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YOUMIG project

LOCAL STATUS QUO ANALYSIS

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

Activity 3.2: Local status quo analysis of youth migration with involvement of stakeholders

YOUMIG
Transnational Youth Migration in Maribor: processes, effects and policy challenges

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A stream of cooperation

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Executive Summary

The Local Status Quo Analysis (LSQA) provides an overview of youth migration trends and related social phenomena within the local context of the Municipality of Maribor and region of Podravje. Maribor is the second largest city in Slovenia, but although an important regional centre, it has been facing many challenges for the last three decades. The collapse of Maribor's economy started in the late 1980s — with a shoe factory *Lilet* becoming the first Yugoslavian (and state owned) factory that went bankrupt — and was only deepened after the dissolution of Yugoslavia in 1991. The city saw a record unemployment rate of nearly 25% in early 1990s. After a short period of recovery, the economic situation of Maribor worsened again with the onset of the global economic crisis combined with the European sovereign-debt crisis in 2009, however, in 2017 the unemployment rate started dropping again and signs of recovery are visible.

Industrialization of Maribor attracted labour force from various parts of Yugoslavia, therefore the deindustrialization that followed after collapse of the socialist system and dissolution of Yugoslavia, had an effect on the population. Maribor had 103,961 inhabitants in 1991 and only 93,847 in 2002, which means a decline of 9.7% (or 10,114 people). Declining fertility rates were followed also by internal migration to other municipalities.

The population of Maribor is also advancing in age – 20,1% of the population are over 65 years old. The ageing index in 2015 reached 180 (national average was 121). On the other hand, after period of negative yearly employment growth rate (2009–2013) resulting in strong emigration, a start of a positive trend can be indicated.

In the period 1995–2016 the natural population change was negative in Maribor. Only the international migration balance was positive in all but three years, while the internal migration balance remained negative throughout the observed period.

In the period 2008–2015 – for which the data by age are available − the net migration did not exceed 6.4 net immigrants to Maribor (in 2013) and 5.6 net emigrants from Maribor (in 2010) per 1,000 population. For the age group 15–34, the net migration was positive in all years. The total net migration remained negative, largely due to emigration to other Slovenian municipalities.

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

Population projections, used in the LSQA, are showing that Maribor will face a negative level of population development according to all three (high, medium, low) scenarios. Scenarios predict a decreasing share of youth aged 15-34 until 2025 (2027 under medium migration scenario), with its growth again by 2035.

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

Migrants' stories are revealing some ambiguities in the attitudes and perceptions of the authorities and population in Maribor. Although in general the administrative practices are timely and professional, there are cases of misunderstanding and even abuse. On the other hand, the job market is perceived as closed and almost impenetrable for the migrant workers – it is very tough finding a job and this is a cause of frustration. Staff at some public services, can be ill-informed about the individual's rights in connection with being a migrant (one of the sectors, where this was mentioned often is the

health care sector, but also with other public services, such as social work, employment office and similar).

In many cases and in early phase of migrant contacts with public administration, communication was raised as a problem – inability of staff to communicate in a foreign language (due to national legislation on the usage of the Slovenian language, which however is sometimes also used as an excuse to cover the lack of linguistic competences of the public servant). In general, migrants do not see any efforts or specific action by local authorities or local branches of national authorities focusing on them. Hence, the free courses of Slovene language are important, yet the eligibility of migrants is confusing (as migrants can participate in them only after living in Slovenia for some time, although they'd need language support even before entering Slovenia).

Labour market integration is extremely problematic, since the employment opportunities within the city are still lacking, especially with Slovene labour market / employers lacking diversity management. Sufficient knowledge of Slovene language is quite usually a precondition for employment.

Municipality of Maribor is facing multifaceted challenges on social and economic level that need strategic approach with clear priorities. With ageing population, low fertility rate in relation to in general negative natural population change, younger generation with tendencies to leave the municipality (either go to other municipalities within Slovenia, or go abroad – example: Austria, Germany, Switzerland), with strong circular migration flow on regional level, such a strategic approach is of crucial importance. Especially, if the first signs of economic recovery would foster additional foreign investments in the region, knowing the capacities of the local population (education level, skills) will be an asset. However, city administration has no comprehensive approach to address the root causes of migrations and to manage them.

On the other hand, even the very first bigger investment in last years into specific industry indicates that some profiles are not available in numbers requested that might cause additional immigration. That might cause additional increase of negative feelings against migrants.

Major policy challenges are in strengthening insight into migration dynamics of the city. Sustainable urban strategy is providing a good case to understand causes and effects of natural population change in the city. Maribor should use its opportunities (when compared to other Slovenian urban areas) to create additional job opportunities (such as setting favourable prices of real estate to attract job providing industries).

However, any policy action should take into account the real capacities of the existing stakeholders and actors in this field – knowing that they are usually overburdened and short on staff with insufficient financial means. Thus, prioritisation with political and societal agreement and support is needed, if the city strives toward a result oriented strategy.

Project Description

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

http://www.interreg-danube.eu/youmig/

This Local Status Quo Analysis on Transnational Youth Migration was prepared in the framework of the ***"YOUMIG - Improving institutional capacities and fostering cooperation to tackle the impacts of transnational youth migration"*** project, in a series of seven similar analyses prepared in Burgas (Bulgaria), Graz (Austria), Kanjiža (Serbia), Maribor (Slovenia), Rača district of Bratislava (Slovakia), Sfântu Gheorghe (Romania) and Szeged (Hungary). These analyses provide an overview of the main trends and challenges of youth migration, based on a common methodology. The aim of the papers is to enable YOUMIG project partners to better understand the local processes linked to youth migration, and respond better to its challenges.

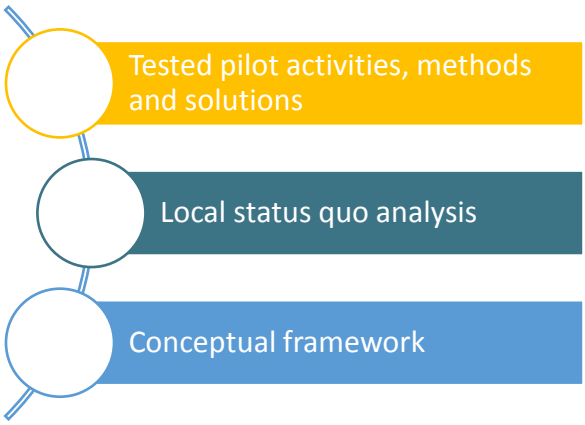
YOUMIG Partners in the Danube region. Cartography: University of Vienna

YOUMIG is a strategic project of the European Union's Danube Transnational Programme, in which 19 partners from 8 countries work together. The objective of the project is to support local governments in tackling the challenges and exploiting the developmental potential of youth migration, leading to a better-governed and more competitive Danube region. The project aims at improving institutional

capacities to measure and manage the immigration, emigration and return migration of young people (aged 15-34). Statistical offices and academic organizations teamed up with local governments for creating local developmental strategies based on improved impact indicators of youth migration, administrative capacity building and pilot activities.

YOUMIG's work is structured in six work packages (WPs). Besides management (WP1) and communication (WP2) issues, thematic work is distributed as follows:

In WP3, a Conceptual Framework provides the theoretical background of the project. In addition, all partners contribute to the better understanding of youth migration and its developmental impacts on the municipality level by elaborating local status quo analyses. This Local Status Quo Analysis is also a part of WP3.



In WP4, a comprehensive evaluation of the locally available statistical data and indicators related to youth migration is carried out. Shortfalls of measuring local challenges are identified and new or improved indicators of youth migration are elaborated and tested.

In WP5, the project improves local administrative capacities to manage the migration-related processes identified by the Local Status Quo Analyses by jointly testing and introducing good practices as pilot activities, and institutional solutions based on a one-stop-shop approach.

In WP6, the project concludes by providing transnationally tested tools for all governance levels contributing to better strategies, policies and services related to the issue of youth migration.

The project runs between 1 January 2017 and 30 June 2019. The Local Status Quo Analysis was finalized in December 2017.

YOUMIG PROJECT at a glance

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

A project of the
Danube Transnational Programme
Start date: 01-01-2017
End date: 30-06-2019
Budget: 2,718,853 EUR (of which: 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)

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)

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Other YOUMIG Local Status Quo Analyses are available at the project's website:

http://www.interreg-danube.eu/youmig

YOUMIG news: http://www.interreg-danube.eu/youmig/news and http://www.facebook.com/youmigproject

1. Introduction

The Local Status Quo Analysis (LSQA) provides an overview of trends in youth migration and of related social phenomena, respectively. The study is based on policy-oriented research. The first aim is to synthetize the findings of the YOUMIG research activities concerning youth migration. In this respect, we want to characterize and typify the municipalities according to the migratory trends they experience. The second aim is to understand the effects of youth migration, and to identify policy challenges related to it. Through our applied research, we also wanted to provide a screening of responses provided by local authorities to challenges related to in- and out-migration of young people. A related goal was to identify management and capacity gaps in institutional mechanisms of local authorities to address youth migration and related phenomena.

The local analysis was done mostly on the municipal level, and each LSQA can be understood as a detailed case study, using multiple methods of data collection and analysis. These case studies cover local administrative units being in quite different position in the system of international migration and of the socio-economic interdependencies. Some of municipalities face emigration; some immigration, while some have both migration flows. Some of our municipalities are important regional centres, while others are small or medium size towns with an economically peripheral position. In the case of municipality of Maribor (the second largest city in Slovenia and an important regional centre), both migratory trends can be noted, with daily commuters to neighbouring Austria representing an important feature. In spite of these significant differences, both data collection and analysis were based on jointly used concepts, uniform methodologies and previously agreed processes. The main focus of research was on emigration, immigration and return migration. In some municipalities commuting was also included, however, internal- and short-term migration (even if important in some cases) were not in the focus of the LSQA. The conceptual and theoretical framework of the analysis was provided by the University of Vienna team, while the methodological tool was provided by the Romanian Institute for Research on National Minorities. By using unified tools, the comparison of the results will be possible in a further phase. At the level of the present case study, specifics of individual municipalities were also to be identified.

The research activities were closely connected to other project work packages and activities. The results of the present analysis enable local municipalities to elaborate evidence-based strategies to deal with the impact of youth migration. This will be significant during the implementation of the WP5 where a pilot project concerning the management of the effects of youth migration will be launched in each municipality.

An important finding in the case study of Maribor was that in the municipality of Maribor a focal point or one-stop-shop is needed for provision of relevant information to migrants. The strategy building activities of the WP6 will be also based on the exploratory activities synthetized in this report.

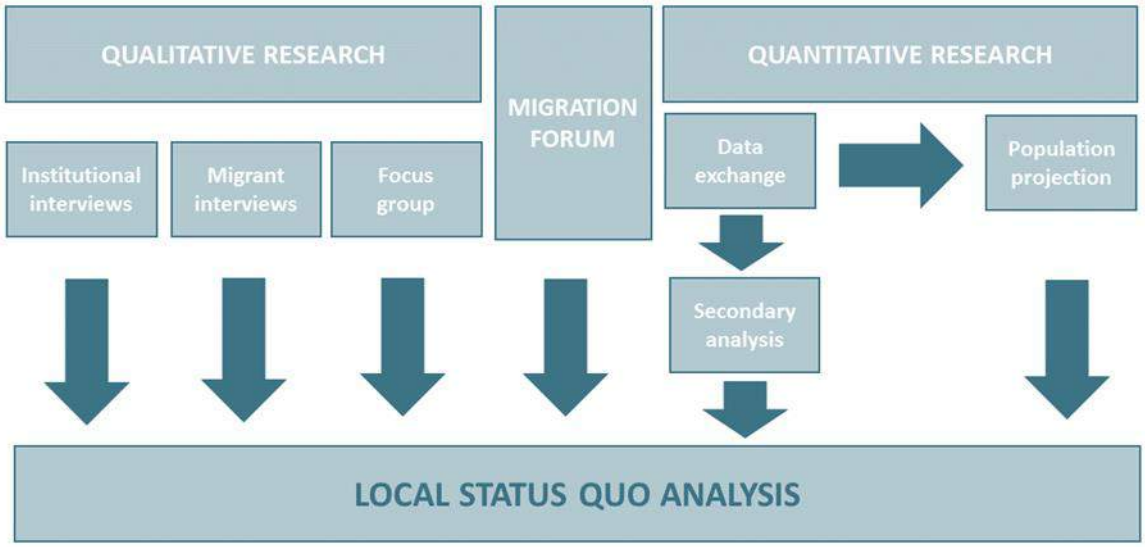
The report is organized into eight chapters, where the initial part is providing the explanation of methodology used. The second part is a general presentation of the municipality of Maribor, with a special focus on local development. Next a description of migratory processes and related phenomena from a quantitative perspective (including the municipality level population projection – provided by PP10 INFOSTAT), relying on available statistical and survey data are provided. The timespan of this analysis is the period between 1990 and 2016. The next two chapters focus on the results of the qualitative research based on interviews with institutional actors and young migrants, as well as inputs provided from both groups during the organized events: a focus group and a local migration forum. Based on the collected inputs the characteristics of youth migration are provided. Chapter six presents the major policy challenges the local authorities have to face with and their policies concerning the

effects of youth migration, with the last section containing concluding remarks, recommendations and an overview of the referenced documents and literature.

2. Methodology

The Local Status Quo Analysis is based on research activities using both quantitative and qualitative methods. Figure 1 synthetizes data sources and research activities which contributed to the present report.

*Figure 1: **Methods used to collect and analyse data***



Most importantly, a complex qualitative research activity was carried out by the Maribor team of local experts.

(1) Firstly, we conducted interviews with institutional actors (e.g., leaders or employees of institutions engaged in addressing the effects of youth migration). This phase had manifold aims. It was an explanatory research concerning the patterns and variations of the youth migration. We tried to identify the general position of our locality in the system of transnational migration and the general trends of immigration, emigration and return migration. We also wanted to explain local discourses concerning migration, especially the way how local stakeholders think about the relation between migration and development. Nevertheless, the main aim of this phase was to map the existing policies (measures and activities) focusing on migration and youth. On one hand, we were interested in concrete measures, activities, projects or permanent programmes run by institutional actors. On the other hand, we wanted to know whether the interviewed stakeholders and institutional actors thought that they had the institutional capacities to alter (or affect) the migratory behaviour of young people and to deal with the (already known and possible) consequences of migration. The semi-structured interviews were carried out according to a previously elaborated guide. A total number of 17 interviews have been conducted. We conducted interviews with the mayor of Maribor, Administrative Unit, relevant municipal offices, line ministries (Ministry of Labour,

Family, Social Affairs, and Equal Opportunities, and Ministry of Interior), health insurance institution and employment service, national Statistical Office, academic institutions, and NGOs/civil society organizations. It shall be noted that as the majority of stakeholders emphasized that neither youth migration nor development fall within their scope of work, therefore the developed joint methodology was adapted to the input they were willing and able to provide. In some instances, the stakeholders initially explained the research does not address issues they are able to elaborate on; therefore brief written interviews were conducted with questions pertaining only to their scope of work, to obtain information relevant for the research.

(2) In the next phase, we carried out narrative-biographical interviews with young migrants. We used only partially the narrative-biographic method. The second part of the interviews can be conceived as semi-structured interview, as we posed questions according to a previously elaborated guide. The narrative-biographical method (which was used in the first phase of the interview) provides a rigorous and previously fixed technique of conducting and interpreting interviews. It is important that through using this technique, we will not subordinate the stories (meaning the self-representation) of migrants to our own scientific or political narratives. The interviewed young migrants will have the opportunity to present their story less constrained. The semi-structured phase was used to obtain additional data concerning the migrants, to test some previous hypothesis. We tried to select young migrants with "typical" life trajectory. As in general during the research, our main focus was on migration patterns in the Danube region (especially Germany, Austria, Slovenia, Slovakia, Hungary, Serbia, Bulgaria and Romania). This focus was taken into account in the selection of interviewees as well as in the questions to be used during the interviews.

(3) Focus groups were also conducted according to a previously agreed guide. The focus group method is a par excellence qualitative research method, suitable primarily for mapping people's attitudes, opinions, experiences, or the discourses that are in use regarding a certain topic or phenomenon. One of most important advantages of the method is its interactive nature, the fact that participants actively participate in the interactive and collective process of the construction of meanings. Our focus-group discussion focused on the experiences of young people with migration, paying special attention to the administrative aspects of the migration process e.g., their contacts with the local (and other level) administration, the problems they encountered, their opinion about the policies employed by the relevant authorities etc. Our goal was to obtain the information and making it useful for local decision-makers, policy-makers, stakeholders. In our focus group, five migrants participated, four females and one male, two from Macedonia, and one from Serbia, Russia, and Bulgaria.

(4) A migration forum, where representatives of various institutions dealing with migratory issues were present (including the Statistical Office, Taxation Office, Office of Republic of Slovenian for Slovenians Abroad, Slovenian Philanthropy, etc.), was also used to identify the challenges connected to the transnational migration of young people.

The quantitative research was based on secondary analysis of existing statistical sources conducted on the level of municipality. One should emphasize that quantitative data provide a kind of framework for the qualitative analysis, which constituted the major focus of the investigation and are the primary sources of the present report.

(5) The collection and acquisition of statistical data took place in the framework of the project activity A3.2, more specifically: Data exchange exercises between statistical offices and local governments – identification of local datasets; based on a common template provided (D3.2.1) and carried out by PP4: Institute for Institute for Economic Research**.**

(6) The quantitative analysis presents the demographic and migratory trends forecasted by a population projection based on the cohort-component method provided by the PP10: INFOSTAT. This forecast can also be useful for local level stakeholders.

3. The municipality of Maribor

3.1. General presentation

Maribor is the second largest city in Slovenia and a regional centre of Podravska region that covers more than one tenth of the Slovene territory (2.170 km^2). On January 1st 2017, the municipality of Maribor had a population of 111.079 (54.317 men and 56762 women), of which 25.579 were aged between 15 and 34 years. Furthermore, the city of Maribor had the population of 94.876 (46.301 men and 47.575 women), of which 22.409 were aged between 15 and 34 years (SURS).

After dissolution of Yugoslavia in 1991, the loss of the market additionally strained the already declining economy of the city, which was based on textile and heavy industry. The city saw a record unemployment rate of nearly 25%. The economic situation of Maribor worsened again with the onset of global economic crisis combined with the European sovereign-debt crisis. The registered unemployment rate (August 2017) reached 13.9%, a decline from 16.1% in January 2017. Average unemployment rate in 2017 is thus at 14.8%.

Maribor has a labour migration index of 149.5, one of the highest in the country, that indicates the citiy's importance for the Podravska region that shared similar deindustrialization processes. In comparison with other regions in Slovenia, Podravska region encompasses 41 municipalities with 16% of Slovene population (data from 2015). The share of people aged 0–14 was among the lowest Podravska region 13.5%, (Maribor 11.8%); it was lower only in the Pomurska region. In 2015, a national decrease of growth for the target group aged 0-14 was recorded, amounting to –1.7 per 1,000 population, and net migration was –0.8 per 1,000 population (Maribor -1.04). The share of children born to unmarried mothers was among the highest (69.6%). The share of deaths under 65 years of age was the third highest in the country (Maribor 17.4%). The share of population (25–64 years) with tertiary education was below the Slovenian average (Maribor 21.8%). The registered unemployment rate (Maribor 17.3%) was higher than the national average (12.3%). The region generated 13% of the national GDP, but GDP per capita was the fifth lowest in the country. The region had slightly less than 26,000 enterprises (Maribor 10,969) with on average 4.6 persons employed (Maribor 5.7), slightly higher than national average (4.4).

There were 423 dwellings per 1,000 population, with 7% of housing units completed after 2005 which means that the Podravska region has a relatively high share of new housing units. The share of buildings completed after 2005 was higher only in the Osrednje-slovenska and Obalno-kraška regions, according to Statistical Office.

In 1994 Maribor became a city municipality, status established by the Local Self-Government Act adopted in 1993. That status brought Maribor additional competencies regarding development.

Maribor is hosting many important institutions and organizations that are of regional importance in scientific, cultural, health, industrial and other fields.

The Chamber of Commerce and Industry of Štajerska and a branch of the Chamber of Craft and Small Business of Slovenia are active in Maribor.

Maribor is also a seat of the Maribor Administrative Unit, which is the territorial office of the state administration, subordinated to line ministry, with the basic responsibility to decide on administrative matters at the first instance. As there are no regional administrative structures in place, many of state institutions branches (i.e. Administrative Unit, national Health Insurance Institute of Slovenia (*Zavod za zdravstveno zavarovanje Slovenije*), Social Care Centre Maribor, Police Directorate, Financial Office, Surveying and Mapping Authority) are covering also several neighbouring municipalities.

In 1975, University of Maribor (public university) was established. Today it consists of 17 faculties, which offer undergraduate and postgraduate study programmes. Currently, 185 study programmes are being implemented at the University of Maribor. The university employs approximately 1,800 of staff tending to approximately 15,000 students. That makes University of Maribor a second biggest university in the country, after University of Ljubljana.

Maribor is the seat of a district court, a regional court and one of the four appellate courts or higher courts (*Višje sodišče*). It is also hosting one of four regional units of the state prosecutor general office. The University Medical Centre (UKC Maribor) is a regional hospital that employs approximately 2,800 staff members, 450 of whom are physicians, and 1,300 healthcare workers. The National Post Office headquarter is located in Maribor. The same applies to Maribor Development Agency that supports many municipalities in the region.

In the city, several public museums, galleries, libraries, opera, ballet and theatre are providing cultural services to wider public. It also hosts several radio and TV stations. Maribor is the seat of the Archbishops with several Roman-Catholic churches and is also an important centre for other major monotheistic religions, by featuring the Serbian Orthodox Church, Muslim Prayer room, Evangelical Church and a Synagogue. Maribor also has a vibrant civil society that is actively providing different services – from humanitarian relief to co-working.

3.2. Local development

Being at the heart of the Podravska region, Maribor is an economic, cultural and educational centre. However, due to the economic conditions and development in last decades, Maribor's social and economic vitality is weak. Maribor's development could be divided into several periods: a Yugoslav era of growth (strong industrialization process), economic decline in 1980s (last period of socialist economy), strong deindustrialization in the 1990s (ownership and privatization processes), optimistic period in the beginning of a new millennium (economic growth in time of European Union (EU) accession), and the financial crisis since 2009.

Maribor was considered one of the strongest industrial cities in former Yugoslavia until late 1980s. Almost all branches of industry were present (from textile to heavy industry), selling their products and services on protected internal market and in the countries of "non-aligned movement" (Libya, Iraq, Syria, some Sub-Saharan countries) through bilateral agreements. Protectionism, local form of the socialist self-management model with unclear ownership can be identified as the key factors of the industrial decline, making local companies un-ready for the open market.

In the 1990s, Maribor was facing a decade of economic decline and social disruption, growing inequalities and emerging poverty. This is common for the Podravska region as a whole. Bankruptcies of many large companies in Maribor in the period of 1991–1996 (6 – 1991; 9 – 1992; 15 – 1993; 18 – 1994; 23 – 1995; 33 – 1996) resulted in further fall of industrial production, export income and growing unemployment. Many of those companies were previously employing thousands of people (i.e. TAM, Metalna, TVT, MTT ...).

Deindustrialization had an effect on the population. Maribor had 103.961 inhabitants in 1991, and only 93.847 in 2002, which means a decline of 9,7% (or 10.114 people). Declining fertility rates were followed also by internal migration to other municipalities. A positive impact was noted from the university and further development of some parts of the quaternary sectors of the economy, maintaining some opportunities for people with higher education. However, data after 2009 are pointing to stagnation of population in the city (95.881 inhabitants in 2015).

Between 2002 and 2015, population increased in 21 out of 38 Maribor communities. Depopulation is common for areas of dwellings built in 1960s and 1970s (i.e. Novi Tabor, Jugomont built-up area, eastern part of Nova Vas, Greenwich). A generation of adult children left the working-class flats (average area of 45–55 m^2), thus remaining population is older and inactive. In average less than two people per flat live in such areas.

After some initial growth, especially in construction, the economic and financial crisis in2008 pushed Maribor again into the spiral of bankruptcies, a decline in income, growing unemployment with all its effects concentrated in a very short period of time. How strong that additional decline was, is indicated by the decline of overall income of all enterprises in the region: between 2008 and 2012, this decline was 16,8%. This is also believed to be one of the major reasons that triggered popular revolt in Maribor in 2012, bringing thousands to streets to demonstrate against the mayor and local government, resulting in some serious clashes with a police and security forces. However, it is hard to conduct an overall evaluation of all consequences and impacts deriving from the revolt, apart from the obvious fact of the mayor resigning from office.

The strongest industrial activities are still in the field of metal, food and wood processing, car parts manufacturing and energy production. After a long period, in 2017 a new foreign car industry investment was announced and started with a lot of social discussion and media debate, indicating the need of Maribor for new developments and jobs – although it will take place in the neighbouring municipality of Hoče – Fram.

In Maribor, more than 11.000 enterprises are active, employing on average 5.7 people. In addition to micro and small enterprises and employments in the tertiary and quaternary sector, there are still some medium and big companies, SwatyComet, Elektro Maribor, Palfinger, Dravske elektrarne Maribor, Starkom, Gorenje Surovina, Terme Maribor who are also on the list of biggest companies in Slovenia by income. On regional level some big companies are operating, i.e. Impol (more than 2.000 employees), Perutnina Ptuj (around 1.250 employees), Talum and Silkem.

Public and private universities in Maribor are another pull factor for migration. Both are attracting also foreign students. Thus, the University of Maribor annually enrols around 800 foreign students, 90% of them through EU Erasmus exchange program. On the other hand, only 350 out of 800 decide to participate in a student exchange abroad, indicating that there must be some reasons for only such a small number of home students using that opportunity (especially considering the fact that the local youth policy supports youth mobility).

In 2016, 15.5% of the population was at-risk-of-poverty rate in Podravska region – in absolute numbers: 49.000 people. The at-risk-of-poverty rate is the percentage of people living in households where the equivalised total disposable household income is below the at-risk-of-poverty threshold. It is defined as 60% of the median equivalised disposable income of all households. In 2015, the threshold for a four-member family with two adults and two children younger than 14 was set at EUR 1,295 per month and the threshold for a two-member household without children at EUR 925 per month.

Maribor is getting old, as 20.1% of the population are over 65 years old. The ageing index in 2015 reached 180 (in Ljubljana at same time 129; national average was 121). On the other hand, after a

period of negative annual employment growth rate (2009–2013), resulting in strong emigration, a start of a positive trend can be indicated.

However, long periods of decline and stagnation had an impact on the city, forming different opinions and discourses about its future development (from moderate regionalism against centralisation of the country to even separatist voices). And without clear signs of recovery, people will emigrate more and more. There is also a fear that the huge numbers of people who found work in last decade in neighbouring Austria, are a potential social bomb in case their employments would be jeopardised.

A lack of high-skill work in the city makes it unattractive for the (on average) higher educated youth in comparison with their parents. On the other hand, in comparison with Western Slovenia, real estate prices are much lower. Average price of the square meter in the region was EUR 1.040 and although the market was growing in 2016 this price was the same as in the 2015. In the same period prices in Ljubljana reached EUR 2.180 per square meter (7% growth in comparison with year 2015). In Maribor case, that may offer some attractiveness to the city.

Additionally, the administrative borders of the municipality have changed considerably throughout the period after the end of the Second World War, adding to the somehow obfuscated development competences on local government level in different periods.

A broad administrative reform took place in 1955, when three municipalities were formed (Maribor Centre, Maribor Tabor and Maribor Tezno). All three municipalities joined in one municipality Maribor in 1967. In 1982, however, the municipality was divided into 6 municipalities (Maribor Pesnica, Maribor Pobrežje, Maribor Rotovž, Maribor Ruše, Maribor Tabor and Maribor Tezno). Eight years later, in 1990, 4 of these municipalities joined again as municipality of Maribor, with municipalities of Ruše and Pesnica remaining separate units. With the Local Self-Government Act of 1993 and Establishment of Municipalities and Municipal Boundaries Act of 1994, the territorial division into three municipalities remained, with all three municipalities also becoming administrative units. The administrative units kept covering the same territory with the same scope of tasks (among other also issuing documents and temporary or permanent residence), while the municipality border kept changing, causing further division of the Maribor, Ruše and Pesnica municipalities.

The current status dates to the year 1998, with a total of 12 municipalities that were part of what was the Municipality of Maribor in 1980 (Duplek, Hoče – Slivnica, Kungota, Lovrenc na Pohorju, Mestna občina Maribor, Miklavž na Dravskem polju, Pesnica, Rače – Fram, Ruše, Selnica ob Dravi, Starše and Šentilj) and represent 29.27% of all municipalities of the Podravje region.

4. Migratory and demographic processes in quantitative perspective

4.1. Population change and migratory processes at national level

The Slovenian population development in last 15 years has been characterized by relative growth. From 2001 when Slovenia counted 1,990,994 inhabitants, country has experienced a population gain of 74,094 inhabitants. Especially in the period of 2001–2010 when natural increase was 6,749 in a decade, and with a migration balance of 66,695 inhabitants in the same period.

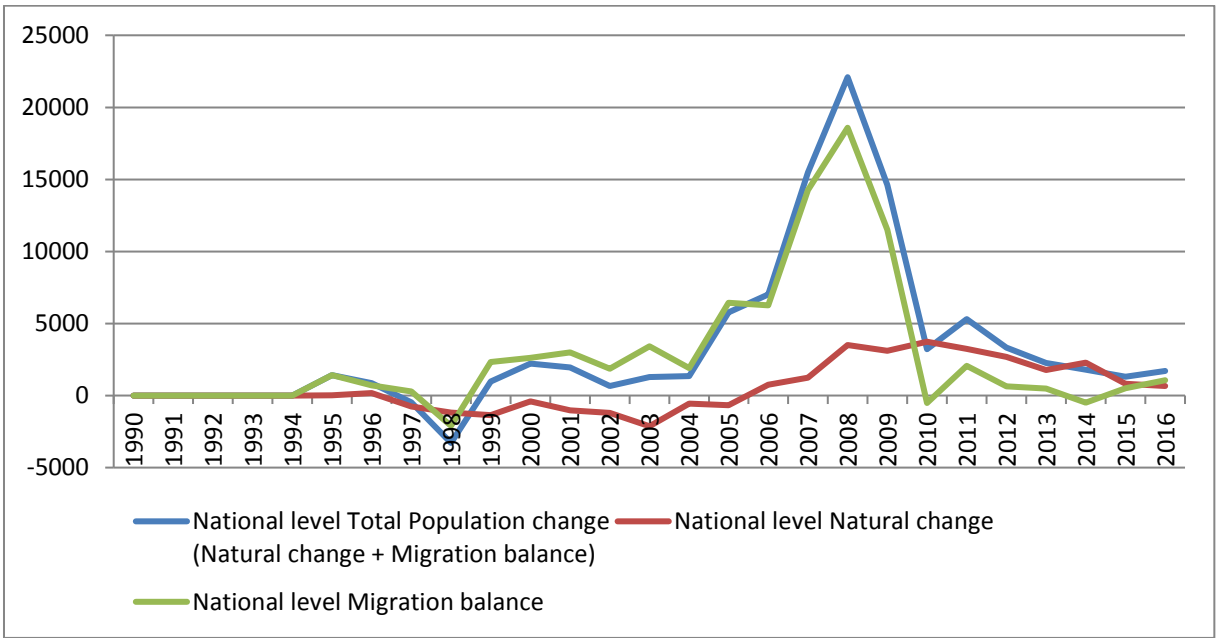
Methodological milestone is in the year 2008 when a new definition of population in national statistics was adopted. Population of Slovenia according to the new methodology are persons with registered residence in Slovenia who have lived or intend to live in Slovenia for a year or more and have not been temporarily absent for a year or more.[1]

Table 1: Total population change, 2001-2016

Year	Population, 1st January	Period	Total population change	Natural increase	Migration balance
2001	1,990,094	2001-2010	73,444	6,749	66,695
2011	2,050,189	2011-2015	13,999	10.792	3,207
2016	2,064,188		1,707	656	1,051

From the data on natural change in Slovenia, we observe that the natural change was negative in the period from 1997 until 2005. From that year, its increase is apparent and its value for 2011 was 3.248. From 2011–2016, decrease is notable and its value for 2016 is 656.

Figure 2: Total population change, Slovenia 1990-2016



Expectations that more people would immigrate from the EU member states after the EU accession did not came true. According to statistical data, Bosnia and Herzegovina, Croatia, Serbia, Kosovo and Macedonia are the top five countries of birth for the Slovenian population of foreign origin.

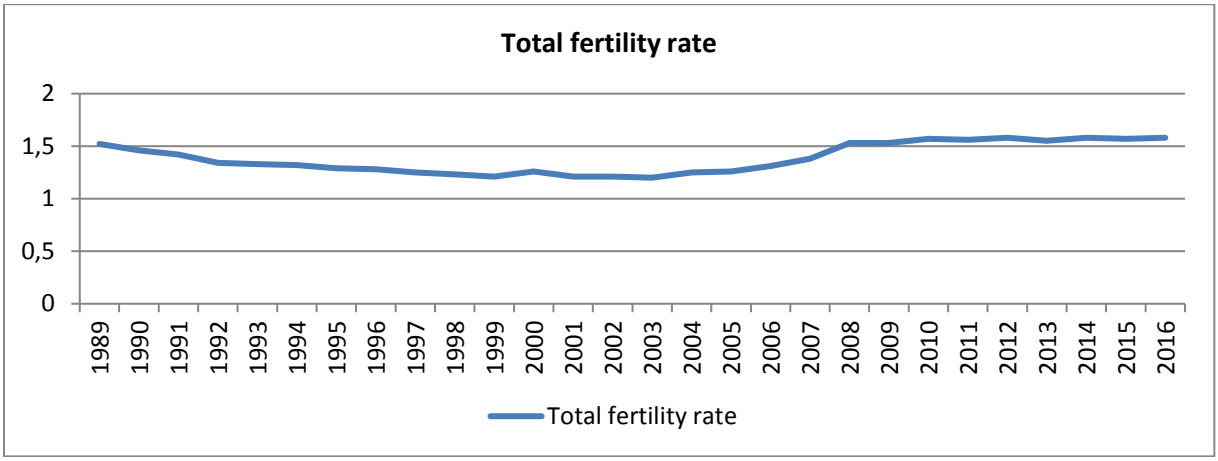
[1] Razpotnik B., Methodological Explanation Population Structure, Republic of Slovenia Statistical Office, 2017

Table 2: Total number of population (stock) by country of birth (native-born, EU, Non EU, Top 5 countries of birth) at national level in 1991, 2011, 2017

	1991	2011	2017
Native-born	1,776,210	1,821,601	1,821,601
EU	n.a.	70,340	67,002
Non-EU	n.a.	158,248	174,199
Bosnia and Herzegovina	60,028	96,897	102,848
Croatia	58,332	49,158	46,112
Serbia	21,692	26,368	24,344
Kosovo	n.a.	9,350	16,167
Macedonia	5,098	13,658	15,880

Total fertility rate had been decreasing in the period between 1990 and 2003 – it was 1.46 in 1990 and 1.2 in 2003 – which was the lowest rate recorded so far. From 2003, the value of this indicator had started to increase again: it was 1.38 in 2007, 1.56 in 2011 and reaching 1.58 in 2016.

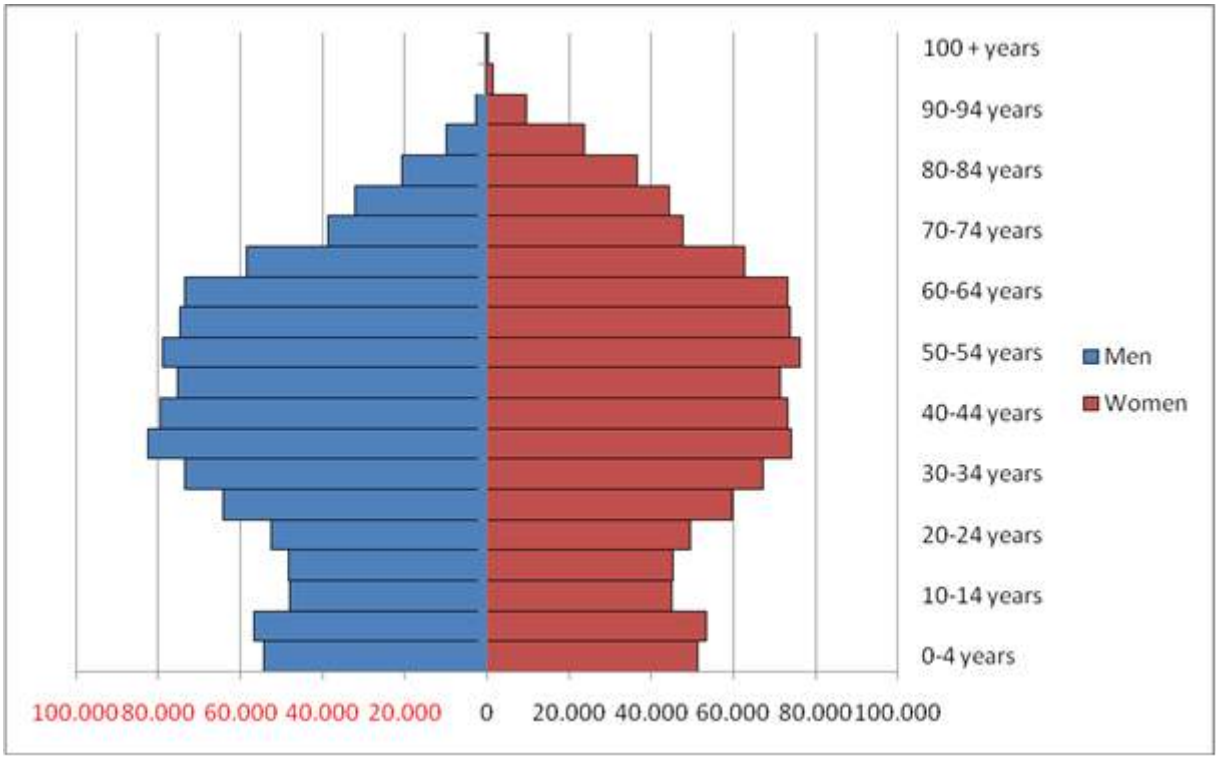
Figure 3: Total fertility rate on national level, 1989-2016



Life expectancy in Slovenia has been rising in the period of 1991–2011, as a consequence of the rising levels of social and economic development. However, gender difference is quite notable: on average, women live significantly longer than men. By illustration, life expectancy at birth in the period from 1990–1991 was 69.54 years for men and 72.13 for women; in the period 2000–2001, it was 77.38 for men and 79.57 for women; and in the year 2011, its value reached 76.76 years for men and 82.9 for women. In 2016, life expectancy at birth is 77.59 years for men and 83.51 years for women.

All available data are indicating that an intense process of population aging is prevailing in Slovenia. The share of population above 65 years of age reached almost 19% of the total population by 2016. This means there was a 4% growth of the aged population in comparison to 2011.

Figure 4: Basic population groups by age and sex, 2017



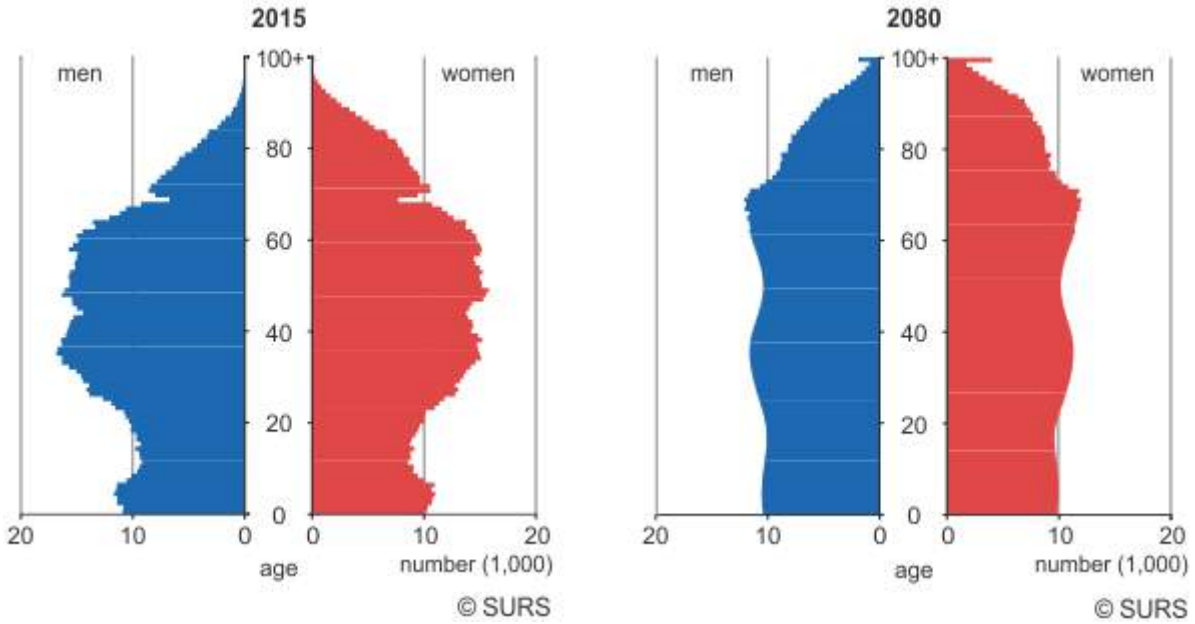
According to the Statistical Office projections as of March 2017, the population of Slovenia is to increase until around 2025 (to about 2,083,000), and then slowly decrease. On 1 January 2080, Slovenia's population is expected to be 1,938,000 or 6% less than in the projections' base year 2015.

In 2080, 2,400 more people are expected to immigrate to Slovenia than emigrate from it. That is nearly five times the net migration recorded in 2015.

In the future, the total fertility rate is projected to mostly gradually increase and reach 1.85 in 2080. Life expectancy at birth is expected to increase as well, and boys born in Slovenia in 2080 could expect to live 87 years, and girls more than 91 years.[2]

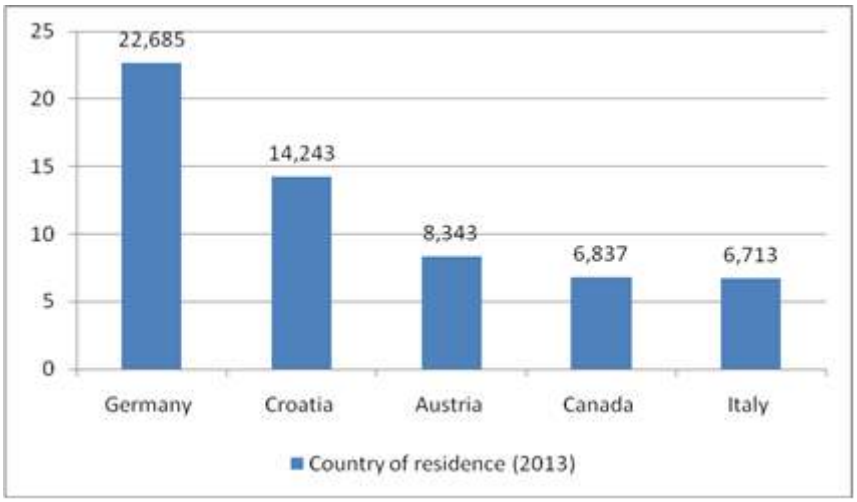
[2] Statistical Office of Republic of Slovenia: Population projection for Slovenia, 2015, http://www.stat.si/StatWebArhiv/prikazi-novico?id=6584&idp=17&headerbar=15, 19.10.2017

Figure 5: Population by age and sex; population projections for Slovenia 2015 and 2080



Dynamic historical analysis on long term migratory processes in Slovenia, produced in the scope of the SEEMIG project in 2013, provides us with some calculations, according to which the estimates provided by the Statistical Office of the Republic of Slovenia, the number of Slovenians abroad is 108.317 (as of 1 January 2013). The data is calculated on the basis of the registered residency in countries of destination. Detailed characteristics are not available.

Figure 6: Slovenians with registered residency abroad, 1. 1. 2013



On the other hand, Statistical Office research paper on return migration of recent Slovenian emigrants provides us with some insight about the change that evolved in the last year in the field of emigration. "Annual net migration of Slovenian nationals has been negative in Slovenia since 2000, but has become more pronounced in the last three years (2012 and on), when emigrants outnumbered immigrants by more than 5.000 each year." The paper also states, that "in total, out of the 29.400 emigrants who last emigrated from Slovenia in the 2008–2013 period and were still alive on 1 January 2015, 4,100 (14%)

returned to the country by the end of 2014."[3] It also indicates that the return rate appears to be the highest in the first two or three years after emigration.

The study also provides us with an overview of emigrants by country of next residence.

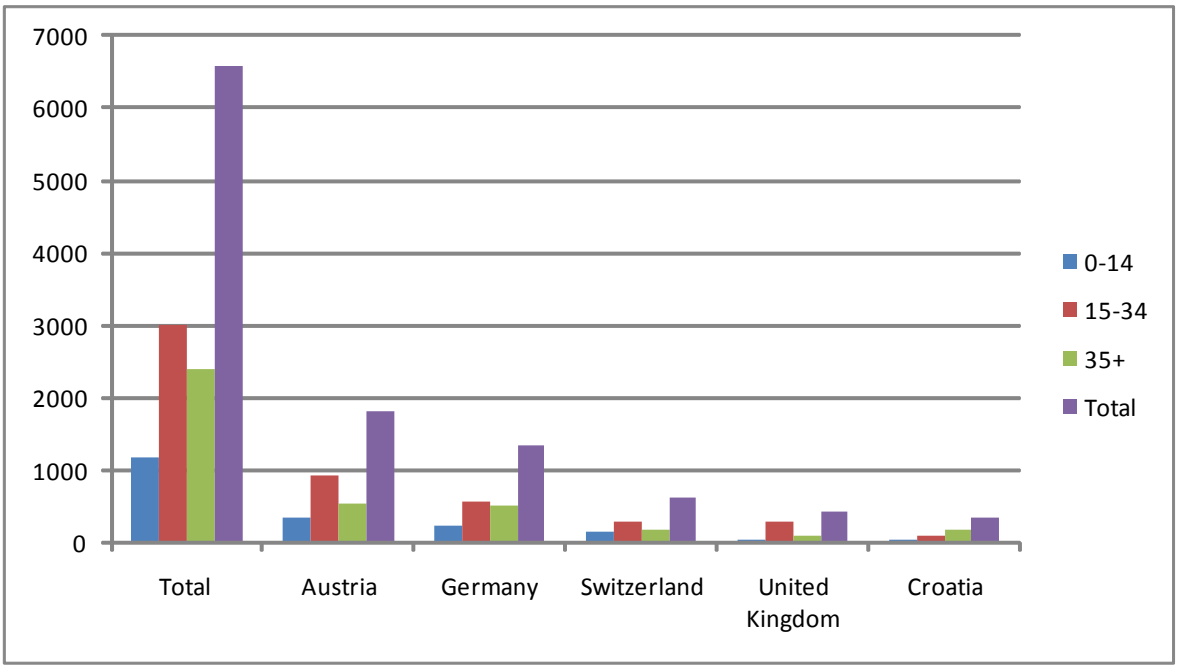
Table 3: Emigrants (2008-2013) and returned emigrants (by 1 January 2015) by country of next residence, Slovenia

Country of next residence[(1)]	Emigrants	Returned emigrants	Returned (%)
Total	**29,446**	**4,084**	**13,9**
Austria, Germany, Switzerland	13,831	1,409	10,2
United Kingdom, Ireland	1,125	233	20,7
Belgium, Luxembourg	1,042	163	15,6
other EU-27 countries	3,809	725	19,0
Former Yugoslavia	5,668	1,002	17,7
other Europe	399	53	13,3
other continents	3,572	499	14,0

[(1)] Country of next residence is based on this information at time of emigration. It is not necessarily the same as the country of previous residence for a returned emigrant. Source: SURS

Data about international emigration flows of native-born national citizens by sex, destination country and age groups (0–14, 15–34, 35+) at national and municipal level in 2015 are available. Austria, Germany, Switzerland, United Kingdom and Croatia are still dominant point of interest for emigration.

Figure 7: International emigration flows of native-born national citizens by sex, destination country and age groups (0–14, 15–34, 35+) at the national level in 2015



[3] Razpotnik B., Return Migration of Recent Slovenian Emigrants, Republic of Sloveni Statistical Office, 2017

Net migration

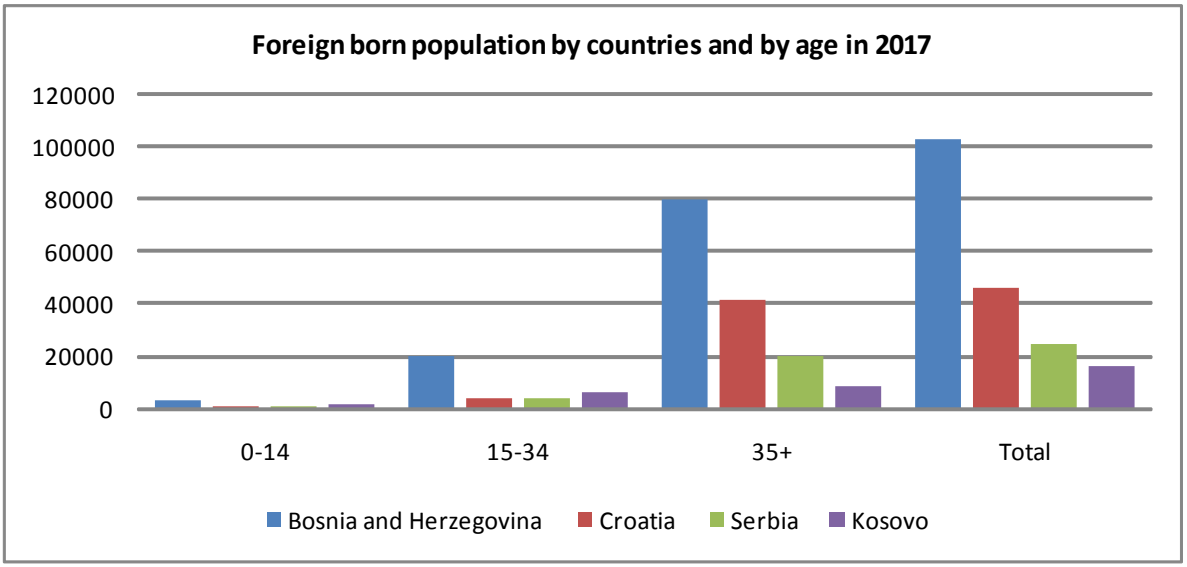
In 2016, 16.623 people immigrated to Slovenia and 15,572 emigrated from it. Compared to 2015, the number of immigrants was 8% higher and the number of emigrants 4% higher. Net migration in 2016 was the highest since 2011: 1,051 persons.

For the seventeenth consecutive year, negative net migration of citizens of Slovenia was recorded: in 2016, 5,955 citizens of Slovenia more left the country than returned to it. On the other hand, net migration of foreign nationals was positive for the eighteenth year in a row: in 2016, 7,006 more of them immigrated to Slovenia than emigrated from it.

Foreign born population by countries

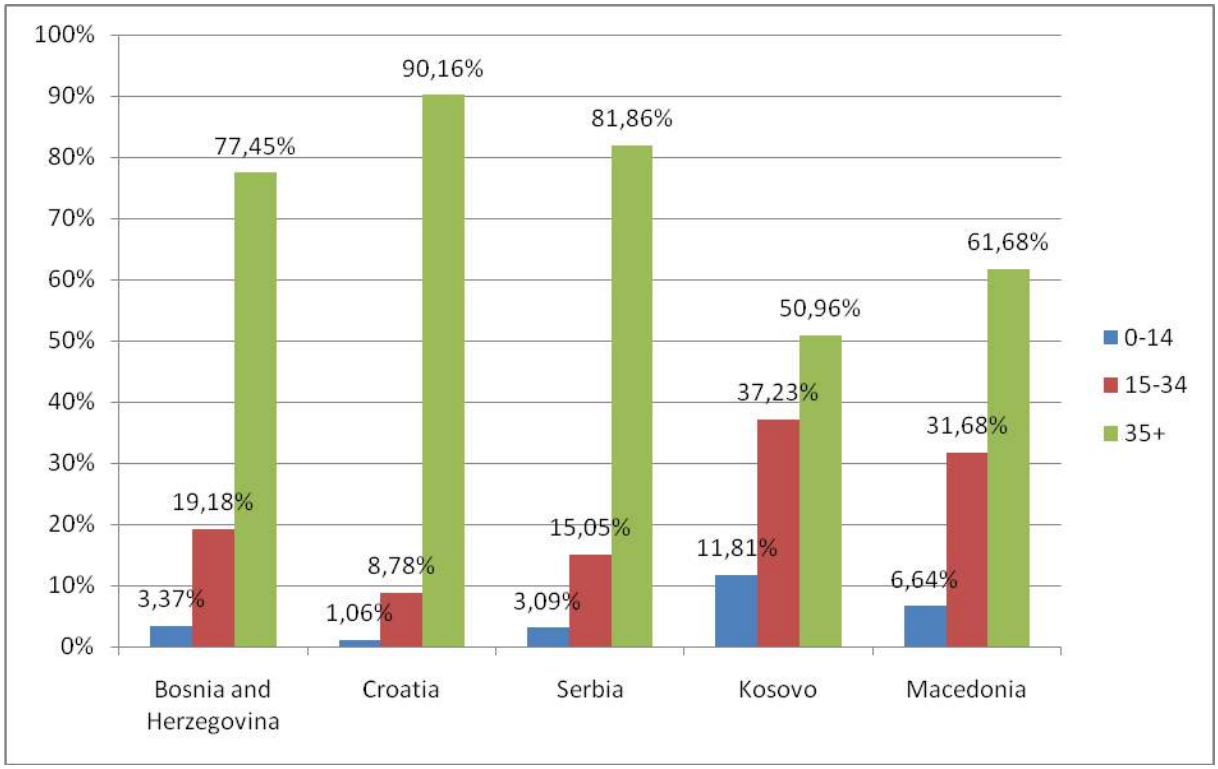
In 2011, about 228,588 foreign born persons were living in Slovenia comprising 11.1% of the total population.

Figure 8: Foreign born population by countries of birth and age in 2017



In 2017, we can identify the increase in foreign born persons living in Slovenia to 244,294 thus comprising 12% of the total population. A great majority originates from Bosnia and Hercegovina (102,848), Croatia (46,112), Serbia (24,344), Kosovo (16,167) and Macedonia (15,880).

Figure 9: Age structure of the foreign-born population in 2017

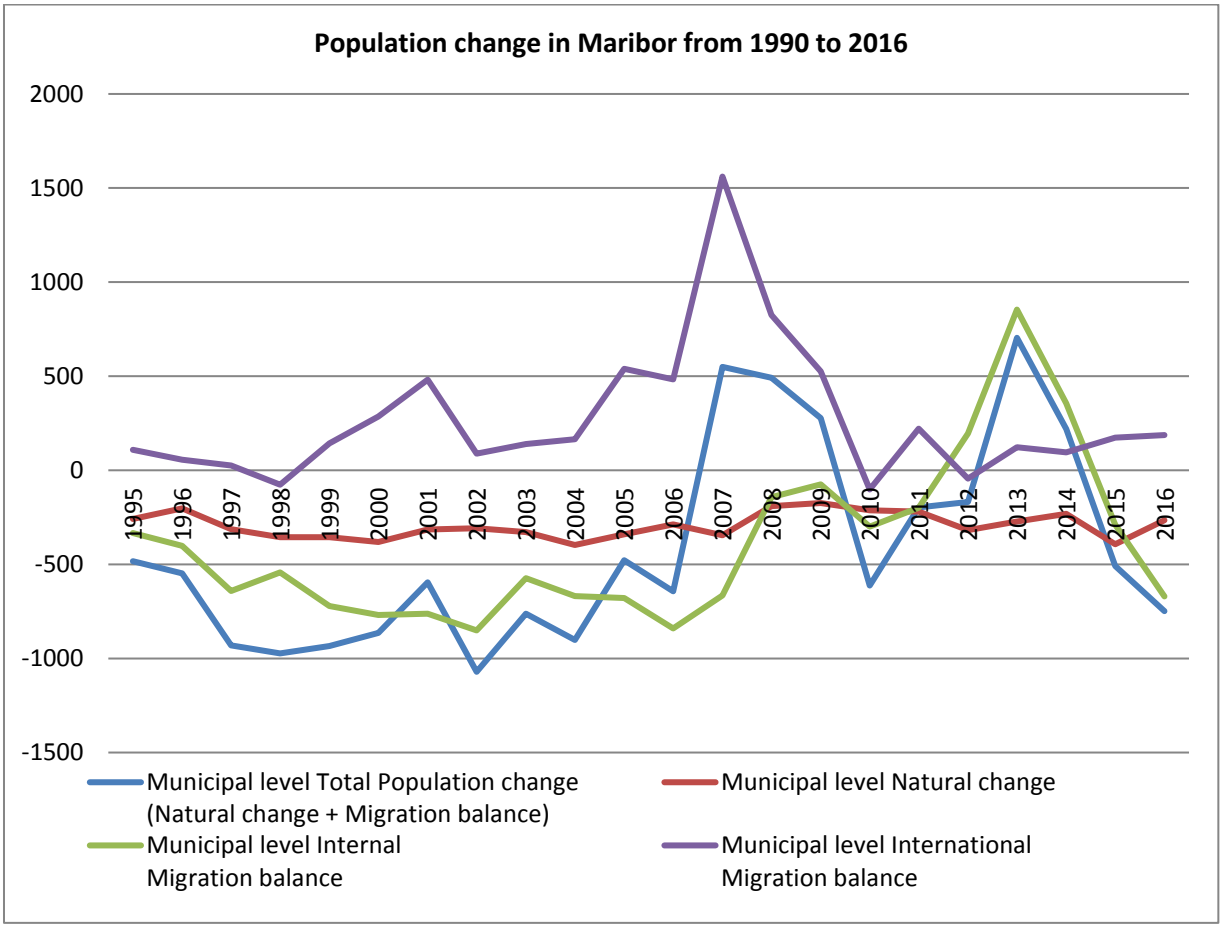


4.2. Population change and migratory processes at municipality level

The evolution of population numbers

In the period 1995–2016 the natural population change was negative in Maribor (see Figure 10). Only 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 1995–2006, 2010–2012 and 2015–2016.

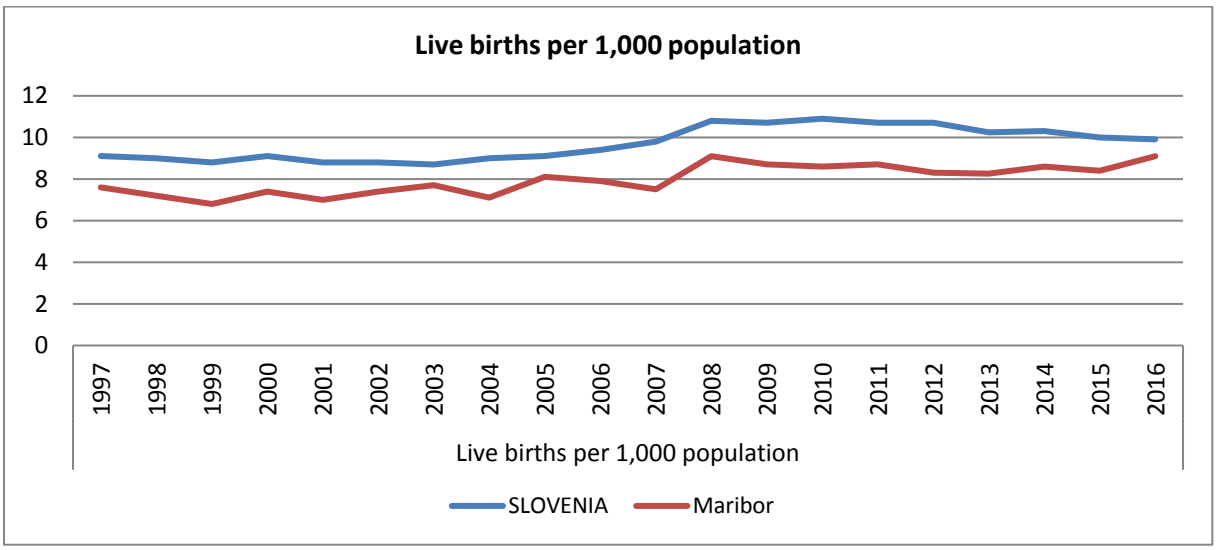
Figure 10: Population change in Maribor from 1990–2016



Fertility and births

In 2016, the total fertility rate was lower in Maribor (1.47) than in Slovenia on average (1.58). Unfortunately, there are no statistical data available by municipalities for other years. Due to that, the number of live births per 1.000 population is rather presented in Figure 11.

Figure 11: Live births per 1.000 population



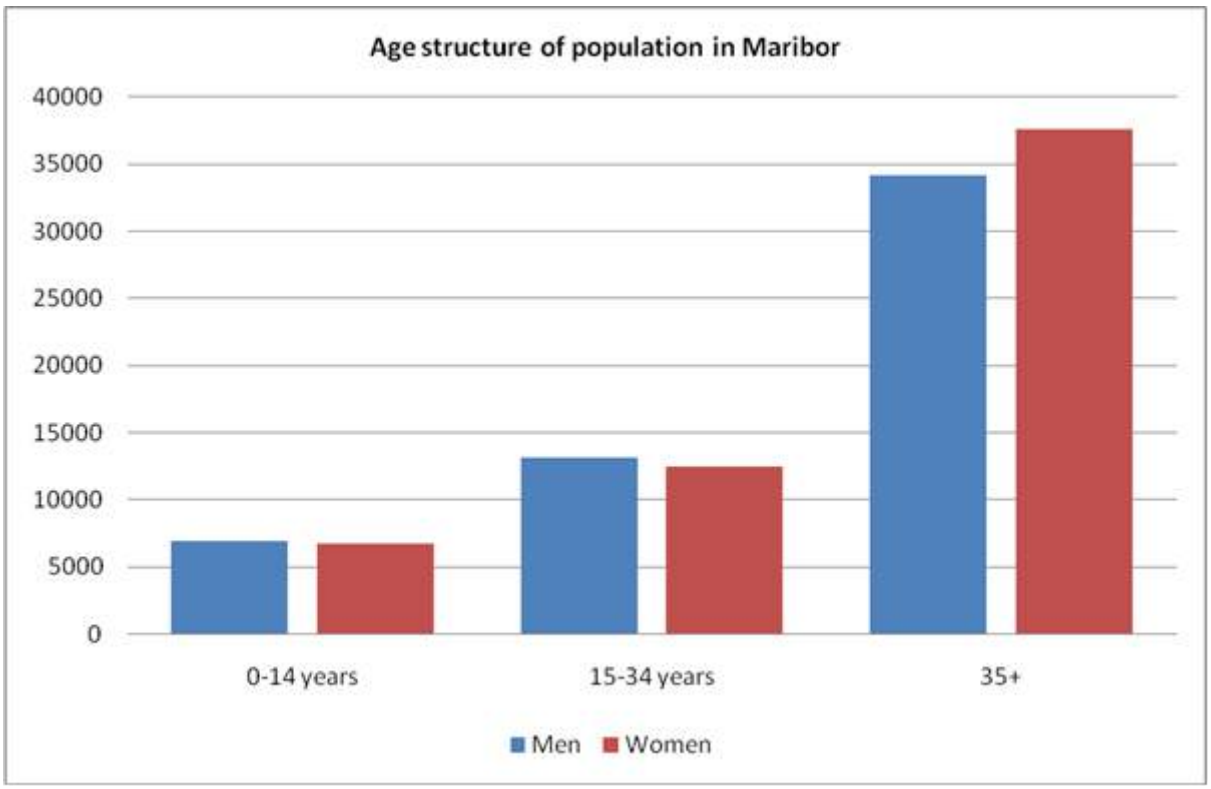
The numbers for Maribor and Slovenia as a whole show similar patterns: a stagnation combined with decrease in the period 1997–2006/2007 and a relatively high increase in 2008. The year 2008 was special for Slovenia due to the highest level of total population change was recorded, as one of the greatest natural changes was measured as well as by far the highest positive migration balance in the last quarter of a century. This was followed by a decrease in Maribor and stagnation in Slovenia until 2012. In 2016, the number of births per 1,000 population increased in Maribor, while a very slow descending trend continued in Slovenia.

Table 4: Evolution of age structure

	0-14	15-34	35+
1991	17.49	29,02	53,49
2011	11.33	25,71	62,96
2017	12.34	23,03	64,64

The proportion of population aged 15-34 years has been decreasing in Maribor, while the proportion of the population aged 35 years and over has been increasing. A higher number of live births registered since 2008 (Figure 11) 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 afterwards (but below +/- hundred persons per year).

Figure 12: Age structure of the population of Maribor



Net migration

In the period 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 (see Table 6. The total net migration remained negative, largely due to emigration to other Slovenian municipalities.

Table 5). For the age group 15–34 years, the net migration was positive in all 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 absolute numbers were the smallest for the youngest age group). The situation in 2016 is evident from the

Table 6. The total net migration remained negative, largely due to emigration to other Slovenian municipalities.

Table 5: Net migration, Maribor (2008–2015)

	0-14	15-34	35+	Total	Per 1,000 population
2008	-35	1288	-320	546	4,9
2009	4	876	-362	125	1,1
2010	-71	185	-424	-624	-5,6
2011	-76	219	-33	-244	-2,2
2012	10	660	-241	24	0,2
2013	99	1040	3	716	6,4
2014	38	278	248	132	1,2

2015	2	82	-74	-514	-4.6

Table 6: Summary data on migration to Maribor in 2016

Maribor	**2016**
Immigrants from abroad – Total	1,393
Net migration from abroad – Total	187
Immigrants from other municipalities – Total	6,053
Emigrants to other municipalities – Total	6,723
Net migration between municipalities – Total	-670
Total net migration – Total	-483
Immigrants from abroad per 1.000 population	12.6
Emigrants to abroad per 1.000 population	10.9
Net migration from abroad per 1.000 population	1.7
Immigrants from other municipalities per 1.000 population	54.8
Emigrants to other municipalities per 1.000 population	60.8
Net migration between municipalities per 1.000 population	-6.1
Total net migration per 1.000 population	-4.4

Foreign born population

The foreign born population has accounted for a slowly increasing proportion of the total population of Maribor from 12.0% in 1991 to 15.1% in 2017 (

Table 7). The highest share of foreign born population is in the age group 35 years while it is the lowest among the population under 1 year of age. In 2017, roughly a third of 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 Macedonia).

Table 7: Foreign born, Maribor (% of total population, by age and total)

	0-14	15-34	35+	Total
1991	4,1	11,7	14,8	12,0
2011	5,0	11,6	16,6	14,0
2017	8,5	10,8	18,0	15,1

Cross-border migration

Maribor Development Agency in 2008 prepared a feasibility study on EURES cross-border partnership between Slovenia and Austria in long-term cooperation across the border to support the mobility of cross-border workers and their employers. Study has shown predominant migration of people to work from Slovenia to Austria, especially in parts of two neighbouring provinces (Styria, Carinthia) due to structural unemployment at home, especially in case of job opportunities and structural differences among both countries. Austria maintained powerful pull momentum until present.

4.3. Presentation of the results of the population projection

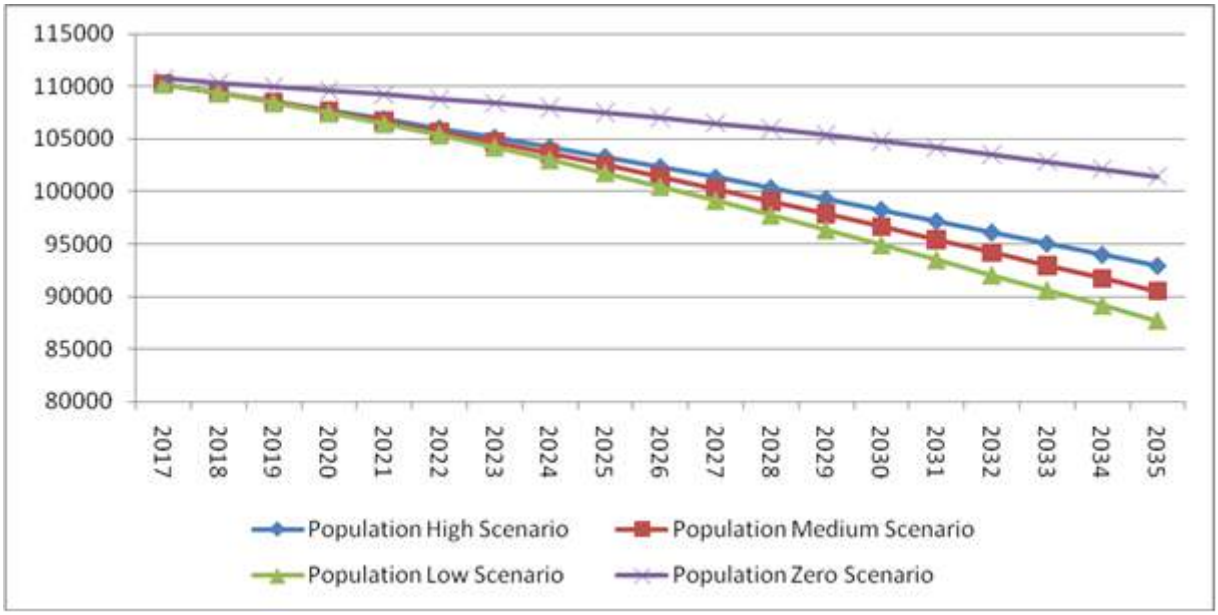
INFOSTAT developed different scenarios on youth migration in Maribor, which are in their nature rather projections than forecasting scenarios, with the purpose of demonstrating how different assumptions affect the future population dynamics and age structure.

Four scenarios have been developed by INFOSTAT, e.g. *the medium scenario*, the *low and the high scenarios, and zero-migration scenario*. *The medium scenario* is usually perceived as the most realistic in the forecasting, as it is a simulation of "what the population dynamics and age composition will be if the future migration characteristics remains as the contemporary ones do". *The low and the high scenarios* are the possible frontiers beyond that the future development should not exceed. In this case, again, the both scenarios rather do model what the future dynamics will be, if the net migration grows (the high scenario) or reduces (the low scenario). Changes in future migration were modelled through the changes in youth migration. This means, the increase/decrease in the overall net migration was made via changes in the youth migration characteristics. *The zero-migration scenario* is contrasting to the above mentioned three scenarios. It demonstrates what the population development would be, if no migration enters into the population dynamics, and overall dynamics is only natural movement as itself. It is one of the best examples of the projection. On the one hand, the non-existence of migration is very unreal while, on the other hand, the efficiency of such assumption is very efficient when the goal is to show the only impact of the fertility and mortality. Detailed tables with projections are available in Annex 1 to these analyses.

Table 8: Expected number of population in Maribor under four scenarios, 2017-2035

Year	Population, high scenario	Population, medium scenario	Population, low scenario	Population, zero migration scenario
2017	110,248	110,248	110,248	110,731
2018	109,418	109,393	109,373	110,378
2019	108,586	108,514	108,456	110,001
2020	107,742	107,600	107,481	109,619
2021	106,891	106,657	106,457	109,222
2022	106,022	105,677	105,380	108,816
2023	105,136	104,661	104,243	108,398
2024	104,225	103,602	103,041	107,952
2025	103,303	102,515	101,785	107,490
2026	102,341	101,388	100,472	107,003
2027	101,356	100,238	99,118	106,493
2028	100,343	99,060	97,737	105,958
2029	99,315	97,868	96,338	105,397
2030	98,262	96,651	94,913	104,799
2031	97,197	95,422	93,477	104,170
2032	96,127	94,187	92,029	103,516
2033	95,061	92,957	90,584	102,847
2034	94,000	91,734	89,139	102,146
2035	92,951	90,523	87,709	101,435
Total:	-17,297	-19,725	-22,539	-9,296

Figure 13: Expected number of population of Maribor under four scenarios, 2017-2035



Under the medium scenario, the population of Maribor would decrease by 7.1% by 2025, and by almost 18% by 2035 (compared to 2017). In 2025, young people aged 15-34 would represent 19.75% of the population, and 23.96% by 2035 (compared to 22.36% in 2017). Under medium scenario, share of youth in Maribor would be decreasing by 2027, and then growing again by 2035.

In case of growing net migration, Maribor population would decrease by 6.3% by 2025, and by 15.7% by 2035 (compared to 2017). Compared to 22.36% of youth aged 15-34 in 2017, their share would decrease to 20.21% of Maribor population in 2025, and then again grow to 24.78% in 2035.

The scenario on reducing net migration shows a different picture. It also shows a 7.68% decrease in Maribor population by 2025 and 20.44% decrease by 2035 (compared to 2017). Compared to 22.6% youth in 2017, their share would decrease to 19.31% in 2025, but the trend would turn and result in an almost same share of youth in 2035 as in 2017 – 22.92%.

The zero-migration scenario also foresees a minor decrease in the population, for 2.93%, by 2025, and a 8.4% decrease by 2035 (compared to 2017). In comparison with 22.42% youth in 2017, their share would decrease to 19.44% in 2025, and even further to 17.8% by 2035.

5. Characteristics of youth migration in the municipality

5.1. General characteristics

As a strong industrial centre, Maribor was also an immigration city for people from former Yugoslavia in the post-war era, especially from Croatia, Bosnia and Hercegovina, Serbia and Macedonia. They established strong diaspora communities. In several interviews, the Serbian community was mentioned. In the last decade, an increase of foreign born persons living in Slovenia has taken place, with more emphasis on Kosovo and Macedonia as countries of origin (Albanian ethnicity). The age structure is also emphasizing that the communities of foreign born persons from Kosovo and Macedonia are much younger – having in the age group of 15–34 37.23% and 31.68% of persons, respectively. In comparison with foreign born persons from Bosnia and Hercegovina, Croatia and Serbia where these shares are much lower – 19.18%, 8.78% and 15.05%, respectively. The difference is even higher in the age group of children (0–14) – foreign born children from Kosovo reach 11.81% in comparison with Serbia, where only 3.09% were children. On the other hand, specific focus in Maribor is on integration of the Roma population.

Although no data were provided on emigration streams from Maribor, Maribor had in almost whole period from 1989, a negative natural population change. The research paper on return migration of recent Slovenian emigrants (Razpotnik 2017), indicates that the majority of emigrants in the period after 2008 were heading to Austria, Germany and Switzerland, UK, Belgium and Luxemburg.

Due to the social and economic conditions, many from Podravska and Pomurska region found a job in the neighbouring Austria – with people from Maribor mostly concentrating mostly in Graz and its surrounding – creating a strong circular migration flow in the region. Automotive industry, metal processing and construction are estimated to be the major employers. It is hard to estimate the format of commuting – daily, weekly or monthly. However, many of them return to Slovenia daily.

A different case is the one of posted workers, where Slovenia stands out in Europe. It's a case of people being appointed to work for the Slovenian company in Austria or other countries.

Return migration is not prominent, however youth who went abroad for education purposes only (mostly on exchange programmes) are returning and older migrants are returning after retirement.

5.2. Perceived characteristics of youth migration in Maribor

Interviewed institutional actors on the level of municipality are acknowledging that there is a link between migration patterns and development, recognizing various motivations of daily, short-term and long-term migrations to Maribor, although all institutional actors are noting that neither youth migration nor development fall directly within their scope of work. Daily migrants/commuters with even stronger migration flows in the past have traditionally been part of Maribor landscape due to the city being economic and educational centre, with the Western Balkan countries recognized as main countries of origin. Daily migrants commuting to Austria for work are a strong feature. Traditionally, there have been labour-led daily migration flows from Croatia to Maribor (due to proximity of the border), and we assume these flows might strengthen with growing foreign investments to Maribor.

Strong ethnic minorities in Maribor refer to labour-led migration from Western Balkan countries. Youth migration is mostly perceived to youth immigration, closely connected to increasing youth mobility, with the motivation of seeking quality education and better employment opportunities. Within the municipality, the Office for Culture and Youth drafted Local Program for Youth, enhancing youth mobility and strengthening integration of youth (primarily those living in the city), achieving self-sufficiency, especially regarding employment.

The mayor recognizes that in terms of economic development, Maribor is still in transition period, with high level of unemployment, but demographic indicators are starting to show a more positive picture. The mayor acknowledges that "new economic opportunities related to foreign investments are bringing about rebirth of the city, strongly connected to migration perspective."[4] Therefore, the city shall start developing its infrastructure accordingly, and the initiative to establish an international school falls in line with this. The city already started adapting to high number of daily commuters, developing transport infrastructure within the framework of the concept of sustainable mobility (public transport, cycling routes, car-sharing system). Among factors hindering development is national government's responsibility for decision-making on investment / infrastructural projects, with attempts though to transfer this responsibility to local level through legislative changes. On municipal level, low culture of accepting newcomers is recognized as a factor hindering development.

Integration policies have in the past in the context of the municipality focused on Roma minority, and partly on economic migrants from Kosovo. With the Roma minority being recognized as an ethnic minority in the Constitution of the Republic of Slovenia[5], this represents the basis for numerous targeted integration measures, often provided on state level. This does often not apply for members of other diaspora communities. Most institutional actors referred to Western Balkans countries as main countries of origin for immigration to Maribor. Institutional actors do not differentiate among

[4] YOUMIG interview, with the mayor of Maribor, June 5th, 2017

[5] The Constitution of the Republic of Slovenia recognizes two autochthonous national minorities (Italian and Hungarian), and one ethnic – Roma minority, living in Slovenia, and grants members of these minorities special rights (positive discrimination measures).

migrants from Western Balkan countries, often emphasizing that integration is eased when there is a similarity in languages spoken, which diminishes the language barrier. But migration related to foreseen foreign investments would also bring migrants from other countries (e.g. Far East), where the language and culture differences might be more challenging to overcome.

The Employment Service of Slovenia, due to its scope of work, focuses on labour-led migration, and recognizing traditional immigration from Western Balkans countries. This mostly applies to citizens of Bosnia and Herzegovina, as Slovenia has a bilateral agreement with, to allow for easier access of Bosnian labour force to the Slovenian labour market, and usually it refers to either seasonal agricultural workers or construction site workers. Western Balkans countries aside, increasing trends of people migrating from Romania and Bulgaria, but also Ukraine, Russia and other former Soviet Union republics, that are not part of the EU, can be observed. Among identified problems is recognition of education obtained abroad. Employment-led migration as the main motivation applies also for youth migration.

The Health Insurance Institute of Slovenia emphasized the issue of posted workers. Slovenia stands out in Europe due to an extraordinary outflow of posted workers (Slovene and foreign citizens) to European countries, with the number of posted workers rising. On national level, the share of posted workers is the highest with the Maribor Regional Office. On the other hand, posting of foreign citizens does not necessarily mean they de facto do reside in Slovenia. With new legislation being adopted, conditions for posting of workers will be stricter (among main challenges is how to measure where the significant proportion of a company's activities is taking place).

Youth emigration is usually related to better educational and employment opportunities abroad, also by the municipality and other institutions, even though they do not follow migration patterns systematically. Within the municipality, the Office for Culture and Youth drafted Local Program for Youth, enhancing youth mobility and strengthening integration of youth

Other institutional actors have in general been reluctant to discussing correlation between migration and development, as neither fall within their work scope. Civil society organizations working in the field of migration see an important contribution of migration to (local) development, but also a need for more integration measures.

5.3. Results of the interview with young migrants

Fourteen interviews have been conducted with young migrants from or to 10 countries (Bosnia and Herzegovina – 3 interviewees, Austria – 2; Serbia – 2; and Bulgaria, Germany, Hungary, Poland, Russia, Syria, and Thailand – 1, respectively). In selection of interviewees, we were striving towards gender balance: 8 of our interviewees are males (57.1%), and 6 females (42.9%). Same balance applies to their educational attainment: 6 interviewees have completed secondary education and 8 tertiary education. Nine (64,3%) of the selected interviewees have children. Majority of the interviewees (10 interviewees or 71%) migrated to or from Danube countries. More than half of migrants' decisions to migrate were related to better work and employment opportunities (57%), followed by educational opportunities (20%). One migration is related to family creation, one to parent's decision to migrate, and one was forced migration due to armed conflict in the country of origin.

As mentioned already, Maribor is an important university centre established already during the Yugoslav era. Educational migration from former Yugoslav republics is still widespread. Two of our interviewees migrated due to educational purposes to Maribor. After completing two years of

gymnasium school in their country of origin, they were presented the opportunity to complete International Baccalaureate in Maribor; at that time, there were scholarships available for Serbian students. After secondary education, they also continued with tertiary education in Slovenia (one of them in a deficient profession). As motivation of both young migrants was the same, comparison of their similar stories is interesting, however, since one of them has dual citizenship (Serbian and Hungarian), and the administrative burden related to migration cannot be compared. This applies also to opportunities at the labour market. "Since I am a Hungarian citizen, I am entitled to the unemployment benefit, I received the same treatment as Slovenes, and I was paid for the internship. If I had only Serbian citizenship, I would not be paid for traineeship, I would not get unemployment benefits, it would be difficult to arrange a work permit, so I did not have problems because of dual citizenship." The one with the EU citizenship was entitled to similar rights as Slovene citizens, while the other had many administrative complications. The latter refers to incoherent legislation in different fields. Due to her previous achievements, the first person applied for the status of an independent artist, which required from her to have a status of a sole proprietor. But in order to be allowed to work as a third-country citizen, she would need a work permit (single work and residence permit). Upon submission of her request, she is given a status of an employed person (as a sole proprietor, and has to pay all related contributions), but is not allowed to work, until her request for the status of an independent artist is considered.

Family formation was in case of some migrants the pull-factor for migration, in others it was interwoven with other circumstances. One interviewee elaborated: "During my studies, there were many colleagues who were looking for opportunities to go abroad, but I have never been interested. I just didn't see myself moving to another country." With support of their family members, integration has been eased, including learning the Slovenian language, resulting also in obtaining citizenship in Slovenia. "I never thought I'd stay in Slovenia, so I didn't consider learning the language. However, when it became obvious I will stay here I learned Slovenian, although I never took a class. One of the "lucky factors" was, that my mother in law doesn't speak foreign languages, so for communication, I started learning Slovenian." Obtaining language skills can also be supported by enrolling in educational programs: "Getting a Master's degree in Slovenia enabled me to get better in the language especially in technical terminology." In terms of status, migrants moving to Slovenia for family formation are often in a beneficial status compared to labour-led migrants: "As he was a Slovenian citizen, I got the rights of the family member of the citizen, so I was not in the same situation as most other migrants who originated from other republics of former Yugoslavia, who came to Slovenia."

"Searching for internship is more difficult than just looking for universities and study courses; you need to be proactive, but you learn a lot from such experience, although many people do not even know about this." One of the interviewee decided to move to Maribor for educational purposes, closely linked to her entrepreneurial ambitions, but in the meantime, she already started her own company in Slovenia in a different branch. Among the challenges she encountered was access to information about the system and her responsibilities as a sole proprietor.

The immigration decision of interviewees is linked to better opportunities abroad. One interviewee was dissatisfied with business environment and payment culture in Slovenia, but decision to migrate (and not return) was later also related to family formation. One immigrant to Germany was nominated by Slovenia for a position in an international structure, therefore the organization took over whole administrative burden, and supported her migration. One interviewee emphasized that better working environment coupled with regular and better payments eases the decision to move abroad. Due to higher standard, even physical labour in some countries of destination (Austria, Germany) is better paid as highly qualified labour in Slovenia.

The daily commuter was motivated by lack of opportunities on labour market in Slovenia. Previously, she had experience with demanding positions (in terms of workload), which affected her health condition. After being unsuccessful with job seeking in Slovenia, she targeted Austria, and was eventually successful. Compared to Slovenia, she believes the system of employment in Austria is more user-friendly, without unnecessary waiting lines and bureaucratic complications. Though the main difference she notes is different attitude towards workers - a very high work ethics, but worker's well-being is important for the management structure.

Bureaucratic / administrative barriers have been emphasized by immigrants and emigrants, also closely related to language barrier. Immigrants to Slovenia emphasized language barrier as an important obstacle. Even in arranging the residence permit, though the Administrative Units have an Office for Foreigners, the staff only speak Slovenian – which is by public officials explained by a very inflexible regulation under Public Use of the Slovene Language Act. Quite often, negative or reluctant attitude has been pointed out by interviewees, most often referring to the Administrative Unit or Employment Service of Slovenia. One of the migrants even concluded that though at first she had the impression of being discriminated due to her foreign background, she later established the officials at the Employment Service are just without appropriate attitude towards clients, regardless of their nationality. The conclusion or recommendation by many interviewees was that the public authorities should be more flexible when providing services to foreigners.

Better access to various information pertaining to administrative issues of foreigners has been emphasized, since scattered information in line with narrow scope of one institution's responsibilities does not enable a foreigner to obtain all information regarding an issue, including some differences that might apply in case of a foreigner. It is noted that even obtaining relevant information is an important skill, not pertaining to all migrants. "At the same time, I realize that often the skill of obtaining information and interpretation of legislation is related to education; I cannot imagine the burden of similar problems, perhaps for foreigners with lower education who do not know the system, and do not understand the language well. Often, officials cannot advise or even give faulty advice on a specific issue."

Some interviewees expressed concerns regarding health services. One of them, who moved to a developing country (Pacific Asia), emphasized that the health service in the destination country is better organized and of a better quality than in Slovenia, without prolonged waiting periods. Similar reasons led the daily commuter to Austria to selected personal physician is in Austria, or an immigrant from Hungary to keep using the Hungarian healthcare system, although living in Maribor.

Tax regulation was pointed out by some interviewees as a problematic issue. According to our legislation, the emigrant to Germany has to report her income to the tax authority, and for an online system she needs a digital certificate. But she can obtain and prolong its validity only in person (not by authorizing someone), therefore she has to return to Slovenia for being able to fulfil her tax obligations, provided in the national regulation. The daily commuter emphasized that what she considers as "double taxation" (due to different countries of residence and employment, she pays taxes in the country of employment and the difference between tax rates in the country of residence) should be regulated, since she feels it is discriminatory.

Immigrants usually note they are satisfied with Maribor as a city providing good quality of life, all referring to Maribor as a safe city, but some sense negative attitude towards foreigners, especially as Maribor (and also Slovenia in general) is not really an intercultural city.

"Also, systems between countries are different and you have to obtain information about the system in the country to which you move, which requires some engagement from the individual." Interviewees acknowledge that moving abroad requires much effort and flexibility in arranging administrative

matters and adjusting to new life. “Any new work or situation you are in, will require that you adjust and learn something new. Being a foreigner, there are just more such situation. Otherwise you adjust automatically during your growing up, and sometimes do not even notice it.”

6. Typical biographies of young migrants

Migrant’s story 1: In search of better employment opportunities in Slovenia

The story of the first migrant represents a traditional labour-led migration to Slovenia: his profile is very sought-after at the Slovene labour market, due to lack of workforce with such qualifications. After obtaining the post, he moved to Slovenia, with administrative support provided by his employer. As his employer wanted to lower his pay, and was not paying his social contributions (though obligatory in Slovenia), he found a new job. He is not lonely in his experience: there are still cases of companies providing paperwork, that try to hold the workers in a disadvantaged position and “squeeze” them for money. He also worked in Germany, as a posted worker. He had been working with two companies but was very dissatisfied, the issue of posted workers should be regulated – and it has to happen from top down.

He considers Maribor as a nice, safe city. Compared to German cities where he lived in the past, he prefers staying in Maribor. Though his wife and his son are Croatian (EU) citizens, he had to prove he will be providing sufficient funds for his family members after they moved to Slovenia. Now, they have all support services arranged in Maribor, from health care, to kindergarten for his son. He wishes his wife would get a job in Maribor; in that case they would love to stay permanently.

His decision to move to Slovenia was based on better employment opportunities. Though he was dissatisfied with the first employer, he found a new job, and arranged reunification with family members (wife and son). His migratory path evolves around better job in Slovenia, and consequences it brought in relation to life of his family. He foresees their future in Slovenia.

Migrant’s story 2: Meeting the significant other from abroad

Though she has never been interested in moving abroad, she met her significant other in the time of finishing her studies. After deciding to get married, she moved to Slovenia as her husband was already employed, and got a child after a while. She got rights pertaining to family members of a Slovenian citizen. She notes that she was not in the same situation as most other migrants who originated from other republics of former Yugoslavia, who moved to Slovenia. She had the support of a person, who was a “native,” but was also very proficient in her language; therefore he was able to help her with language learning. She had the right to start attending the language classes right away, whereas working migrants had to wait for a few years, before they were allowed to join the free courses provided by the government. There she met with other migrants to Slovenia, they had different backgrounds and attended different level of courses. After completing the course, she was issued a language proficiency certificate, which was one of the requirements for application for Slovenian citizenship.

She decided to continue her studies, while working student jobs. Though she obtained the same level of education in her country of origin, she decided to obtain education in Slovenia, including the fact she would have to nostrificate her degree (with all related costs), and obtaining a degree in Slovenia enabled practicing the language and terminology. Later, she was employed (not as a continuation of

her student work). Though still in close contact with her family, she is not affiliated to the diaspora community in Maribor/Slovenia. She has also obtained Slovenian citizenship, and does not have the citizenship of the country of origin anymore (one of requirements to obtain Slovenian citizenship).

Among encounters with administrative bodies, she does not mention many problems. Compared to her country of origin, she emphasizes there are no waiting lines in Slovenia. She believes the prices for services at the administrative unit are very realistic, or sometimes there is no fee. She thinks the Slovenian bureaucracy is really not bad. The only exception she mentions is the Employment Office where she had a terrible experience, being treated as something less (later she realized it is not how they treat migrants, but it is their attitude in general). She does not deem the Office useful at all.

She cannot say she ever experienced any negativity for being an outsider, though she is not a "typical ex-Yugoslavian migrant in Slovenia" – she learned the language very quickly and she wanted to integrate, though she has not forgotten her culture and tradition. As she comes from a country with a predominantly different religion than Slovenia, she still celebrates her holidays.

She did not plan to migrate nor was she interested in moving abroad, but then she met her future husband and took the decision to move. Consequently, she arranged her life in Maribor, learned the language and obtained citizenship. She narrates her story as an actor of change in her life: after moving to Slovenia, she decided to obtain educational degree, to establish herself in her profession, but family formation representing the key moment in her life that marked her life path.

Migrant's story 3: Seeking new challenges abroad

She obtained secondary and tertiary education in Slovenia, and was employed in both public and private sectors. Since high school, she has been involved in international projects, which continued through to tertiary education and later during employment. After completing her studies, she was employed in the private sector, an academic institution (where I also obtained a doctoral degree) and a national banking institution. During her last position in a national banking institution Slovenia, she got the opportunity to work in an international structure – she applied for a position in a similar European institution (but still had to undergo the competitive recruitment process on the level of the institution). The decision to move was a decision for the institution, not for a country.

Though she moved alone (her partner joined her later), she was provided all the information on administrative matters by the employer, and at the relevant administrative offices. She notes that due to a special regime for employees of European institutions, she did not need to arrange numerous administrative requirements in comparison with the employees of German companies. She is satisfied with institutional setting, providing her support in settlement in the country of destination. She only applied for this post, therefore with the exception of the recruitment procedure for her current post, she does not have experience with seeking employment directly on the German labour market. She noted though that when her partner joined her, he had to compete in the labour market and his peers who were natives were given priority: "Even though he is fluent in German, he was nevertheless treated as a foreigner. He certainly had to stand out more and to persuade the potential employer to treat him on, as if he were a (German) citizen." Additionally, compared to her situation, there are more administrative tasks, more effort is needed, more formalities to be arranged. He did not have any negative experience with administrative institutions. Although they are rigid, the system works, you can obtain information without any problems, including what institutions to contact for certain issue. Though she adds that even in Germany, arranging administrative matters is not organized in a way that an individual would go to a focal point where foreigners would be provided with all relevant information. After migration, she had problems with Slovene tax authority, arranging her income being tax exempt due to working for an European institution, and having to arrange prolonging validity of the certificate for entering the tax system. "It is difficult to understand why the extension of a digital

certificate in the information age should be arranged personally at the office, since this represents a significant additional burden especially for people living abroad." Due to better opportunities abroad, she does not mention considering returning to Maribor.

The city where she is living is an intercultural city; therefore she does not sense the language barrier. Regarding attitudes towards foreigners from different countries of origin, she did not get a feeling that they would have a different attitude towards foreigners from different countries.

Her migration trajectory evolves around her professional career, which she decided to upgrade in an international setting, with adjusting her personal life to this change.

7. Challenges connected to youth migration and policies aimed to deal with them

7.1. Young migrants on policy challenges

Migrants' stories are revealing some ambiguities in the attitudes and perceptions of the authorities and population in Maribor. Although in general the administrative practices are timely and professional, there are cases of misunderstanding and even abuse. On the other hand, job market is perceived as closed and almost impenetrable for the migrant workers – it is very tough finding a job, which causes frustration among migrant youth. Staff at some public services, i.e. health sector, can be ill-informed about the insurance rights in connection with migrant status – this problem roots in the complexity of the right to get health service and coverage of costs. On the other hand, waiting lists and times for receiving specific health service in public health system are a cause of concern.

In many cases and in early phase of migrant contacts with public administration, communication was raised as a problem – lack of staff capable to communicate in foreign language. In general, migrants do not see any efforts or specific action by local authorities focusing on them. Hence, the free courses of Slovene language are important, yet the eligibility of migrants is confusing (as migrants can participate in them only after living in Slovenia for some time, although they'd need language support even before entering Slovenia).

However, an education exchange programme with Macedonia was identified, enabling Macedonian pupils and students to study in Slovenia. Slovenia is covering students costs as part of the Official Development Aid (ODA) to Western Balkans, i.e. Macedonia, Serbia, Montenegro, Kosovo, Bosnia and Hercegovina. Student costs in 2016, reported as ODA, represented 24,32% of total bilateral ODA (EUR 6,14 million), a 21% increase compared to 2015.

Qualitative research identified several policy fields where more action is needed:

- Improve knowledge and capacities of staff, working with migrants in the fields of communication and language skills;
- Providing to-the-point information for migrants regarding various administrative issues;
- Setting up a support environment for youth and migrating youth to mitigate self-employment;
- Closing a loophole in case of citizenship, where a new citizen is two weeks without valid personal identification document, thus practically in offence;
- Improve availability of places at dormitories for migrant students;
- Improve accessibility of studying at specific faculties for migrant students;

- Strengthen information about opportunities of ERASMUS program for migrant students;
- Improve the attitude of the local population regarding migrants that was negatively affected in the time of a large-scale arrival of refugees in 2015–2016.

7.2. Policy competences, institutional actors involved

In Slovenia, policy-making is still centralized, with line ministries responsible for coordination of certain issues. Policies pertaining to youth fall within the competence of the Ministry of Education, Science and Sport, within which a separate, independent governmental body called Office of the Republic of Slovenia for Youth has been established.

The Office of the Republic of Slovenia for Youth is a public authority responsible for the field of youth and realisation of the public interest in the youth sector at the national level. It is an independent body within the Ministry for education and sport since 1991. The Office for Youth prepares regulations and measures for the youth sector. It promotes non-formal learning processes to increase competences of youth in their transition from childhood to adulthood. It develops suitable mechanisms for supporting youth organisations and organisations for youth, which are of key importance for promoting active youth participation.

In 2009, the Slovenian Government established the Council of the Government of the Republic of Slovenia for Youth, a consultative body that proposes measures and monitors the consideration of youth interests in various public policies at the national level. The Council gives the Government and the responsible ministries incentives and suggestions for the regulation of youth matters and, in particular, promotes youth participation in these processes. The Council, which is comprised of representatives of youth organisations and various ministries on an equal basis, is chaired by the Minister of Education and Sport. In 2013, National Program for Youth 2013–2022 has been adopted, though not specifically addressing youth migration.

Policies regarding migration fall under the responsibility of Ministry of Interior. Already in 2002, a Resolution on Migration Policy of the Republic of Slovenia was adopted based on the Aliens Act, recognizing individual's right to move as a form of expression of freedom of movement, a right protected by the Constitution of the Republic of Slovenia[6]. In 2010, the Ministry of Labour, Family, Social Affairs and Equal Opportunities drafted the Economic Migrations Strategy for the period 2010–2030, recognizing Slovenia joining the group of countries facing labour shortage. Among Strategy goals are to provide guidelines and measures to ensure work experience of domestic workforce abroad, and to reduce brain drain by encouraging circulation of professionals.

In 2017, a new Government body, Government Office for Support and Integration of Migrants, has been established, but only asylum-seekers and international protection beneficiaries fall within their responsibilities. Other issues related to integration fall within the remit of various line ministries (e.g. Ministry of Labour, Family, Social Affairs and Equal Opportunities, Ministry of Education, Science and Sport, Ministry of Health).

In terms of youth immigration to Slovenia, scope of rights entitled to migrants greatly depends on their status in Slovenia. International protection beneficiaries are entitled to the most comprehensive set of rights. Their rights are equal to rights of Slovene citizens with the exempt of some political rights.

[6] Aliens Act, Official Gazette of the Republic of Slovenia 50/2011, 2011

All migrants are entitled to the Initial Integration of Migrants program, with Slovene language courses and Slovene culture and state system courses. But this measure is limited to migrants with permanent residence permit and migrants with temporary residence after a year of residing in Slovenia (except family members of Slovene citizens, they can participate immediately) – although they would need this kind of support immediately after they move to Slovenia. An additional question arises, whether free-of-charge language course represent sufficient / adequate integration support, as highlighted in the interview with the representative of Slovene Philanthropy (an NGO active with migration issues).

Everyone with a permanent residence in Slovenia shall be enrolled into the obligatory health insurance system, regardless if Slovene or foreign citizen. Therefore, all legally residing foreigners are enrolled into the Slovene obligatory health insurance system; although, for foreign citizens, an important feature is great fluctuation, shifting among various employers (very often they are employed for a fixed term), and migration flows between different states. Regarding the scope of rights within the health insurance system, citizenship is not a factor determining the scope of rights. In case of a person being enrolled into obligatory health insurance system abroad, the Health Insurance Institute of Slovenia does not identify whether it is a daily migrant or a person who moved abroad. Also, for inclusion into the Slovenian health insurance system, a resident must provide evidence of not being insured in a health system abroad.

Migrant children are enrolled into regular educational system, but enabled additional hours for Slovene language course. In the beginning, they undergo a preparatory phase, but participate in regular classes few hours per day.

Family reunification processes are extremely lengthy and with strict requirements for foreigners who want their family members to move to Slovenia (in contrast to a Slovene citizen (re)uniting with his or her family members). The family member in Slovenia must present the ability to sustain the family members (sufficient financial means), in case the reunification shall be implemented. The Maribor Administrative Unit emphasized that for family reunification, family members must actually reside in Slovenia (they are also entitled to some social transfers); but de facto, their actual residence in Slovenia is hard to verify.

Regarding migrant workers, the Administrative Units issue the single residence and work permit, which requires the Employment Service of Slovenia's approval (granted if lack of available workforce profile in the domestic labour market). The Employment Service of Slovenia strives towards facilitating labour market integration of migrants. In case of an on-job training of migrant, the employer prepares a list of 100 most frequent phrases and terms in the workplace, which is translated by the Employment Service into a language, spoken by the migrant. There are exceptions though – in case of international transport and people with special achievements (workers in sports and culture), with special legislation covering their cases.

Although language barriers represent a challenge, so does the institutional obligation of public officials communicating in the national language (legal requirement). Slovenia is often not seen as a multicultural environment, which would recognize intercultural diversity, as underlined by the Slovene Philanthropy. The Maribor Administrative Unit representative explained that although some forms have been translated into foreign languages (English, German and Serbian) for the purpose of facilitating their application by foreigners, the Public Use of the Slovene Language Act shall be applied and the officials are asked to speak Slovene (and foreigners are assisted by interpreters).

Recognition of qualifications (certificates / diplomas) has been identified as the key challenge in labour market integration by the Employment Service of Slovenia and both NGOs working with migrants. The Employment Service of Slovenia acknowledges that integration into the labour market is the most challenging for persons with recognized international protection status, due to language barriers, different cultural background, and different educational system. The language barrier as the main obstacle for the labour market integration of international protection beneficiaries has been underlined also by the Association Odnos and Slovene Philanthropy. Slovene Philanthropy suggested an actual knowledge verification system as a solution to this problem.

On municipality level, the Office of Culture and Youth focuses on mobility of youth, but is not yet in the position to address migration through an interdepartmental / interdisciplinary approach. Local youth program has been developed, partly addressing youth migration, as it promotes youth mobility. It is aimed at youth integration (primarily of youth living in the municipality) into the society, achieving self-sufficiency, especially related to employment and self-employment. Although when developing strategic documents, various stakeholders and the professional public are engaged, after the document has been developed, the cooperation among stakeholders, and among various departments of the Municipality, wanes. The Office of Culture and Youth pinpointed that numerous measures and incentives are available to youth, but even on the national level, there is no clear overview of all actions and initiatives available to young people by various line ministries.

Slovenia stands out in Europe due to an extraordinary outflow of posted workers (Slovene and foreign citizens) to European countries, with the number of posted workers rising. On national level, the share of posted workers is the highest in the Maribor Regional Office. On the other hand, posting of foreign citizens does not necessarily mean they de facto do reside in Slovenia. With new legislation being adopted and coming to force in January 2018, conditions for posting of workers will be stricter (among main challenges is how to measure where the significant proportion of a company's activities is taking place).

International protection beneficiaries are entitled to the most comprehensive scope of rights. For three years after being granted international protection status, they are entitled to integration measures (support of a refugee counsellor, Slovene language courses, free accommodation in an Integration house or financial compensation for accommodation at a private address, and social transfers). Although the Government has at disposal two so-called Integration Houses (in Ljubljana and Maribor), their capacities do not suffice for the number of international protection beneficiaries. The main problem is lack of access to the real estate market. Usually the owners rent them an apartment of poorer quality for a higher rent. Rules on calculating social transfers are not completely coherent between different institutions. After a person is granted international protection status, he or she may wait for quite a while for the financial social assistance, leaving him or her extremely vulnerable (in the past, they have been entitled to one-time financial assistance, but this measure has been dismantled).

Labour market integration is extremely problematic, since the employment opportunities are lacking, especially with Slovene labour market / employers lacking diversity management. Sufficient knowledge of Slovene language is quite usually a precondition for employment. And occasional works affect social transfers of migrants (especially international protection beneficiaries), so oftentimes, they do not decide to undertake occasional works although it would be of added value in terms of acquiring competences. Meaningful, life solutions are lacking in the system. Though the Employment Service is currently providing support and specifically targeting migrants integrating in the labour market, this tailor-made support cannot depend on project funding, it shall be systemically ensured. Additionally,

there is a clear lack of a supporting environment that would mitigate self-employment of migrating youth (and youth in general).

The University of Maribor annually enrols around 800 foreign students (90% of those through an Erasmus exchange), and 350 students (although they have the capacity to send 800 students for an exchange) decide for a student exchange abroad. They also engage 200 foreign professors undertaking shorter modules. The University facilitates obtaining visa for foreign students and lecturers by issuing letters of guarantee (if needed), it also assists with arranging accommodation and administrative requirements. The University also organizes Slovene language classes for foreign students. Students (with a valid student status) have equal rights regardless of their citizenship (e.g. health care, housing, student work, subsidized student meals).

In integration of migrants into the society, their social network plays a significant role. Hence, the Slovene Philanthropy points out the need for positive discrimination measures for international protection beneficiaries, usually lacking the social network in their country of destination.

Most cultural associations joined in the federation / union have been established by migrants from former Yugoslav republics; although active members belong to the second or third generation. Their engagement in the associations mostly relates to establishing and connecting with the culture from the country of origin of their family, and preserving their own cultural identity. At the same time, the cultural associations are bridging migrants and the majority population by presenting their culture. The Office of Culture and Youth also acknowledges that long-term foreign students studying in Maribor mostly originate from former Yugoslav republics. Also, for the purpose of integration, a structure providing support that is not based on the ethnic or geographic origin (such as diaspora) but on similar interests and integration needs (such as self-employment) is needed.

The Federation of Cultural Associations Maribor representative highlighted the issue of dual citizenship. As some of the EU candidate countries in the Danube region are accessing the EU integrations and enable dual citizenship (e.g. Slovene and Serbian), this might constitute an issue with regards to voting rights for European Parliament elections. Although for obtaining Slovene citizenship, the applicant shall renounce the previous citizenship, but for example for Serbia, he or she can obtain it again (after obtaining Slovene citizenship).

Slovene Philanthropy pointed out that more local level measures would be needed, together with a comprehensive integration policy for all migrants regardless of their legal status. Cooperation among institutions should be strengthened, together with an interdisciplinary approach. The process of developing integration measures is too lengthy. Systemic and strategic approaches are lacking when addressing migration and integration issues.

Quality disaggregated data is of crucial importance for policy making. The Maribor Administrative Unit acknowledges that the number of foreigners moving to Maribor is growing and that (exchange) students account for an important share, although the majority are still moving to Maribor for the purpose of work. The Administrative Unit exchanges information with the Ministry of Interior and the Schengen Information System.

The Statistical Office collects data on internal and international migration. It considers migrants under internationally agreed definition, i.e., a person who migrates to Slovenia with the aim of residing for at least a year. Hence, shorter-term migrations are not considered. Information on migrants is regularly

followed broken down into: citizenship, country of previous residence, country of first residence, age and gender. They also collect data on education and activity status.

Under the purpose of immigration, they differ among following categories: employment or work; family reunification; study or education; other; and unknown. It shall be added that due to the principle of free movement of people within the EU (relevant also for most Danube countries), other statistical methods are used to determine the purpose of migration since the EU citizens are not required to obtain residence permits. Data on temporary or permanent residence is monitored for all persons residing in Slovenia (citizens of the Republic of Slovenia and foreign citizens). They also record number of admissions to citizenship. Daily migrants (an important feature for the Maribor Administrative Unit) are not recorded in their statistics.

An exchange of data is established with the Ministry of Interior, Pension and Disability Insurance Institute of Slovenia, Health Insurance Institute of Slovenia, Financial Administration of the Republic of Slovenia, Employment Service of Slovenia – they obtain micro data and strive towards interconnecting the data. The Statistical Office representative believes the exchange of information on national level is adequately regulated. In the Central Population Register, data on Slovene citizens are of good quality unlike data on foreign citizens. Among the missing data / data hard to acquire is education of female foreign citizens who are not employed in Slovenia. There is no cross-border data exchange, also due to the personal data protection act.

For data collection of the Ministry of Interior relating to data on foreigners, most important databases are the record on temporary and permanent residence permits and record on foreigners' participation in integration programs (both referring only to third-country nationals).

The Ministry of Labour, Family, Social Affairs and Equal Opportunities established an information system (called Information System of the Social Welfare Centres) for the purpose of implementing sectorial legislation and public powers of Social Welfare Centres, and ensuring payment of social welfare and other transfers. The information system gathers information on parental care and family benefits, scholarships, social security benefits, and its impeccable functioning is a prerequisite for deciding upon these rights (monetary social assistance, welfare allowance, child allowance, state scholarships and other related payments and subsidies). The data compiled in the Information System is gathered only on the basis of a client's application for certain social welfare benefit, i.e. only for the specific purpose of exercising certain social welfare right from public funds. The Ministry and Social Welfare Centres obtain data on applicants from other official databases of various institutions (e.g. Ministry of Interior, including the Central Population Register, Ministry of Education, Science and Sport, Pension and Disability Insurance Institute of Slovenia, Employment Service of Slovenia, Health Insurance Institute of Slovenia, Tax Administration, Agency of the Republic of Slovenia for Public Legal Records and Related Services).

Among data collected by the Health Insurance Institute are citizenship, age, permanent address, obtained education and employment. Exchange of information by the Health Insurance Institute is established by the obligatory health insurance system (e.g., employers, Pension and Disability Insurance Institute of Slovenia, social welfare centres, Employment Service of Slovenia). Data bases of the Administrative Unit, Health Insurance Institute and Central Population Register are connected. There is no automated cross-border exchange of information.

The Employment Service of Slovenia signed protocol on information exchange with key institutions, mostly referring to social transfers. All data collected by the Social Welfare Centres is compiled in the

Information System of the Social Welfare Systems by the Ministry of Labour, Family, Social Affairs and Equal Opportunities, so they have daily insight into social transfers. The Social Work Centres do not gather information for social transfers based on applicant's citizenship. They also pointed out that all social policies are developed on national level (by the line ministry), which are implemented by the Social Welfare Centres.

On municipal level, the Municipality of Maribor obtains statistical data if needed (by the Geographic Information System Service), but they do not have a specific department focusing on developing strategic data based on available data/information.

7.3. Policies aimed to deal with the consequences of youth migration

Representatives of institutions emphasized that they do not follow and analyse youth migration systematically. Youth migration is mostly perceived as youth emigration, closely connected to increasing youth mobility, with the motivation of seeking quality education and better employment opportunities. Youth emigration is also often connected to brain drain (also quite present in the public debate), young people seeking better opportunities abroad.

In 2015, most immigrants to Slovenia from the Danube region came from Serbia and Bulgaria (13% of immigrants). Young people are a mobile group, both in terms of internal and international migration (especially in case of emigration abroad). Austria and Germany are traditionally destination countries for Slovenes emigrating (representing together one third of all emigrants). , Young people account for 45% of immigrants to Slovenia and 40% of emigrants from Slovenia.

The institutional actors have not identified any specific challenges pertaining to youth immigration and their integration. As identified in interviews with migrant youth and focus group discussions, educational institutions often facilitate challenges related to youth immigration, providing support and guidance. Labour market integration is often supported by employers, arranging necessary formal requirements for their foreign employees. In case of migrants already residing in Slovenia, who are trying to enter labour market, the Employment Service of Slovenia shall develop targeted support. As emphasized by one of the interviewees: "Although language barriers represent a challenge, so does the institutional doctrine of public officials not communicating in a foreign language. Slovenia is not a multicultural environment which would recognize intercultural diversity."

Integration measures are not statistically followed; therefore, it is difficult to assess self-sufficiency of immigrants (or any other vulnerable part of population).

Though unemployment rate in Maribor is high compared to other towns / regions in Slovenia, the mayor of Maribor emphasized that new economic opportunities related to foreign investments are not only bringing about rebirth of the city, but the mayor also foresees stronger migration flows to Maribor in the near future, as the current human capital would not suffice.

Within the municipality, the Office for Culture and Youth drafted the Local Program for Youth, enhancing youth mobility and strengthening integration of youth (primarily those living in the city), achieving self-sufficiency, especially regarding employment and self-employment opportunities.

Policy making is very centralized, with inter-sectoral approaches lacking also on national level, let alone municipal level. Stronger efforts in disaggregated data collection are needed for informed and targeted policy making – on national and municipal level.

8. Outlook, Conclusions and Recommendations

The Municipality of Maribor is facing multifaceted social and economic challenges that need strategic approach with clear priorities. With ageing population, low fertility rate in relation to in general negative natural population change, younger generation looking after future in other municipalities of Slovenia and abroad (Austria, Germany, Switzerland), with strong circular migration flow on regional level, such a strategic approach is of crucial importance. Especially, if the first signs of economic recovery would foster additional foreign investments in the region, knowing the capacities of the local population (education level, skills) will be an asset. However, city administration has no comprehensive approach to address the root causes of migrations and to manage them.

On the other hand, even the very first bigger investment in last years into specific industry indicates that some profiles are not available in numbers requested that might cause additional immigration. That might cause additional increase of negative feelings against migrants.

Major policy challenges are lying in strengthening insight into migration dynamics of the city. Sustainable urban strategy is providing a good case for understand causes and effects of natural population change in the city. However, any policy action should take into account the real capacities of the existing stakeholders and actors in this field – knowing that they are usually overburdened and short on staff with insufficient financial means. Thus, prioritisation with political and societal agreement and support is a must, if the city strives toward a result oriented strategy.

To prioritise among well-informed decisions, ensuring quality information as a base of the process, and a precondition for successful work on it, a plan to link information needs with existing data and to identify the routes to fill in the existing and well-known gaps should contribute to:

- Strengthening local economy and providing more employment and self-employment opportunities for youth and young migrants.
- For strengthening supportive environment for integration, more local level measures would be needed, together with a comprehensive integration policy for all migrants regardless of their legal status.
- Administrative burden on migrants would be eased by establishing one reference point for migrants providing all relevant information at one point and referring them to competent authorities for further action. This requires strengthened intersectoral cooperation and interdisciplinary approach. In example: setting up an information protocol that all involved stakeholders working with migrants should know and follow (the example was given for the medical staff and employees at the administrative unit): all information gathered at one place – reasons: staff at health care institutions is not knowledgeable on how to deal with international insurances; the staff at administrative unites dealing with foreigners does not use any other languages apart from Slovenian; the staff at administrative unit does not have all the needed information to advise foreigners in certain matters (such as health insurance). This all could be solved by an operational one-stop-shop network.
- Legal issues with personal document – upon receiving citizenship, all personal documents are handed to the responsible body in Slovenia. Until new documents are provided by the Republic of Slovenia, a person has no legal documents with a picture (country of origin passport and / or ID card are collected, temporary or permanent residency card for Slovenia is collected, and only a paper claiming a person has been accepted as a citizen of Slovenia is handed out to a person – with no picture). This can even cause problems while collecting the Slovenian documents, as they should be issued to the person, but the person has no documents to prove their identity (not to mention, that for the time being the person is in violation of the law, for

not carrying any personal documents upon its person and cannot leave their home). This could be solved by a temporary personal document (similar to a temporary passport in case of stolen documents).

- Better tracking of outward migration, which could also be done by one-stop-shop network (especially with stakeholders such as Financial Administration of the Republic of Slovenia, tracking people earning payment abroad… if connected to other data sets – such as the Ministry of Education – it would be possible to trace the education and skills of outward migrants). In this case the one-stop-shop network can also serve as a data exchange platform and a provider of information to the local community.

Deriving from the previous observations, a one-stop-shop network connecting key organizations dealing with migration and youth integration into society should be established both as a support for inward and outward migrants, as well as a platform for exchange of information and experience among various stakeholders. One stop shop network could present a viable pilot project idea.

The main challenges of the one-stop-shop network would, however, present:

- Establishment of the one-stop-shop network: various local / regional branches of national stakeholders belong to different ministries or are separate entities, thus each of them would have to agree to delegating a person to take over the responsibilities of a network member, but also the users of the services provided of the network can become part of the network itself (for example: University office for international students);
- Inclusion of new members: to cover the different needs connected to the management of migration, not all possible actors may be identified, therefore, a possibility to enlarge the network with new actors has to be incorporated in the establishment of the one-stop-shop-network;
- Commitment of different actors: all actors included to the one-stop-shop network must show a level of commitment to offer the complete support, as each actor is also an entry point that ought to refer to other actors when a migrant contacts them for support. Therefore, it is of vital importance that all members of the network know the fields of work other actors cover.

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Annexes

Annex 1: Tables and graphs containing the main results of the demographic projection

Maribor high migration scenario

Year	Males						Females						Total					
	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.
2017	457	551	-94	-485	-579	53738	436	690	-254	2	-252	56510	893	1241	-348	-483	-831	110248
2018	449	559	-110	-460	-570	53168	424	686	-262	2	-260	56250	873	1245	-372	-458	-830	109418
2019	436	558	-122	-438	-560	52608	415	689	-274	2	-272	55978	851	1247	-396	-436	-832	108586
2020	420	564	-144	-415	-559	52049	402	689	-287	2	-285	55693	822	1253	-431	-413	-844	107742
2021	405	566	-161	-393	-554	51495	387	686	-299	2	-297	55396	792	1252	-460	-391	-851	106891
2022	387	567	-180	-374	-554	50941	370	687	-317	2	-315	55081	757	1254	-497	-372	-869	106022
2023	369	569	-200	-355	-555	50386	350	683	-333	2	-331	54750	719	1252	-533	-353	-886	105136
2024	350	577	-227	-337	-564	49822	333	682	-349	2	-347	54403	683	1259	-576	-335	-911	104225
2025	334	577	-243	-320	-563	49259	318	679	-361	2	-359	54044	652	1256	-604	-318	-922	103303
2026	317	579	-262	-320	-582	48677	299	681	-382	2	-380	53664	616	1260	-644	-318	-962	102341
2027	304	580	-276	-320	-596	48081	288	679	-391	2	-389	53275	592	1259	-667	-318	-985	101356
2028	288	580	-292	-320	-612	47469	278	681	-403	2	-401	52874	566	1261	-695	-318	-1013	100343
2029	281	581	-300	-320	-620	46849	265	675	-410	2	-408	52466	546	1256	-710	-318	-1028	99315
2030	271	586	-315	-320	-635	46214	259	679	-420	2	-418	52048	530	1265	-735	-318	-1053	98262
2031	265	587	-322	-320	-642	45572	253	678	-425	2	-423	51625	518	1265	-747	-318	-1065	97197
2032	263	587	-324	-320	-644	44928	254	682	-428	2	-426	51199	517	1269	-752	-318	-1070	96127
2033	267	587	-320	-320	-640	44288	254	682	-428	2	-426	50773	521	1269	-748	-318	-1066	95061
2034	271	592	-321	-320	-641	43647	258	680	-422	2	-420	50353	529	1272	-743	-318	-1061	94000
2035	278	589	-311	-320	-631	43016	266	686	-420	2	-418	49935	544	1275	-731	-318	-1049	92951

Maribor medium migration scenario

Year	Males						Females						Total					
	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.
2017	457	551	-94	-485	-579	53738	436	690	-254	2	-252	56510	893	1241	-348	-483	-831	110248
2018	449	559	-110	-485	-595	53143	424	686	-262	2	-260	56250	873	1245	-372	-483	-855	109393
2019	436	558	-122	-485	-607	52536	415	689	-274	2	-272	55978	851	1247	-396	-483	-879	108514
2020	420	564	-144	-485	-629	51907	402	689	-287	2	-285	55693	822	1253	-431	-483	-914	107600
2021	405	566	-161	-485	-646	51261	387	686	-299	2	-297	55396	792	1252	-460	-483	-943	106657
2022	387	567	-180	-485	-665	50596	370	687	-317	2	-315	55081	757	1254	-497	-483	-980	105677
2023	369	569	-200	-485	-685	49911	350	683	-333	2	-331	54750	719	1252	-533	-483	-1016	104661
2024	350	577	-227	-485	-712	49199	333	682	-349	2	-347	54403	683	1259	-576	-483	-1059	103602
2025	334	577	-243	-485	-728	48471	318	679	-361	2	-359	54044	652	1256	-604	-483	-1087	102515
2026	317	579	-262	-485	-747	47724	299	681	-382	2	-380	53664	616	1260	-644	-483	-1127	101388
2027	304	580	-276	-485	-761	46963	288	679	-391	2	-389	53275	592	1259	-667	-483	-1150	100238
2028	288	580	-292	-485	-777	46186	278	681	-403	2	-401	52874	566	1261	-695	-483	-1178	99060
2029	281	580	-299	-485	-784	45402	265	675	-410	2	-408	52466	546	1255	-709	-483	-1192	97868
2030	271	585	-314	-485	-799	44603	259	679	-420	2	-418	52048	530	1264	-734	-483	-1217	96651
2031	265	586	-321	-485	-806	43797	253	678	-425	2	-423	51625	518	1264	-746	-483	-1229	95422
2032	263	587	-324	-485	-809	42988	254	682	-428	2	-426	51199	517	1269	-752	-483	-1235	94187
2033	267	586	-319	-485	-804	42184	254	682	-428	2	-426	50773	521	1268	-747	-483	-1230	92957
2034	271	589	-318	-485	-803	41381	258	680	-422	2	-420	50353	529	1269	-740	-483	-1223	91734
2035	278	586	-308	-485	-793	40588	266	686	-420	2	-418	49935	544	1272	-728	-483	-1211	90523

Maribor low migration scenario

Year	Males						Females						Total					
	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.
2017	457	551	-94	-485	-579	53738	436	690	-254	2	-252	56510	893	1241	-348	-483	-831	110248
2018	449	559	-110	-501	-611	53127	424	686	-262	-2	-264	56246	873	1245	-372	-503	-875	109373
2019	436	558	-122	-514	-636	52491	415	689	-274	-7	-281	55965	851	1247	-396	-521	-917	108456
2020	417	564	-147	-529	-676	51815	401	689	-288	-11	-299	55666	818	1253	-435	-540	-975	107481
2021	403	566	-163	-544	-707	51108	384	686	-302	-15	-317	55349	787	1252	-465	-559	-1024	106457
2022	386	567	-181	-559	-740	50368	369	687	-318	-19	-337	55012	755	1254	-499	-578	-1077	105380
2023	367	569	-202	-576	-778	49590	348	683	-335	-24	-359	54653	715	1252	-537	-600	-1137	104243
2024	347	577	-230	-592	-822	48768	330	682	-352	-28	-380	54273	677	1259	-582	-620	-1202	103041
2025	328	576	-248	-609	-857	47911	313	679	-366	-33	-399	53874	641	1255	-614	-642	-1256	101785
2026	312	578	-266	-627	-893	47018	294	681	-387	-33	-420	53454	606	1259	-653	-660	-1313	100472
2027	294	580	-286	-635	-921	46097	279	679	-400	-33	-433	53021	573	1259	-686	-668	-1354	99118
2028	280	580	-300	-635	-935	45162	268	681	-413	-33	-446	52575	548	1261	-713	-668	-1381	97737
2029	270	580	-310	-635	-945	44217	254	675	-421	-33	-454	52121	524	1255	-731	-668	-1399	96338
2030	259	585	-326	-635	-961	43256	247	678	-431	-33	-464	51657	506	1263	-757	-668	-1425	94913
2031	253	586	-333	-635	-968	42288	242	677	-435	-33	-468	51189	495	1263	-768	-668	-1436	93477
2032	250	585	-335	-635	-970	41318	236	681	-445	-33	-478	50711	486	1266	-780	-668	-1448	92029
2033	250	585	-335	-635	-970	40348	239	681	-442	-33	-475	50236	489	1266	-777	-668	-1445	90584
2034	252	589	-337	-635	-972	39376	239	679	-440	-33	-473	49763	491	1268	-777	-668	-1445	89139
2035	261	586	-325	-635	-960	38416	248	685	-437	-33	-470	49293	509	1271	-762	-668	-1430	87709

Maribor zero migration scenario

Year	Males						Females						Total					
	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.	Live births	Deaths	Natural increase	Net migration	Total increase	Population 31.12.
2017	457	551	-94	0	-94	54223	436	690	-254	0	-254	56508	893	1241	-348	0	-348	110731
2018	460	562	-102	0	-102	54121	436	687	-251	0	-251	56257	896	1249	-353	0	-353	110378
2019	456	573	-117	0	-117	54004	434	694	-260	0	-260	55997	890	1267	-377	0	-377	110001
2020	455	577	-122	0	-122	53882	437	697	-260	0	-260	55737	892	1274	-382	0	-382	109619
2021	453	583	-130	0	-130	53752	431	698	-267	0	-267	55470	884	1281	-397	0	-397	109222
2022	450	591	-141	0	-141	53611	430	695	-265	0	-265	55205	880	1286	-406	0	-406	108816
2023	446	597	-151	0	-151	53460	426	693	-267	0	-267	54938	872	1290	-418	0	-418	108398
2024	439	606	-167	0	-167	53293	417	696	-279	0	-279	54659	856	1302	-446	0	-446	107952
2025	435	614	-179	0	-179	53114	412	695	-283	0	-283	54376	847	1309	-462	0	-462	107490
2026	426	622	-196	0	-196	52918	404	695	-291	0	-291	54085	830	1317	-487	0	-487	107003
2027	415	625	-210	0	-210	52708	395	695	-300	0	-300	53785	810	1320	-510	0	-510	106493
2028	407	636	-229	0	-229	52479	385	691	-306	0	-306	53479	792	1327	-535	0	-535	105958
2029	394	640	-246	0	-246	52233	375	690	-315	0	-315	53164	769	1330	-561	0	-561	105397
2030	382	650	-268	0	-268	51965	360	690	-330	0	-330	52834	742	1340	-598	0	-598	104799
2031	368	652	-284	0	-284	51681	350	695	-345	0	-345	52489	718	1347	-629	0	-629	104170
2032	359	658	-299	0	-299	51382	342	697	-355	0	-355	52134	701	1355	-654	0	-654	103516
2033	348	660	-312	0	-312	51070	334	691	-357	0	-357	51777	682	1351	-669	0	-669	102847
2034	340	669	-329	0	-329	50741	325	697	-372	0	-372	51405	665	1366	-701	0	-701	102146
2035	339	677	-338	0	-338	50403	323	696	-373	0	-373	51032	662	1373	-711	0	-711	101435

Annex 2: Table with interviews with institutional actors

Interviews with the following institutional actors were done:

1. Mayor of Maribor (M);
2. Municipality of Maribor, Office of Culture and Youth (M);
3. Maribor Administrative Unit – Office for Migration (MM);
4. Employment Service of Slovenia (MM);
5. Health Insurance Institute of Slovenia (MM);
6. Social Work Centre (MM);
7. Ministry of Labour, Family, Social Affairs and Equal Opportunities (N);
8. Ministry of Interior (N);
9. Police (R);
10. Statistical Office of the Republic of Slovenia (N);
11. Federation of Cultural Associations Maribor*;
12. Slovene Emigrant Association*;
13. Association Odnos – NGO working on refugee integration*;
14. Slovene Philanthropy – NGO working on refugee integration and migrants' assistance*;
15. Academia – private tertiary education institution*;
16. Career Centres of the University of Maribor (A);
17. A company for sending workers abroad**.

M – Local public authority on municipal level,
MM – National public authority's branch office covering several municipalities within NUTS3 region,
N – National public authority on national level
R – National public authority covering the entire NUTS3 region,
A – Nationally founded public university with organizational and academic autonomy,
* - NGOs active either nationally or locally,
** - Private enterprise.

Annex 3: Table with interviews with young migrants

14 interviews have been conducted with young migrants from 10 countries:

Variable	*Category*	*Incidence*
Gender	Male	8
	Female	6
Educational attainment	Primary education	0
	Secondary education	6
	Tertiary education	8
Family status	With children	5
	Without children	9
Type of migration	Returning migrant	1
	Short term migrant	1
	Commuter	1
	Emigrant	3
	Immigrant	8
Employment status	Student	1
	Employed	11
	Unemployed	2
Country of origin/destination	Austria Bosnia and Herzegovina Bulgaria Germany Hungary Poland Russia Serbia Syria Thailand	2 3 1 1 1 1 1 2 1 1

Annex 3: Focus group, characteristics of participants

Variable	*Category*	*Position*
Gender	Male	1
	Female	4
Educational attainment	Primary education	0
	Secondary education	3
	Tertiary education	2
Family status	With children	2
	Without children	3
Type of migration	Returning migrant	0
	Short term migrant	2
	Commuter	0
	Emigrant	0
	Immigrant	3
Employment status	Student	2
	Employed	3
	Unemployed	0
Country of origin/destination	Macedonia	2
	Bulgaria	1
	Russia	1
	Serbia	1