WP6 – Activity 6.2

National policy recommendations for better institutional cooperation regarding youth migration

National policy recommendations
SLOVENIA

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

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

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

The Statistical Office of the Republic of Slovenia can provide data on return migrants, starting with persons who migrated from Slovenia on 1 January 2008. However, some migrants did not deregister while leaving Slovenia and thus cannot be (statistically) treated as return migrants upon their return. Unregistered emigration results in a) incomplete data on the emigrant stock; b) over-estimated population of Slovenia, including over-estimated number of foreigners in Slovenia; c) and a lack of in-depth knowledge on the number and situation of emigrated Slovenian citizens, which prevents any proper policy-making aimed at re-attracting these emigrants and the designing of effective measures that would result in their return migration. For identifying non-registered emigrants from Maribor to other countries, we recommend that the Maribor Administrative Unit concludes agreements with relevant companies/ministries/institutions, like 1) the Post of Slovenia – to continuously (or periodically) detect persons to whom official mail could not be delivered repeatedly in the period of one year (or up to three years) and report this to the Maribor Administrative Unit; 2) the Pension and Disability Insurance Institute of Slovenia – to continuously (or periodically) check persons who receive Slovenian pensions in another country; 3) the Health Insurance Institute of Slovenia – to periodically check if the residents are covered by health insurance and are using healthcare services in Slovenia (non-use of healthcare services by persons who would be expected to do so is an indication that the person may not be residing in Slovenia); 4) the Statistical Office of the Republic of Slovenia – to periodically check the residents who are not using education services in Slovenia, though they would be expected to do so; and 5) the Maribor Financial Office – to check if persons suspected of no more residing in Slovenia are tax payers in Slovenia.
The YOUMIG project’s process of improving the availability and quality of indicators revealed that the data on occupation of employed immigrants is unreliable. This is a consequence of the fact that the data are provided by employers to the Health Insurance Institute of Slovenia and the Employment Service of Slovenia without material proof. Further, employers are not obliged to update changes in their employees’ occupation, which makes the data even less reliable since employees may change occupations if they stay with the same employer for a longer period. Although the information on education is included in the Central Population Register, its collection at the time of registering residence in Slovenia has been abandoned as no proof is requested at that occasion (making the information subjective). The education level of immigrants who are neither in employment nor in education is not registered anywhere. Moreover, the job applicants who are economic or political migrants are likely to avoid declaring their real education level for fear of being overqualified and consequently not getting the job (and without the job/means of support they cannot remain in Slovenia).

Setting up evidences in a way that would provide accurate data on the current education level and occupation of immigrants has thus been identified as a challenge. Due to these indicators’ relevancy for the national, regional and local authorities in their capacity as policymakers in the area of population, migration, economy, development, etc. in both (potential) sending countries and (potential) receiving countries, we recommend that a periodical information update on employees’ education levels and occupations is considered. The initiative may be taken by the ministry responsible for labour or education, or an interested national level institution (not necessarily the Statistical Office of the Republic of Slovenia).

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

1. Providing short information for migrants regarding various administrative issues;
2. Setting up a support environment for youth and migrating youth to mitigate self-employment;
3. Improve the attitude of the local population regarding migrants that was affected negatively in the time of large-scale arrival of refugees in 2015–2016.

However, none of the local level activities can effectively change the situation within the local community, unless there is institutional commitment to change. For this, a specific municipal taskforce should be set up to handle the issues of youth migration, as well as coordinate them with the national authorities.
**YOUMIG at a glance**

<table>
<thead>
<tr>
<th><strong>Full name:</strong></th>
<th>YOUMIG - Improving institutional capacities and fostering cooperation to tackle the impacts of transnational youth migration</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A project of the Danube Transnational Programme</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Start date:</strong></td>
<td>01-01-2017</td>
</tr>
<tr>
<td><strong>End date:</strong></td>
<td>30-06-2019</td>
</tr>
<tr>
<td><strong>Budget:</strong></td>
<td>2,718,853 EUR (ERDF Contribution: 2,055,179 EUR, IPA Contribution: 255,846 EUR)</td>
</tr>
<tr>
<td><strong>Call number:</strong></td>
<td>Call 1</td>
</tr>
<tr>
<td><strong>Priority:</strong></td>
<td>4. (Well-governed Danube region)</td>
</tr>
<tr>
<td><strong>Specific objective:</strong></td>
<td>4.1. (Improve institutional capacities to tackle major societal challenges)</td>
</tr>
<tr>
<td><strong>Project partners:</strong></td>
<td></td>
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<tr>
<td><strong>Lead partner:</strong></td>
<td>Hungarian Central Statistical Office (HU)</td>
</tr>
<tr>
<td><strong>Work package leaders:</strong></td>
<td>University of Vienna (AT), Leibniz Institute for East and Southeast European Studies (DE), Maribor Development Agency (SI), INFOSTAT - Institute of Informatics and Statistics (SK)</td>
</tr>
<tr>
<td><strong>ERDF partners:</strong></td>
<td>Municipality of Szeged (HU), City of Graz (AT), Institute for Economic Research (SI), Romanian Institute for Research on National Minorities (RO), Municipality of Şfântu Gheorghe (RO), National Statistical Institute of the Republic of Bulgaria (BG), Burgas Municipality (BG), Municipality of the City district of Bratislava-Rača (SK)</td>
</tr>
<tr>
<td><strong>IPA partners:</strong></td>
<td>Statistical Office of the Republic of Serbia (RS), Institute of Social Sciences (RS), Municipality of Kanjiža (RS)</td>
</tr>
<tr>
<td><strong>Associated Strategic Partners:</strong></td>
<td>Statistics Austria (AT), City of Karlsruhe (DE), Federal Institute for Population Research (DE)</td>
</tr>
</tbody>
</table>

YOUMIG, in which 19 partners from 8 countries work together, wishes to support local governments in using the developmental potential of youth migration, which will lead to a better governed and more competitive Danube region. The project aims at boosting their institutional capacities to enhance the scarce local evidence of youth migration and contributing to improved policymaking with a focus on human capital. Statistical offices and academic organizations team up with local governments in a complex and customized multi-level and transnational cooperation to create local development 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 into six work packages (WPs). Aside from management (WP1) and communication (WP2) issues, the thematic work is distributed as follows. In line with the present document, the Conceptual Framework, all partners contribute to the development of improved evidence of youth migration and its developmental impacts on the EU, national and local level by elaborating local status quo analyses for the local partners (WP3). Through a comprehensive evaluation of the locally available indicators of youth migration, the project identifies the shortfalls of measuring local challenges and elaborates and tests new or improved indicators of youth migration (WP4). On the local level, the project improves capacities to manage related processes by jointly testing and introducing good practices and institutional units, tailored to local needs (WPS). The project concludes in 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/youmig/outputs](http://www.interreg-danube.eu/youmig/outputs)
1. INTRODUCTION

1.1. A short introduction about youth migration

The mobility of young people throughout the world has increased and took diverse forms in recent decades. Countries in the Danube region are not exceptions to this, as they face both outflow and inflow challenges related to youth migration. Apart from the traditional causes of this phenomenon, new drivers have emerged that make migration patterns more complex. The emigration of young people may cause a severe loss of labour force and human capital, coupled with untraced incoming transfers (such as social and financial remittances), while immigration, if not properly managed, may result in the marginalisation and underuse of human resources. Youth migration and its consequences require better governance at all levels of administration, in order to make its management easier on the local level, and for harnessing its potentials for local development.

National Policy Recommendations, SLOVENIA
1.2. Short introduction about youth migration in Slovenia

1.2.1. Migration in Slovenia

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

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

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

1.2.2. Migration in Maribor

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

The populations of Maribor and Slovenia show similar patterns: stagnation combined with a decrease in the period 1997–2006 and a relatively high increase in 2008.
The proportion of population aged 15-34 years has been decreasing in Maribor in the last three decades, while the proportion of the population aged 35 years and over has been increasing. A higher number of live births registered since 2008 has stopped a decrease in the proportion of the population aged up to 14 years. Another factor contributing to an increase in the share of this age group has been a net migration of population aged up to 14 years that was negative until 2011 and positive afterward.

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

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

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

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

Regional (NUTS2) competences on migration policies are not broad. However, local governments have competence in providing public services for migrants. Therefore, the basis for MLG cooperation should be further strengthened, and localities should be considered partners in the national-level policy dialogue on migration and integration objectives and indicators.
1.4. A short introduction to activity 6.2 Building multi-level governance cooperation schemes

This document is the outcome of YOUMIG’s efforts to facilitate cooperation between different levels of governance and to provide a testing field for knowledge exchange mechanisms. The activity has tested the modalities of cooperation between national administrative bodies, statistical offices, research institutions, and local municipalities to better measure, evaluate and manage the causes, patterns and impacts of youth migration, thus resulting in improved multi-level governance cooperation. Based on previous project outcomes (Local Status Quo Analyses; Set of new or improved indicators and One-stop shops, several channels of institutional cooperation on different government levels were used.

The recommendations listed here come from these project activities, as well as from a series of workshops held on the subject in 7 project countries. In 2018-2019, two types of workshops were organised at the national level in each country. The Ambition Setting Workshop served to map existing knowledge and competences, to evaluate the current cooperation practices and to define the needs and possibilities for improved multi-level governance cooperation based on the MLG concept. The Vision Development Workshop served to discuss the National level policy recommendations for better institutional cooperation regarding youth migration, which present the main activity output.

2. NATIONAL POLICY RECOMMENDATIONS FOR MLG COOPERATION

The investigation on the availability of selected indicators (in various areas) related to migration and development has shown that a great majority of them is readily available, or can be obtained on request, also at the municipality (LAU2) level. Yet, some indicators that the YOUMIG project evaluated as highly relevant are not (fully) available: the number of return migrants (and their basic demographic characteristics; education (skill-level) and occupation of immigrants; migrants’ over-qualification rate; number of active enterprises by size (number of employees), ownership (local/foreign owned) and sector; student outbound mobility ratio; intentions to migrate from Slovenia; (shortage of) work force in health care; unmet demand for home care services; unmet demand for social housing; tolerance towards foreigners; cases of discrimination against immigrants, etc. Having evaluated the feasibility and importance to produce new and improved indicators, we recommend focusing the
efforts on obtaining two of them: 1) the number of registered returnees, and 2) education level and occupation of immigrants.

1.1. Area of intervention No. 1

2.1.1 Number of returnees registered – for knowing who the returnees are, what kind of support they (are likely to) need

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

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

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

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

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

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

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

Organisation and co-ordination of actions by relevant stakeholders at different governance levels aimed at making emigrants deregister their residence and identifying those who fail to

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1 Consequently, the termination of their residence in Slovenia is not evident from the Population Register.
2 The national Statistical Office has been tackling this issue by checking if deregistered persons still appear in one or more national registers (for instance, three years after deregistration).
do so has been found to be a major challenge. Due to that, the issue of how to make emigrants deregister their residence upon leaving Slovenia was raised by the SEEMIG project in 2012–2014 and again by the YOUMIG project. Capitalizing on the experience and knowledge gained in the SEEMIG project, the participants of the Ambition Setting Workshop, organised in the framework of the YOUMIG project (IER and MRA, 2018), discussed possible ways of detecting non-registration of emigration, based on indications that the person is no more living in Maribor (or any other municipality) or Slovenia. These indications include: repeated non-delivery of official mail to the official address; receiving of Slovenian pensions or other social benefits in another country; non-coverage of residents by social security insurance; non-use of health and education services in Slovenia by individuals and their family members who would be expected to use them; and non-receiving of any income. The following governance structure at the local and national levels — defining key steps in the indicator’s producing process — is recommended by the YOUMIG project to detect non-registered emigrants from Maribor (or any other municipality in Slovenia) to other countries.

For the purpose of identifying non-registered emigrants from Maribor to other countries, the Maribor Administrative Unit would need to conclude agreements with relevant companies/ministries/institutions, like:

- the Post of Slovenia – to continuously (or periodically) detect persons to whom official mail could not be delivered repeatedly in the period of one year (or up to three years) and report this to the Maribor Administrative Unit;
- Pension and Disability Insurance Institute of Slovenia – to continuously (or periodically) check persons who receive Slovenian pensions in another country;
- Health Insurance Institute of Slovenia – to periodically check if the residents are covered by health insurance and are using healthcare services in Slovenia (non-use of healthcare services by persons who would be expected to do so is an indication that the person may not be residing in Slovenia);
- Statistical Office of the Republic of Slovenia – to periodically check the residents who are not using education services in Slovenia, though they would be expected to do so;
- the Maribor Financial Office – to check if persons suspected of no more residing in Slovenia are tax payers in Slovenia.

The Maribor Administrative Unit, in collaboration with the Ministry of the Interior, would then introduce necessary changes of the person’s status into the Population Register, that is,
the person would no more be counted as the resident of the Municipality of Maribor and Slovenia.

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

The proposed activities aimed at the identification of emigrated but not deregistered Slovenian citizens and foreigners would require some initial and continuous investments that are not expected to be a major problem. Both short-term and long-term outcomes would be evident in the improvements in the Central Population Register, a more realistic estimate of the stock of emigrants, better matching of international migration data, and improved evidence-base for policy making. The stakeholders (policy makers in particular) should be well informed and aware of the importance of realistic population data for their activities and the effectiveness of policies they are designing. To stimulate return migration to Slovenia, any data on the persons who left the country/municipality is welcome to correctly define the focus group(s) and shape appropriate and attractive measures as incentives for their return to Slovenia.

This governance structure proposal is based on the presumption that the Municipality of Maribor finds it important to have accurate information on its population, immigration flows and stock, and return migration in particular. However, as noted at the YOU.MIG Vision Development Workshop, this may not be the case, as the number of persons with permanent residence is an important criterion for allotting central government budget funds to the municipalities. Consequently, taking a top-down approach in the governance structure, where applicable, may be a better alternative. In that governance structure, the national level institutions would have a lead role. The Statistical Office of the Republic of Slovenia, the Ministry of the Interior, the Pension and Disability Insurance Institute of Slovenia, the Ministry of Labour, Family, Social Affairs and Equal Opportunities, and the Health Insurance Institute of Slovenia would coordinate their activities, based on the registers they administer, in order to identify persons who left the country without deregistering. Some of these institutions already perform such activities, albeit not on a regular basis.
2.1.2. Missing information on the education level and occupation of immigrants

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

The YOUMIG project’s process of improving the availability and quality of indicators in Slovenia revealed that the data on occupation of employed immigrants is unreliable. Not only that the country may experience an unnoticed significant brain waste; it also lacks reliable data needed to estimate a potential brain gain. Therefore, the project aimed to improve the data on occupation and education levels of immigrants. The “Evaluation report of youth migration indicators including the identification of shortfalls” (Skoglund, 2018) reveals that other countries participating in the YOUMIG project lack reliable data for this indicator as well. Only Germany, Hungary, Slovenia and, to a certain extent, Austria can report more-or-less reliable data on the top-5 occupations for immigrants.

The unreliability of data concerning the occupation of employed immigrants in Slovenia (just like that on the occupation of other employed persons) is a consequence of the fact that the data are provided by employers to the Health Insurance Institute of Slovenia and the Employment Service of Slovenia without providing material proof. Further, employers are not obliged to update changes in their employees’ occupation, which makes the data even less reliable since employees may change occupations if they stay with the same employer for a longer period.

Although the information on education is included in the Central Population Register, its collection at the time of registering residence in Slovenia has been abandoned as no proof is requested at that occasion (making the information subjective). The education level of immigrants who are neither in employment nor in education is not registered anywhere. The Slovenian statistical experts find the lack of these data statistically relevant. Moreover, the job applicants who are economic or political migrants are likely to avoid declaring their real
education level for fear of being overqualified and consequently not getting the job (and without the job/means of support they cannot remain in Slovenia).

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

The European statisticians have kept information on occupation only in the Labour Force Survey. The idea of collecting information on education levels and occupation of immigrants through national surveys was not supported by experts at the YOUmig Vision Development Workshop. Immigrants frequently change their place of residence, so it is hard to capture them in the survey samples. They also tend not to respond to invitations for taking part in the surveys. And even if they have registered residency in Slovenia, it is very likely that refugees (and many other migrants) have proceeded to another EU country since, for the great majority of migrants, Slovenia is only a transit country.

Setting up evidences in a way that would provide accurate data on the current education level and occupation of immigrants has thus been identified as a challenge. Due to these indicators’ relevancy for the national, regional and local authorities in their capacity as policymakers in the area of population, migration, economy, development, etc., in both (potential) sending countries and (potential) receiving countries, we recommend that periodical information update on employees’ education levels and occupations is

4 This applies to all citizens and not only immigrants.

National Policy Recommendations, SLOVENIA
considered. The initiative may be taken by the ministry responsible for labour or education, or an interested national level institution (not necessarily the Statistical Office of the Republic of Slovenia).

1.2. Area of intervention No. 2

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

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

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

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

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

The Analysis for the Municipality of Maribor (Slovenia) identified several policy fields. Some of the identified challenges are beyond the immediate influence of the local government as the issues are regulated by national legislative and the migration policy in Slovenia has been recognized to be very centralized. For most of the identified challenges, there are several national level ministries responsible, and these could form the basis for the national policy recommendations.
<table>
<thead>
<tr>
<th>National level institutions</th>
<th>Tasks of the ministry relevant to the area of youth migration</th>
</tr>
</thead>
</table>
| Ministry of Public Administration | As a horizontal ministry, the Ministry of Public Administration covers several areas:  
- regulatory and organizational aspect of the public sector as well as coordination of human resource management (HRM) policies  
- state informatics  
- management of state-owned assets  
- better regulation and reduction of administrative burdens  
- quality of public administration  
- local self-government  
- non-governmental organizations |
| Ministry of the Interior | Provides services for foreigners who want to enter to the Republic of Slovenia, who want to live or work here. |
| Ministry of Labour, Family, Social Affairs and Equal Opportunities | The Ministry performs tasks in the following directorates and services:  
- Labour Relations and Labour Rights  
- Labour Market and Employment  
- Family  
- Social Affairs  
- Disabled, War Veterans And Victims of War  
- Equal Opportunities Department |
| Ministry of Economic Development and Technology | The Ministry preforms tasks in the following areas:  
- Entrepreneurship and Competitiveness  
- Internationalisation  
- Regional Development |
| Ministry of Education, Science and Sport | The Pre-School and Basic Education Directorate carries out tasks that ensure the implementation of activities in pre-school education, primary education (which includes the education of children with special needs and the guarantee of special rights for members of national minorities and ethnic groups in pre-school and primary education) and basic music education.  
ENIC-NARIC centre is a competent authority for assessment and recognition of education in the Republic of Slovenia and is a national academic recognition information centre, according to the Act of Convention on the Recognition of Qualifications concerning Higher Education in the European Region.  
The International Cooperation and EU Office ensures the appropriate promotion of the interests of the Republic of Slovenia in the areas of competence of the Ministry of Education, Science and Sport (MESS) in the international community. The office facilitates bilateral cooperation |
and participates in the drafting of interstate framework agreements and programmes, prepares inter-ministerial bilateral programmes of cooperation, and collects, registers and analyses new initiatives of the interested public for international cooperation.

**Ministry of Foreign Affairs**
The Ministry represents Slovenia abroad and in international organisations, monitors international political and economic relations, and is responsible for the development of relations between Slovenia and other states and international organisations. The Ministry is responsible for negotiations with other countries and international organisations, for proposing international agreements for ratification, and their official archiving. The Ministry also promotes and coordinates international cooperation in the political, economic, educational, cultural, scientific and technical and other fields.

**Office for Slovenians Abroad**
The Government Office for Slovenes Abroad carries out tasks related to the Slovene minority in neighbouring countries and Slovene emigrants around the world.
The Office maintains constant contact with Slovene minority and emigrant organisations promoting their cultural, educational, economic and other relations with the home country and organizing conferences, seminars, tenders, etc.

**Ministry of Finance**
- Taxes and Customs
- State Aid Monitoring

**Ministry of Health**
- Prevention of risk behaviour and addiction
- Reducing health inequalities
- Legislation on drivers
- The network at the primary, secondary and tertiary levels
- Healthcare personnel
- Private healthcare services
- Patient rights
- Humanitarian organisations
- Operation of public health institutions

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

1. Providing short information for migrants regarding various administrative issues;
2. Setting up a support environment for youth and migrating youth to mitigate self-employment;
3. Improve the attitude of the local population regarding migrants that was affected negatively in the time of large-scale arrival of refugees in 2015–2016.
As information provision is intertwined with the activities of the One-Stop Shop for young migrants, point 1 is addressed within the OSS, mostly through the online portal http://lifehackmaribor.si.

The pilot activity CWMB YOUMIG is focused on point 2 Setting up a support environment for youth and migrating youth to mitigate self-employment; and also functions as a hub for sharing other migration-related experience, thus creating a support environment for migrants that is not based on country of origin or nationality (such as diaspora).

However, neither of the two activities can effectively change the situation within the local community, unless there is institutional commitment to change. For this a specific municipal taskforce should be set up, to handle the issues of youth migration, as well as coordinate them with the national authorities. With the heavily centralized situation of Slovenia, a top-down structure, where the Ministry for Public Affairs should coordinate the activities with the bodies within municipalities responsible for local governance (which includes the coordination with the national level and between municipalities – although under different names within each of the municipality) is recommended. At the moment, there are no cross-sectoral initiatives at the municipal level to cover the issues. Even the issue of youth, which in itself represents a cross-sectoral issue, is only covered within the department of culture and youth and has difficulties responding to the needs of the youth group, let alone specific subgroups of youth, such as migrant youth.

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

The challenge is, therefore, engaging the local community(ies) of Slovenia (one single or multiple municipalities) to tackle the cross-sector issue of youth migration, which has a huge impact on local development and future needs of local communities, but is only partially covered by the current activities and obligations of the local communities. Once such a structure would be set up, it would require up to date data concerning youth migration its territorial unit.

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

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

References


