledge and experience made available on the European Website on Integration ‘Migrant Integration Information and good practices’<sup>38</sup>, the Cities of Migration website ‘Good Ideas from Successful Cities’<sup>39</sup> and the website of CARIM-East – Consortium for Applied Research on International Migration.<sup>40</sup> Where a lack of good practices for solving important problems related to migration and migrants was apparent, authors of the collection exceptionally included non-tested potentially good practices that were agreed on by focus groups or in the Delphi surveys, or recommended by professionals in the field.

The good practice collection underscores the **utmost importance of local governments and local stakeholders in supporting the social inclusion of migrants** with effective policy measures. Considering the project’s purpose and aims; YOUMIG's good practice collection 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 also the issues they were expected to solve. It was found that **the majority of existing good practices focus on immigrants**. There appears to be a reason for this bias: the practices tend to address people who are present in the country rather than those who are away; and most good practices are designed and implemented in richer countries where immigration, 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.

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

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

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

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

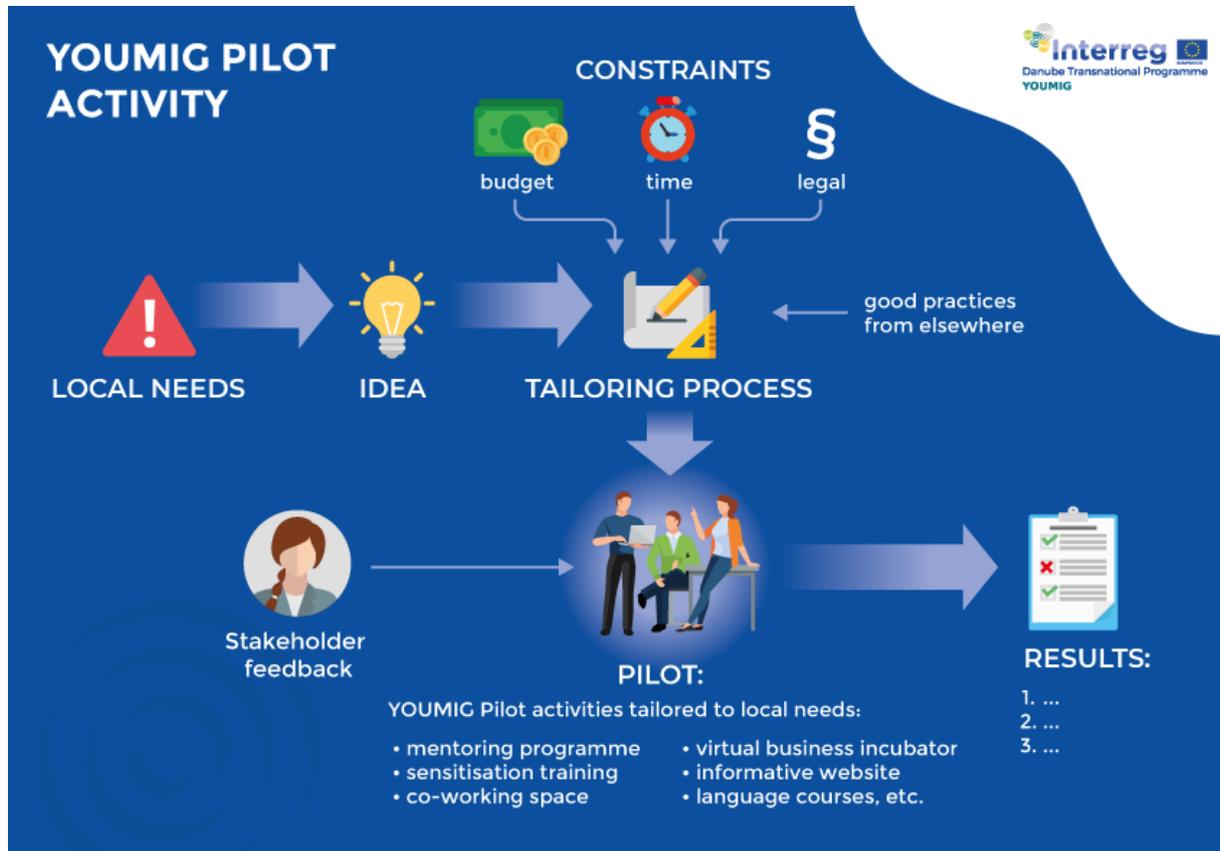
**Labour market inclusion** of immigrants is also of crucial importance. Good practices deal with guidance, support and training services for immigrants, improving their employment outcomes, challenging stereotypes, counselling immigrant entrepreneurs, setting up centres for the support of migrant initiatives (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 14. YOUMIG’s pilot actions to tackle identified local challenges**



To address the challenges, obstacles and benefits of youth migration in sending or receiving communities, YOUMIG's Local Status Quo Analyses (LSQA)<sup>41</sup> provided an overview of trends in youth migration and of related social phenomena. Through applied research, a screening of responses provided by local authorities to challenges related to in- and out-migration of young people was performed. A related goal was to identify management and capacity gaps in institutional mechanisms of local authorities to address youth migration and related phenomena.

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

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

emigrants or returnee youth. Local partners discussed their plans with stakeholders, and implemented the pilot activities in order to address one or several challenges identified in the Local Status Quo Analysis, and based on a common methodology.

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

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

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

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

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

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

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

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

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

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

### Graz: Administrative Aspects on Migration

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

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

The **Department for Education and Integration acts as a first port of call and place of information for migrants.** Further it is mainly responsible for the development of strategies and projects with the aim of participation and equality of all citizens irrespective of their origin and the support and guidance of volunteer initiatives in education and integration. It offers basic education programs, especially for young people often also together with non-governmental organisations (e.g.: ABI service center with IBOBB café for young people, counseling in different languages about topics like job orientation, for instance ZEBRA). All migrants to Graz further receive a welcome brochure, and are invited to information events, offering all forms of information on housing, education as well as juridical and administrative requirements.

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

- **Offering health care**, e.g. vaccinations in specific quarters of the city depending on social situation and percentage of migrants

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

- **Social card:** saves red tape and pools services like exemption from GIS fees (fee for the radio and TV broadcasting station Austria), access to all services provided by the city, Christmas benefits, heating cost subsidies, cheaper sport club fees, etc.
- **Recall system:** there is a recall system established by the city of Graz for Borreliosis vaccinations. When you get vaccinated, you are automatically contacted again after five years to be revaccinated.
- **Counselling of sex workers:** the city of Graz conducts medical examinations that are obligatory by law for sex workers and offers counseling in their mother tongue together with the charity SXA, to make women aware of their rights and to support them in case help is needed.

For youth migration also the **department for youth and families** are of importance, which are representing the interests of young people from 0 to 18, usually falling under certain laws (e.g. protection of youth) and also supporting families with children (family support and allowances).

**The citizens office** is the main department offering documents and registration, not only for immigration but also matters of personal status, such as birth certifications, marriages, certifications of deaths, Citizenship and Passport Affairs. Other stakeholders that are involved in integration processes and the advice of migrants are the labour market agency (coaching, information, basic education, programs for the youth), the chamber of commerce, the federal government as well as national and international companies based in Graz.

## Challenges

Several policies are reacting on challenges that arise in the context of youth migration. Generally **brain waste and overqualification are challenges** for young migrants of the Danube region. In the last years it became much easier to transfer education and skills from other countries to Austria. After joining the EU this process has become easier for citizens from several Danube countries.

**Language** is considered as another important issue. The ability to speak German fluently is perceived as the basic requirement as well by migrants as by local stakeholders. Even if people are able to find a job sometimes with only limited language skills, a change of employment gets difficult without proper German knowledge.

**Discrimination** can be considered as a problem e.g. in the combination with loan dumping and with overqualification. Sometimes information is difficult to gain and sometimes misleading or wrong information is handed out, which might also lead back to discrimination.

Compared to the inflow of people from other regions, **immigration from the Danube region is rather seen as not problematic or not even recognized**. For most institutional actors, the migration from the Danube region is rather invisible. In any case it is also seen as relatively unproblematic immigration with a high integration potential, a high will to be active on the labour market and especially positive for certain branches such as the tourism sector, the industry or the health care that are only able to gain the demanded labour force from certain countries such as Romania or Hungary. **Foreign labour force for the Austrian economy is crucial due to the process of demographic ageing. Especially in the semi- or unskilled labour market less and less workers are available.**

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

- **education and training** (in the mean of gaining or transferring skills and formal education, but also by offer language courses)
- **social welfare support** (financial means, allowances, housing, etc.)
- **information support** (providing proper information)
- **integration, participation and inclusion** (all the presented measures are in the overall context focussing on an integration into the society by making participation and inclusion possible.

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

### Local Pilot Action

The Pilot Action was built on some findings of the local status quo analysis:

- **Increased demand for skilled workers**, especially in Graz, due to the attractiveness of the location for industrial companies. Many Styrian leading companies in the technical field are located in Graz.
- In migrant families and communities there are **unclear pictures on the subject of education, especially when it comes to apprenticeships**. Job descriptions in those professions and qualification opportunities are often unknown.

- If young people with a migration background choose an apprenticeship, they do not always have sufficient **language skills**. This situation is aggravated by the customary use of a regional (Austrian) variety of the German language.

The pilot action developed a **prototype for a networking/communication centre, the M-GIST HUB. The HUB supports young women with a migration background in their training to get a demanding and well paid jobs in technical branches** and responds to the needs of local companies (highly qualified workers on EQF level 4). The HUB creates a positive image of apprenticeships of girls in technological branches for families with migration backgrounds and their communities and it supports girls between 15 and 18 with a migration background in the Danube Region in their search for a suitable vocational training in a company active in a technical sector in Graz.

**The YOUMIG Pilot Action was focussing on girls, which reflects the equality focus of the municipality of Graz in the project YOUMIG.** The narrowing down to the age of 15-20 results from the fact that

from the experience of the employment service older adolescents cannot be convinced to start an apprenticeship. The focus on technical vocational training is based on the societal claim to enable girls to gain access to better paid occupations. In addition, the growing interest of companies in women in technical occupations plays a role, as explained above.

### **Prototype**

The HUB offers:

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

**Makerspace for Girls:** This element is the core of the HUB: Offers for girls (with and without migration background in various age groups) to facilitate their contact with technology rich environments have to be developed.

One of the main inputs of the interviews was that girls do not have many opportunities to find out whether they have technical skills or not. “Technical skills” is a male concept in itself and boys claim to have them, girls do not. So one finding is that a place should be developed that

allows girls to find out about their technical skills – not on a theoretical basis but practically. This place should provide materials, tools, etc. allowing girls to actually produce things.

**Events and Trainings:** The HUB itself does not develop or design any trainings but it provides a platform for existing training, as well as for information or counselling. Examples:

- Trainings provided by Companies
- Workshops for parents designed by communities
- Training in non-hegemonic communication. Any kind of counselling has to be provided by counsellors trained in non-hegemonic communication. The HUB could offer or at least mediate these trainings.

**Presentations:** Companies present themselves and their offers for apprentices. Companies participating are supported as well in their efforts to develop a culture that is compatible to girls and migrants as well as in the gender-sensitive design of their presentations.

**Assessment and Validation:** To support girls in finding out about their skills and interests the HUB offers assessments that are designed for girls and for youth with a migration background. These offers are provided by organisations like Mafalda or NOWA that guarantee expertise working with the target group described.

### **Recommendations:**

Provide **Data on girls with a migration background in technical occupations**. Research has to provide data on the following issues: Quantity of girls in apprenticeships in technical occupations, including their background, which branch they are working in, etc. Area: Graz and the economic region around the city; their motives and the motives of their social environments (parents, communities, friends)

**Networking strategy:** Building on existing networks and the learnings of YOUMIG collaboration can be intensified. Girls with a migration background in technical apprenticeships can be integrated in activities around Girls' Day and comparable events.

**Makerspace for girls:** Networking space for girls and their families on the one hand, and companies, schools and counseling on the other. This space offers for girls (with and without migration background in various age groups) to facilitate their contact with technology rich environments. The place should be open for parents as well. Especially parents with migration background get into contact with teachers and – perhaps more important – with companies.

**Girls' Pass:** To facilitate the contact between girls and technical environments the introduction of a "Girls' Pass" for pupils (up to the age of 15) is suggested: during the first years of schooling girls can use various offers (of the city of Graz - counselling, information, language, culture, but also of companies – Erlebniswelt Wirtschaft, etc.) which is recorded in the pass. Girls having used a certain amount of offers receive some kind of gratification, like a voucher of the city of Graz. A complete pass could even be of use when looking for an apprenticeship.

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

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

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

Local partners introduced and tested a **'One-stop-shop' 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.<sup>44</sup>

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

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

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

**Figure 15. 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. One-stop-shop for the target group in Graz: creation of an information brochure<sup>45</sup>

#### Focus of the brochure

Graz developed the design of the One Stop Shop together with stakeholders and providers of information and counselling for migrants, which is done by departments of the city itself and by NGOs. It was decided to design a brochure with a very specific target: Employment is one of the most important motives for the migration of women from the Danube region to Graz. Relating to that fact, the One-Stop-Shop (OSS) brochure aims at supporting the counselling of women with a migration background in the Danube region (age group 15-34). The main reason for designing a brochure was the fact that there are several “One Stop Shops” existing in Graz (e.g. at the Employment Service, IBOBB Cafe, Amtshaus der Stadt Graz ...). Developing a “Meta-One-Stop-Shop” was not an option and competing existing one stop shops was neither. Focussing on women (15-34) with a migration background in the Danube Region and on the issues of employment and founding was found to be feasible, avoiding unnecessary competition on the one hand and supporting existing networks on the other hand. The brochure primarily covers the following topics:

- **Employment** (recognition of international qualifications, apprenticeship, job opportunities, legal framework for employment)
- **Founding of enterprises** (start-up, mentoring and coaching services by public and semi-public bodies, information on start-up communities, co-workings, incubators, technology parks, etc.).

In the course of the development of the brochure it became apparent that **it is a tool mainly used by providers**. So the target group “women with a migration background in the Danube region” is reached indirectly. On the other hand we found out that the brochure offers

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

interesting information for a relevant target group that we had not focussed, **companies employing girls with a migration background.**

The OSS brochure – including the process of its development – was developed in a participatory manner, and could rely on the commitment of the providers and stakeholders as a result. It is based on existing networks, which allowed us to take the existing interfaces into consideration. The clear focus on women, employment and entrepreneurship defines the USP of the brochure.

It has been agreed that **the OSS-brochure will be updated regularly.** Future updates of the brochure can address women with a migrant background, no matter where they come from. It is intended to include companies into the network so there is a lot of potential concerning the sustainability of the OSS-brochure in Graz.

### **Target Group**

On the one hand the brochure was designed for girls and women with a migration background in the Danube region, who are looking for suitable advice in the areas of employment and founding. On the other hand, this booklet definitely is helpful for organizations dealing with the target group described. The brochure provides an overview of reference points in the network. Developing the brochure it became apparent that companies are interested in the brochure as well.

**The brochure is a tool for counselling services in a network.** A necessary condition for a meaningful use of the brochure is the networking of institutions and organizations that offer advice for migrants and / or women. The better and easier it can be referred to the existing counselling services in the network, the more efficient the search for the suitable information for women who want to seek advice is going to be. Likewise, the work of the counselling institutions themselves is facilitated and optimized.

### **Content of the brochure**

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

The aim of the brochure is to **give an overview of the relevant information centres in Graz,** so that the reference works well. This booklet is not intended to provide advice content or information on individual aspects. Several websites are probably better suited for this, but many people - especially those whose language skills are not perfect - are better helped by

personal counselling and these people should also be able to get to the right place as quickly as possible.

## **Structure**

In the run-up to network meetings and desktop research a comprehensive overview of the existing counselling services was created. All organizations have been invited at several stages of the process to present their offer in this brochure. A selection on the background of a quality assurance system was not made.

Only **free counselling** services were included in the brochure.

Online resources have also been included sparingly. For those who want to get an overview online, there is the database of the Interreg partner project DRIM (<http://at.danubecompass.org>), which perfectly meets this need.

The final shape was developed together with the customers. Once again, the invitation is made to all providers of consulting services for the defined target group to include their offers in the brochure.

## **Sustainability**

One of the main impacts of the OSS is that organisations providing information and counselling for women with a migrant background have a clearer picture of the existing offers focussing on employment and entrepreneurship. As they were part of the development process and participated in several meetings they were able to strengthen the network.

These providers are well known within migrant communities. As they distribute the brochure in their offices among women with a migrant background, the main target group can be reached very well.

It has been agreed that the OSS-brochure will be updated regularly. This is necessary as the existing offers are changing, sometimes within months, depending on strategic priorities of the bodies funding these offers. So **by meeting once or twice a year the OSS network will continue working.**

The existing OSS brochure is focussing mainly on women with a background in the Danube Region. **Future updates of the brochure can address women with a migrant background, no matter where they come from.**

Apparently **the information provided in the brochure is relevant for employers** as well, as mentioned above. This target group had not been on the radar from the start. So for future

updates companies should become part of the network and information especially useful for them can be integrated.

**Recommendations**

**Participatory development** is necessary.

**Interfaces of providers and their offers** should be taken very seriously.

**Relevant focus** (women, employment, entrepreneurship) should be found.

**Focus** on women with a background in the Danube Region is very specific, probably **has to be widened**.

Integrate the possibility of **updates and further development**. The offers are changing, the contents can be relevant for additional target groups.

You have to find the **best medium**. It is not the only solution to build an app as this medium can be updated rather easily.

You have to take **habits of the target group** into consideration as well.

**Table 2. Local policy competences in administrative issues for a young immigrant / returning migrant**

Main categories	Concrete administrative issues	Municipality competences (please specify the department)	Central government competences (please specify the institution)
<b>Official personal documents</b>	Obtaining or renewing an ID card, residence permit, registration certificate	BürgerInnenamt	
	Obtaining or renewing a driving license	Landespolizeidirektion Steiermark Sicherheits- und Verwaltungspolizeiliche	

		Abteilung (SVA 2 - Führerscheineangelegenheiten)	
	Registration of change of residence	BürgerInnenamt	
	Registration of change of marital status	BürgerInnenamt	
	Registration of the birth of a child	BürgerInnenamt	
	Registration of property or vehicle purchase	Insurance Companies <a href="https://durchblicker.at/kfz-zulassungsstellen/graz">https://durchblicker.at/kfz-zulassungsstellen/graz</a>	
<b>Work</b>	Receiving a work permit		Employment Service
	Founding a business		Chamber of Commerce
	Receiving support in finding a job		Employment Service
<b>Taxes</b>	Obtaining a tax identification number		Tax Office
	Paying income taxes, receiving tax refund		Tax Office
	Paying local taxes (please specify what taxes)	Abteilung für Gemeindeabgaben	
<b>Healthcare and social transfers</b>	Obtaining health insurance (or access to public healthcare services)		Gebietskrankenkasse, Sozialversicherungsanstalt, Bundesversicherungsanstalt
	Receiving financial social assistance (of any kind)	Sozialamt	
<b>Education</b>	Enrolment to kindergartens	ABI	
	Enrolment to primary schools	ABI	
	Enrolment to secondary schools		Several schools

	Enrolment to vocational training		Employment Service, Companies
	Enrolment to university		University
	Nostrification (recognition of an education certificate issued in another country)		Federal Ministry of Labour, Social Affairs, Health and Consumer Protection Federal Ministry of Education, Science and Research
	Language learning (subsidized)	Various providers	

Bochure of the City of Graz containing various information and offers for immigrants to Graz (available in various languages)

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

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

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

## CHAPTER 4

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

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

Youth migration is a transnational phenomenon by nature; every migrant departs from a local context and arrives at a local context. **Better coordination and cooperation among migrant-sending and migrant-receiving communities is crucial** for managing its causes, processes and impacts efficiently.

YOUMIG's transnational cooperation schemes were aimed at **testing options for interaction between municipalities affected by youth migration**. A common methodology for testing such schemes was developed and implemented, with the following main objectives:

- To understand each other's local context: 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.

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

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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. concerning their administrative obligations, satisfaction or conflict with migration-related institutional bodies, and main trends and issues related to youth migration, migrants' future plans and motivations, etc.).

- Recommendations for improving the process of managing the impacts of migration, or the registration process
- Recommendations for cooperation opportunities with a local authority or migration office from a sending/receiving country

## **4.2. Transnational cooperation between local governments: the experience of Graz<sup>48</sup>**

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

However, it is very useful to get an impression how things are done in partner cities and what the political and administrative mindset look like. It can be observed that there are some issues that can be found in various municipalities and they are addressed in a different manner. Not only is it possible to learn new ways of treating problems but it can also be interesting to compare and relate strategies and measures.

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

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

### **Communication and networking**

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

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

The Maribor team described the importance of networking after having visited Graz: They think that the most important factors for success of the pilot activities are the networking among relevant stakeholders, and a long tradition of NGOs cooperating among themselves and the city/regional authorities. They also focus on patience as an imperative factor for establishing networks, pointing out that often it is necessary to start small and allow cooperation to grow, constantly adopting plans according to the developing process. Over-ambitious goals and projects have the tendency of not being sustainable even if the results are reached, while modestly set goals have bigger long term potential of creating an impact.

### **Language influences destination**

Language skills were an issue for all systems involved not only in the context of the study visit but also in the lokal status quo analysis. In Graz companies expect language skills in German and/or English depending on the international orientation. Migrants having been experts in the sending country are threatened by overqualification in the labour market without sufficient language skills. It has to be mentioned that good language skills can not make sure that migrants find appropriate occupation. Moreover, language skills are relevant for integration as well.

### **Mobility of young people**

The age group of YOUMIG shows considerable mobility, as this is the age where people are receiving training or are going to university. Cities with **universities** such as Graz, Maribor or Pecs have to invest a lot in terms of infrastructure, recreational activities, training, etc. Students, however, very often stay for just one year or leave the city after graduation. The problem of coming and using all facilities/possibilities and not staying is evident both in Graz and Pecs. Yet the investment itself is not the main issue – more importantly the cities mentioned need highly qualified graduates for the local companies and for mid- and long-term social development of the municipality.

In any case, these municipalities have to find strategies founded on the fact that migration in the age group under discussion presents itself as tremendously dynamic. Additionally, the local status quo analysis pointed out that migration is complex, it is not just a movement from A to B and possibly back. Often there are various destinations, people migrate several times, etc.

### **Digitization**

On the one hand, digital channels enhance new strategies of communication between sending municipalities and migrants. On the other hand, digitization offers new opportunities for

municipalities in terms of regional branding. For young, creative and highly qualified people this aspect is very important. They find municipalities with **digital strategies providing high end digital infrastructure** increasingly attractive as in these cities new ways of working are possible.

Municipalities focussing on digitization show some advantages in terms of regional branding not exclusively concerning work, but also in terms of regional culture and identity. In terms of transnational cooperation schemes there are some opportunities for developing joint digital strategies.

### **(New) Work**

Work is an issue relevant for all municipalities in the YOUMIG project as it is one of the main reasons for migration and it is connected to money. Not only the municipality of Pecs observes that the main push and pull factor for young people to leave their home towns (and Hungary) is money. Often, the chances to find a job are higher in cities and/or abroad. Many also follow their friends, which results in a **chain reaction**. Well educated Hungarians work in large numbers abroad in positions below their qualification.

### **Regional Branding**

Many regions all over Europe have the problem of emigration of their youth. Even if there are clear differences concerning the circumstances, the discourse shows similarities, as well. In Austria for instance, whole regions have to be redimensioned because the young population leaves for bigger cities in Austria and beyond, especially looking for better opportunities in education and employment. Often the regions affected cannot provide those opportunities, so they have to develop new approaches, new USPs and new brandings that are meeting new and growing motivations of the young generation. Aspects of a good environment ecologically speaking, a **“good life”**, interesting communities etc. are getting more important. Solutions like that in Kanjiza, for instance, are pointing in that direction, so those projects are developing ideas that are relevant for regional branding in the Danube Region and beyond.

### **Politics**

Not everything depends on the money and on job opportunities, attitude also matters. The local status quo analysis and the study visits showed that the **political contexts** of the YOUMIG countries play an important role for the decision to migrate. People interviewed describe the situation in Austria or Germany as better foreseeable, often the lack of transparency, even corruption are mentioned as a problem.

Emigration also offers potential for **development**. Returnees might have a different view on the system of the country they come back to and see its strengths as well as its weaknesses clearer. Changing the shortcomings that motivate people to emigrate is facilitated with open-minded return migrants with international experience and a positive attitude.

Of course it must not be forgotten, that differences between the European regions in terms of employment, income, social and political transparency and security are obstacles to these efforts. To overcome those, a new European mind-set focussing more intensely on solidarity between European regions has to be developed beyond project level.

## **Recommendations**

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

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

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

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

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

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

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

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

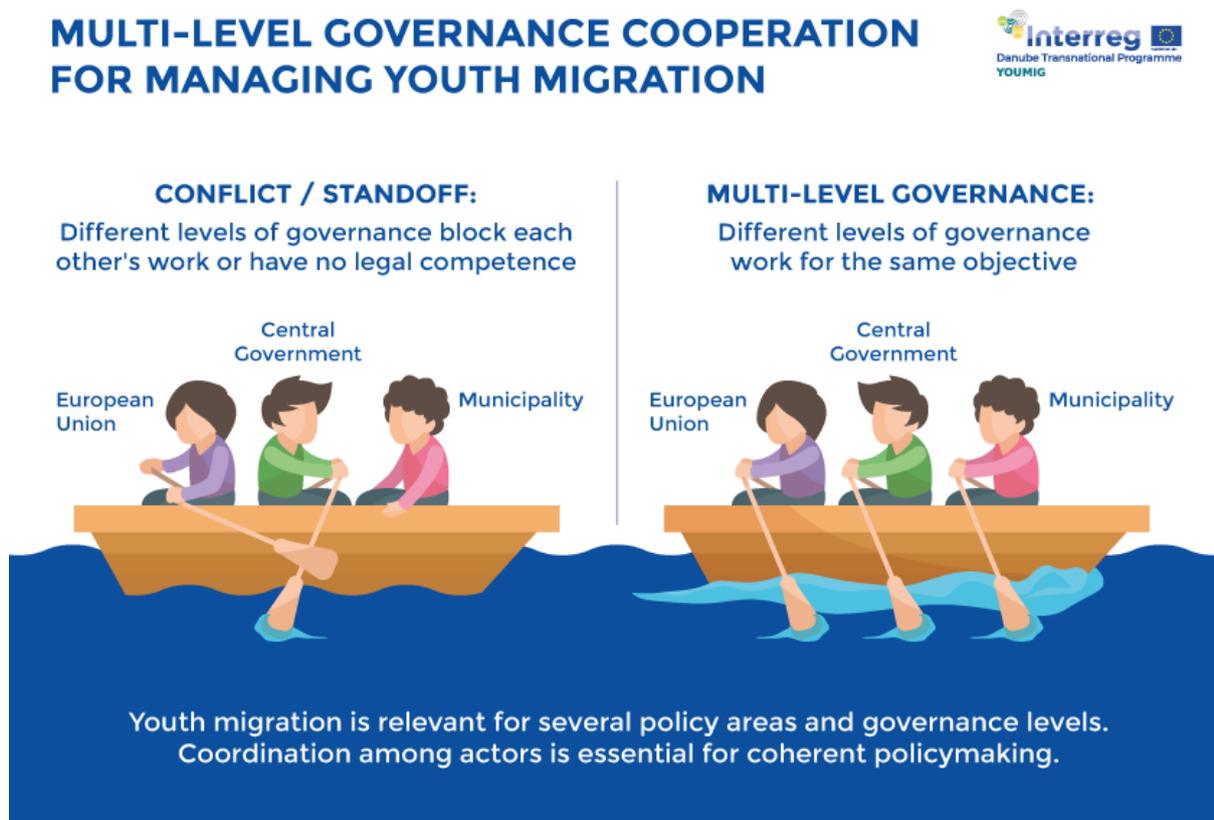
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<sup>49</sup> Author of the subchapter: Jelena PREDOJEVIĆ-DESPIĆ (Institute of Social Sciences, Serbia)

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

institutions and local municipalities. The project sought to better measure, evaluate and manage youth migration in terms of its causes, processes and impacts, leading to improved MLG cooperation.

**Figure 16. Multi-level governance cooperation for managing youth migration**



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

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

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

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

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

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

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

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

available regulatory documents. In addition, it would propose appropriate changes to the legislation to enable the production of relevant information on youth migration.

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

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

**More efficient communication and coordination among competent services; cooperation and knowledge exchange among professionals at different levels of government, with an emphasis on building local governments' capacities** - Slovakia's proposal 'Communicating OSS Services to Citizens and Institutions' shows that only well-established MLG cooperation and long-term coordinated efforts can achieve the concentration of resources necessary to build a strategically well-designed branding concept. Austria's recommendations indicate that MLG cooperation can improve inter-institutional cooperation and exchange, which is essential for enhancement in current data. Although Austria has well-organised statistical offices at both regional and local levels, other city

departments are not always well informed about available data. An emphasis is placed on the promotion of professional and thematic cooperation as a means of increasing levels of cooperation in statistical offices and research institutions, as well as among political stakeholders to improve the quality of data collection.

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

#### 4.4. Summary of policy recommendations on local and national level for Graz<sup>51</sup>

Austria is a federal republic with a highly implemented structure according to multi-level governance. The federal states in Austria in many fields have own competences in legislation. Therefore during the project **“Multi-Level Governance”** has played an important role. Migration is not only a topic of concern in many **different policy fields** (Education, Economy, Social Affairs, etc.). Further also throughout the **different policy levels**.

The cooperation between federal state and national governments and city governments has been seen as of main importance to discuss according to multi-level governance. **Usually in Austria a multi-layer system is implemented, having offices with similar topics on every governance level.** One example can be found when looking at statistical offices. There are structures implemented that cities such as the city of Graz holds their own statistical department and the federal state of Styria also has a department for statistics, which is cooperating with the statistical department on the national level: Statistik Austria.

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While national level also does play a crucial role for governance, the federal and the local level do serve as the main levels, where the political scope of action can be influenced. Especially **in the context of migration, the local level and the federal level do play a crucial role**, e.g. when it comes to integrational measures, as well as education and the topic of regional development.

**Cooperation between the different levels is generally described as good, but could also easily be improved.** In the case of Graz, but also in other city it very often happens that the city of Graz have a special role within the federal state, representing the biggest city and the capital city of the state. In the city of Graz, for example very often certain system have been developed at first, independently from the federal state. Later, when also the federal state developed similar systems, which after all are not able to be compared or cooperating. These given structures often lead to problems in cooperation between federal state and municipalities, since a harmonization is difficult in already implemented system. An easy example can be given with the statistical departments: While the city of Graz collects the data of population in Graz directly from the registers, the federal state gets the data from the Statistik Austria. The Statistik Austria receives the original data of registration from the city of Graz but then adjusts the data (e.g. by the 90-days rule, comparison with other registers, etc.). Therefore the data on residents in Graz by the city of Graz and the federal state of Styria differ, due to a different definition.

The example shows that also **different logics are standing behind the different ways of working**: While the city of Graz is interested in a full track of all population arriving to Graz, the federal state office needs information for population that is accounted for the tax system in order to distribute tax incomes over the countries and creates the official number of residency, comparable for whole Austria.

A multi-level governance is necessary to view a phenomena from different angles, still cooperation between the different levels is very much needed to profit from the system. A project like YOUMIG shows that further discussion is always good in order to bring different perspectives together and make further understanding. Still, **cooperation between different government levels is also challenging since different logics and different idea meet**. For further cooperation it would be necessary to have a political mandate for cooperation. As long as politics are not encouraging the exchange of different policy levels but rather constitute competition, cooperation is very difficult.

**Local Strategies – recommendations**

The basis of the local Strategy in Graz are the results of the work done in YOUMIG, focussing on women. In addition to that, the strategy keeps in mind existing strategies, stakeholders and organisations in Graz and relates to them. **The local strategy is answering three questions:**

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

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

In Graz there are six universities and data prove the fact **that young people migrate to Graz for studying. Many of them leave the city after graduation**, women as well as men. The most important reasons are: partner, family and job opportunities.

On the other hand, skilled workers are needed in Graz. The lack of specialists at the academic level in the field of digitization is particularly strong: companies in that sector need electrical engineers, data experts and specialists from various technical disciplines. Many complain that the qualifications acquired at the university do not meet the rapidly changing demands of businesses. A sound academic education is desired, but the willingness to rapidly evolve is a necessity as well. Especially innovative and future-oriented companies point out that they have to move their business away from Graz because they do not find enough skilled workers.

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

Post-graduate qualifications designed to meet the rapidly changing needs of companies (especially digitization). Existing post-graduate qualifications should evaluate, if accessing them ensures equal opportunities.

Benefits for women: Employment opportunities, especially in technological jobs, are increased.

Business benefits: companies find easier and faster skilled workers. This is a requirement for many companies to grow according to the market situation.

Benefit for Graz: Increasing the attractiveness of the city for graduates. Increase attractiveness for technology companies who can access skilled workers quickly and easily.

#### **Recommendation 2: Gender-reflected Career Guidance at University level**

Students obviously do not have sufficient information on their job opportunities and on their career paths. Career guidance including internships, provided by cooperations between universities and companies.

### **Recommendation 3: Supporting the step from being a student to establishing work and family (esp. for women)**

There are services in Graz for experts and their families migrating to Graz for working. These families are supported in juridical questions, questions of finding a flat/house and even everyday issues. This provision can be complemented by an offer for graduates: issues like kindergarten, schooling, career opportunities, and questions of everyday life. Experience shows that female graduates with a migrant background do not have networks at their disposal to the same extent as Austrian graduates do. Strategies to strengthen their networks are vital to keep highly qualified women in Graz.

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

Due to the smaller number of attractive apprenticeships for (young) women, **female apprentices have a particularly high concentration on a few apprentice occupations.** At the end of 2015, almost 50% (exactly: 46.7%) of the female apprentices were trained in only 3 apprenticeships (retail, office clerk, hairdresser). Among the male apprentices, the share of the three most common apprenticeships was only around 36%. Occupations chosen by girls are the ones with the lowest wages and the occupations chosen by boys are best paid.

There is a **lack of data on female apprentices with a migration background in technical occupation.** There are no numbers available showing how many girls with a migration background are trained in technical branches. Empirically speaking there are very few of them.

Interviews with migrants, with experts and with NGOs providing information and counseling offers show **that there is not enough knowledge concerning the Austrian educational system in families with a migration background.** (Migration is not the only parameter for this lack of information, the socio-economic and educational background is very important, too). The concept of apprenticeship is more or less unknown and families think that a university degree or at least “Matura” are the only paths towards good career opportunities for their children.

Like Austrian girls, girls with a migration background do not get into contact with technical environments so they cannot find out whether they have skills necessary for technical occupations or whether they are interested in technical matters. So to support and empower girls in technical environments it is crucial to let them get into contact with these environments as early as possible.

One of the main inputs of the interviews was **that girls do not have many opportunities to find out whether they have technical skills or not. “Technical skills” is a male concept in itself** and boys claim to have them, girls do not. So one finding is that a place should be developed

that allows girls to find out about their technical skills – not on a theoretical basis but practically. This place should provide materials, tools, etc. allowing girls to actually produce things.

Girls have a better opportunity to find out about their technical skills if they get into contact with technical environments very early.

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

Research has to established data dealing with the following issues:

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

Their motives and the motives of their social environments (parents, communities, friends)

#### **Recommendation 5: Networking strategy**

Building on existing networks and the learnings of YOUMIG collaboration can be intensified. Girls with a migration background in technical apprenticeships can be integrated in activities around Girls' Day and comparable events.

#### **Recommendation 6: Makerspace for girls**

Networking space for girls and their families on the one hand, and companies, schools and counseling on the other.

This space offers for girls (with and without migration background in various age groups) to facilitate their contact with technology rich environments.

So the place experts have in mind – the HUB – has to be open for schools (even kindergartens). Pupils should have the opportunity to go there, together with their teachers or without them.

The place should be open for parents as well. Especially parents with migration background get into contact with teachers and – perhaps more important – with companies.

Companies play an important role for the HUB. They can present themselves there and they can get into contact with future female apprentices.

#### **Recommendation 7: Girls' Pass**

To facilitate the contact between girls and technical environments the introduction of a "Girls' Pass" for pupils (up to the age of 15) is suggested: during the first years of schooling girls can use various offers (of the city of Graz - counselling, information, language, culture, but also of companies – Erlebniswelt Wirtschaft, etc.) which is recorded in the pass. Girls having used a certain amount of offers receive some kind of gratification, like a voucher of the city of Graz. A complete pass could even be of use when looking for an apprenticeship.

## Overqualification

Data show that the number **of foreign work force is more exposed to the risk of overqualification**: In the year 2014 in total 9% of workers (interviewed in the frame of the representative labour force survey) felt overqualified, whereas 7% of them had no migration background and 18% had a migration background. In general more females felt to be working in a job that did not fit their higher qualification (in total 14% and 27% with a migration background). From the first generation 19% felt overqualified in their job and 10% from the second generation, although the percentage in that case is significantly higher for women. (Statistik Austria 2016)

In the Local Status Quo Analysis migrants described **overqualification** as a common experience. Examples are the Hungarian teacher and project manager, who are working as a waitress and cleaning lady and the Romanian teacher who is working as a chamber maid and at the cash desk of McDonald`s. The father of one migrant interviewed worked as a police man in Serbia, in Graz as a truck driver, the husband of another interviewee who graduated with a degree in psychology, is a waiter in the surroundings of Graz.

Some interview partners mention, that it is difficult to find a job, even one that is below their qualifications. **Some think that to find a job that matches the qualifications of migrants is nearly impossible**, no matter whether the qualification has been accepted in a nostrification process or not.

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

In Graz there are organisations supporting migrants in the issue of recognition. The strategy includes support not only of individual migrants but also of companies, especially small and medium enterprises.

### **Recommendation 9: Language Skills at a high level**

Benefits for women: they do not have to work below their qualification due to a lack of language skills. Benefits for companies: Optimal recruiting opportunities concerning specialists. Measures within this strategy contain funding of high level language courses including German for specific purposes and innovative approaches to language learning in Graz.

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

**Recommendation 10: Gender and Diversity Management for companies**

Inhouse training and counselling for companies and networking events (companies and women with a migration background in the Rathaus) This strategy aims at making it easier for women to match their qualifications with the needs of companies, and provide better career opportunities.

## ANNEX

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

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

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

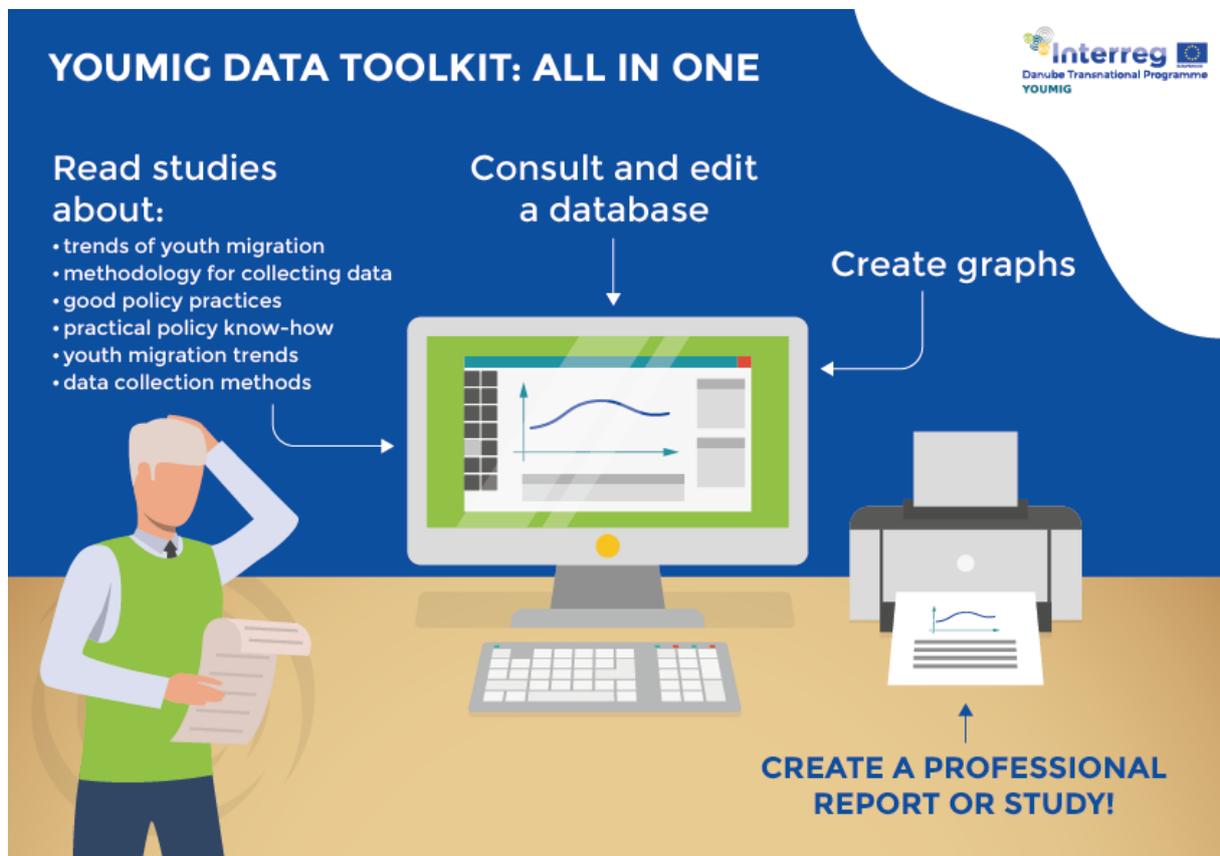
#### **The main ideas for the design of the Data Toolkit were:**

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

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Figure 17. 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.