

YOUMIG - Improving institutional capacities and fostering cooperation
in order to tackle the impacts of transnational youth migration
DTP1-1-161- 4.1

WP5 Improved Local Services

Output 5.3 Local pilots for better services & inventory

MUNICIPALITY: BRATISLAVA-RAČA

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1. Introduction

In the YOUMIG project: Improving institutional capacities and fostering cooperation to tackle the impacts of transnational youth migration in the Danube region; 19 partners from 8 countries are working together to support the local governments of Maribor (Slovenia), Graz (Austria), Kanjiža (Serbia), the borough of Rača, Bratislava (Slovakia), Szeged (Hungary), Sfântu Gheorghe (Romania), and Burgas (Bulgaria), in exploiting the developmental potential of youth migration, leading to a better-governed and more competitive Danube region.

The YOUMIG project is aiming to boost their institutional capacities to enhance the scarce local evidence on youth migration, contributing to improved policymaking with a focus on human capital. Statistical offices & academic organisations are teaming up with local governments in a complex and tailored transnational cooperation to create local developmental strategies based on improved impact indicators of youth migration. They are also working together to introduce transnationally-tested tools to manage local challenges.

To address the challenges, obstacles, and benefits of youth migration in sending/receiving communities, a [Local Status Quo Analysis](#) (LSQA)¹ has been prepared, providing an overview of trends in youth migration and of related social phenomena, respectively. The study was based on policy-oriented research. The first objective was to synthesise the findings of the YOUMIG research activities with regard to youth migration. In this respect, the municipalities were characterised and typified according to the migration trends they experienced. The second objective was to understand the effects of youth migration, and to identify policy challenges related to it. Through applied research, a screening of responses provided by local authorities to challenges related to in- and out-migration of young people was performed. A related goal was to identify management and capacity gaps in institutional mechanisms of local authorities, with the aim of addressing youth migration and related phenomena.

To support the development of services on a local level that will assist local governments in coping with the inward, outward, and return migration of young people, a [European and global good practice collection](#) of relevant services and actions linked to youth migration² was prepared. This was the first step towards tailor-made solutions aimed at improving institutional capacities and fostering cooperation to tackle the impacts of transnational youth migration at the local level. Based on the challenges and needs revealed in the LSQA and on collected good practices, the local partners prepared tailor-made solutions that assisted them in coping with immigrants, emigrants or returning youth migrants on the local level.

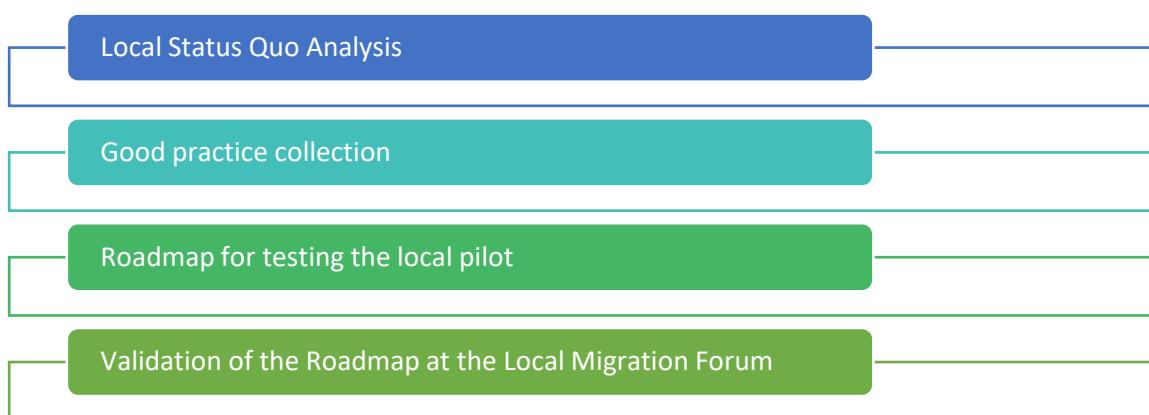
Reflecting on the local challenges and administrative capacity gaps identified and measured in the YOUMIG project, each local partner elaborated a roadmap, adapting existing practices and/or designing new ones. Different aspects were addressed, including challenges such as brain drain and care drain in

¹Local Status Quo Analysis can be obtained at: <http://www.interreg-danube.eu/approved-projects/youmig/outputs>

²The YOUMIG Good Practice Collection can be found here: <http://www.interreg-danube.eu/approved-projects/youmig/outputs>

the sending areas, immigrants' deskilling ("brain waste"), and difficulties accessing public services in the receiving areas. Subsequently, local pilot actions were designed and implemented in the identified topics. In the case of already existing practices, actions were adapted to local context. The pilot actions were accompanied by local Migration Forums, which involve relevant stakeholders linked to the pilot area receiving immediate feedback and general local supervision. In addition, partners peer reviewed each other's pilot actions as part of a study visit to increase knowledge sharing linked to the piloting, and in order to assess its transferability. The pilots were evaluated based on a common methodology.

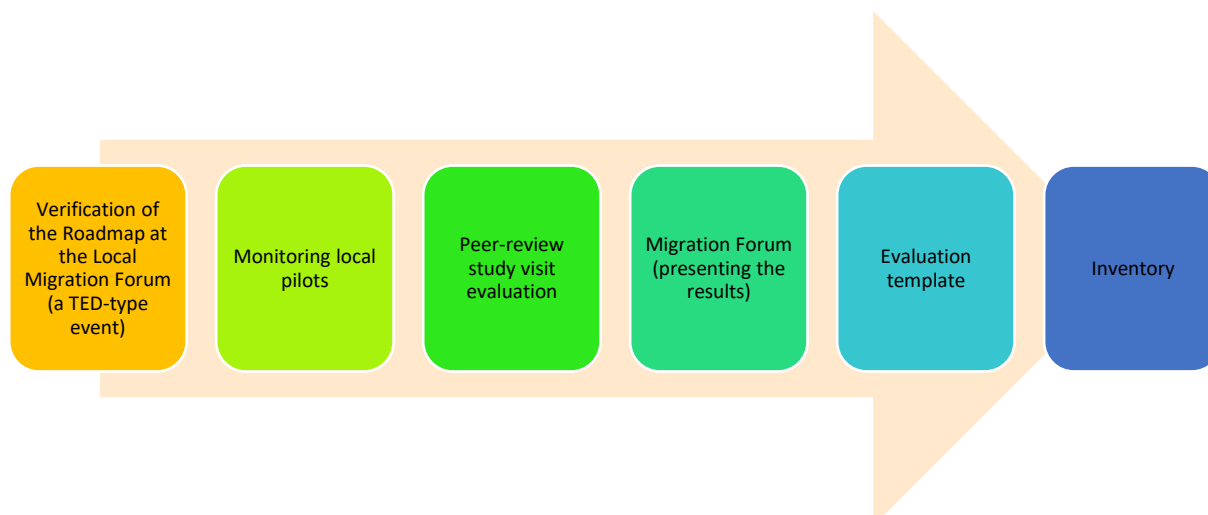
Fig. 1: Preparation of the local pilot



The local pilot's testing phase incorporated several activities: implementation - accompanied by the monitoring-activities and presentation of the results to all 19 partners, as well as peer-review study visits in which local partners not only visited each other, but also capitalised on the lessons learned during the pilot project's implementation.

In the figure below, the entire process of implementation, monitoring and evaluation of the local pilots is documented.

Fig. 2: Implementation, monitoring, and evaluation of the local pilots



With each of the local partners basing their pilot actions on field research and LSQA, the individual action plans are naturally distinct.

Table 1: Overview of YOUMIG pilot activity by local partners

Local partner	Name of pilot activity	Brief description of the pilot activity
Graz	M-GIST-HUB Engaging migrant girls from the Danube region in natural science and technology	<p>The city of Graz is currently witnessing a trend: its youth lack interest in obtaining an education in natural science and technology, which is especially typical of young women with a migration background. It has been found that in many cases there is little awareness of which skill sets are required or what job opportunities exist in obtaining such an education.</p> <p>The M-GIST-HUB is therefore concerned primarily with raising awareness among the target group, and above all, including family members of the target group, since young people rarely make such important decisions independently; therefore the influence of family members(who may also lack awareness of educational possibilities), is also one of the decisive factors.</p> <p>Ultimately, raising awareness of the opportunities available to the target group has an impact on their integration into society.</p>
Kanjiža	Stay, work, be happy!	<p>The Municipality of Kanjiža has opened a co-working space, providing its youth with the opportunity to gain business and language competences to further their opportunities in the Serbian labour market, since overall cooperation with the established national structures was inadequate for the specific situation of the municipality.</p> <p>Through the municipality-owned centre, the target group of young potential emigrants has been offered advice and support, thereby influencing their decision to migrate abroad or not.</p> <p>By means of this activity, the local partner is tackling the issue of youth emigration from the municipality to neighbouring Hungary, especially since the majority of the population is part of the Hungarian minority and has better language competencies in Hungarian than in the national language (Serbian).</p>

Local partner	Name of pilot activity	Brief description of the pilot activity
Maribor	CWMB YOUMIG (Co-Working Maribor)	<p>Maribor is a city facing both immigration and emigration. Therefore, the CWMB YOUMIG programme is targeting young people with a migration background or intention to migrate, as well as offering a supportive environment for return migrants.</p> <p>The co-working centre is offering support for young people on their path to self-employment, by offering free desk sharing in a stimulating environment with access to key support organizations within the city (including national SPOT points, a science park, and consultations available at the regional development agency), as well as linguistic support in the case of language barriers for migrants.</p> <p>By offering such support, CWMB YOUMIG provides a hub, staying in touch with its members even in the event of their emigration from the city. It also forms a supportive network for immigrants integrating into society through self-employment.</p> <p>During the pilot period, CWMB attracted 3 immigrants and 12 potential emigrants.</p>
Szeged	Sensitization and multicultural training (SAMU)	<p>The Municipality of Szeged identified an opportunity to facilitate the social integration of young migrants with nursery-school children (ages 3-6), through a programme provided by public pre-school childcare providers.</p> <p>Trainings on sensitisation and multiculturalism were conducted among public pre-school childcare providers and with municipal staff in order to break down the potential communication barriers between public service providers and immigrants.</p> <p>The pilot activities contributed positively to public service providers (municipality and nursery school), above all, by raising staff competencies in dealing with the issues of immigrants (mostly young parents) who do not share the same cultural background and command of the language as their native peers.</p> <p>The trainings proved successful, and provided staff with tools that could also be applied outside their immediate field of work.</p>

2. Local pilot identity card: improving the Slovak language skills of young migrants in Bratislava – Rača

Title	Slovak language courses for young migrants
Starting Date	1 April 2018
Duration	1 April 2018 – 31 March 2019
Local pilot holder	Bratislava – Rača local self-government
Number of municipal staff involved in the implementation of the local pilot	5
Target Group	20 families
Stakeholders (list)	Školský úrad (School Office); Základná škola s materskou školou Hubeného and Základná škola Tbiliská (two primary schools)
Costs (as per AF)	-
Transferred Good Practice (ref. to the Roadmap)	Stockholm (Swedish with your baby), Vienna (German for adult learners)

3. Summary of the local pilot

The pilot activity in Bratislava – Rača focused on improving the Slovak language skills of young migrants. It tested the potential of Slovak language skills to improve the lives of both children and their parents. Nevertheless, while activities focusing on children had been developed previously – and with success (language courses, language assistance in local schools), the experience of this activity proved to us that in the case of Slovak language skills training for parents, it is a more complicated and complex task.

4. Challenges addressed in the local pilot

Major local challenges and opportunities related to youth migration, identified by the Local Status Quo Analysis (Activity 3.2) and addressed in the local pilot

There are fields of action that transcend the capacities of local self-government; equally, there are other influential actors with dominant powers and resources. This is the case with regard to housing, labour market issues and health care services, etc. From the perspective of viability, we considered local capacities in the fields of *public services (particularly education)*, *the integration of migrants into community activities and assistance for foreign migrants*.

We considered that the areas suitable for local pilot action were: (1) *Support in Slovak language skills, and (2) Improving communication with, and providing assistance for, new foreign immigrants.* To create an efficient package of measures implemented within the time frame of the YOUMIG pilot action required the elaboration of these two areas.

5. LogFrame of the local pilot

	Intervention logic	Objectively verifiable indicators	Sources of verification	Assumptions
Overall Objective	Improvement of the Slovak language skills of young migrants families with children in Bratislava - Rača.	The number of participating young migrants with children. Current: 0 Target: 20	The number of language course participants provided by the organizer's registry. (course lecturers, group meetings, local primary school, the Bratislava - Rača local government office)	
Pilot Purpose	Development of low threshold opportunity to improve the Slovak language skills of migrant families using the existing education infrastructure serving local community.	The number of institutions providing the Slovak language courses for young migrants with children. Current: 0 Target: 1	The Bratislava - Rača local government office.	The local government in co-operation with local primary schools and other education institutions will continue in providing the Slovak language courses for young migrants.
Results	Implemented new format of the Slovak language courses for young migrants with children in Bratislava - Rača.	The number of young migrants completing the Slovak language course during fall term. Current: 0 Target: 10	The Bratislava - Rača local government: Annual Report on local education institutions in Bratislava-Rača	The local primary schools with support of the local government will provide the Slovak language courses (with other opportunities limited).
Activities	(1) The pilot Slovak language course: planning and preparation. (2) Facilities and capacities preparation and selection of the supporting materials package. (3) The pilot Slovak language course implementation.	Means: The local primary schools and education infrastructure in co-operation with the local government (providing classrooms, books, audio-visual material).	Costs: Staff = as in application form External costs=as in application form	Young migrant families will participate in the Slovak language courses and related activities provided within the framework of YOUMIG project. Pre-conditions: The local primary schools have sufficient capacities and will participate. The pilot course will further continue in a similar activity with regular annual reporting to the local government office.

The Logical Framework Approach was used for the preparation and validation of the pilot activities within the Local Migration Forum with the involvement of the stakeholders.

6. Indicators, linked to the local pilot

Monitoring: indicators planned and achieved within the pilot project are presented in the table below.

	Planned (April 2018)	Achieved (March 2019)
Indicator 1	The number of participating young migrants with children	
Definition	Improving the Slovak language skills of young migrants families with children in Bratislava – Rača	
Baseline	0	0
Target	20 families	20
Data Collection (by whom and how)	The number of language course participants provided by the organiser's registry (course lecturers, local primary schools, the Bratislava – Rača local self-government office)	Local primary schools, the Bratislava – Rača local self-government office – the School Office
	Planned (April 2018)	Achieved (March 2019)
Indicator 2	The number of institutions providing Slovak language courses for young migrants with children	
Definition	Development of a low threshold opportunity to improve the Slovak language skills of migrant families	
Baseline	0	0
Target	1	1 (in April 2019)
Data Collection (by whom and how)	The Bratislava – Rača local self-government office	Bratislava – Rača local self-government office
	Planned (April 2018)	Achieved (March 2019)
Indicator 3	The number of young migrants completing the Slovak language course during the autumn term	
Definition	Implementation of a new format of Slovak language courses for young migrants with children in Bratislava – Rača	
Baseline	0	0
Target	10	10
Data Collection (by whom and how)	The Bratislava – Rača local government: Annual report on local education institutions	Local primary schools, the Bratislava – Rača local self-government office – the School Office

7. Planned and implemented activities

The local pilot in Bratislava – Rača reflects an ongoing need to improve the Slovak language skills of young migrant families. This need was identified thanks to the findings of the introductory status quo analysis. In the process of shaping the local pilot activities, we were inspired by existing good practices (mainly in Vienna and Stockholm) as well as by lessons learned during the study visits. Improving the local language skills of migrants (a factor that improves their access to the labour market) and facilitating their integration into the education system, as well into the local community are very important goals. Education-related issues are close to the main powers of the local government in Rača, allowing it to intervene in this field quite naturally. In practice, the local pilot focused on two target groups that are linked (children and their parents).

Initially, Slovak language courses and extra assistance for migrant children were introduced with the partial support of other stakeholders (mainly the regional self-government) while respecting the multi-level governance approach. Such interventions help to improve the Slovak language capabilities of migrant children and enhance their overall performance in school.

As a second activity, we intended to introduce experimental ‘drop-in-sessions’ focused on Slovak language learning for parents and children. Called the ‘Parents’ Breakfast Club’, it was free to attend and parents whose migrant children were learning the Slovak language were invited to attend. These ‘open language-learning classes’ were to take place at the Rača Civic Centre and later in one of the local schools. In addition to language-related issues, parents were encouraged to establish links with the local government and build community-orientated relations in order to address their general needs.

We made two attempts at implementing such a drop-in-session (May and June 2018). We designed posters that were distributed in schools (see Illustration 1). For the first event, we invited parents to the local office, but no participants (parents) arrived. Following discussions with involved stakeholders, we decided to change the place and time of the event. We invited parents to one of the local schools at a time intended to coincide with dropping off their children at school. In the event, only one mother turned up. We have to acknowledge that this element of the pilot was largely unsuccessful in its implementation. Even so, we were able to reach a stage where we could discuss potential forms of Slovak language training solely for young migrant parents (i.e. not including their children).

Following other YOUMIG related activities linked to the local pilot (peer-review visits, migration forums) we decided to make a further attempt within this framework in mid-April 2019: the first meeting of the ‘Parents’ Afternoon Club’ took place in April 10, 2019. The club will be linked to regular meetings with migrant parents organised by local schools. In this regard, however, the intention is to establish links with migrant parents and ascertain the means by which they communicate with local institutions (e.g. with the local government and schools). In terms of improving communication with migrant parents, we consider local schools to be one of the best contact points.

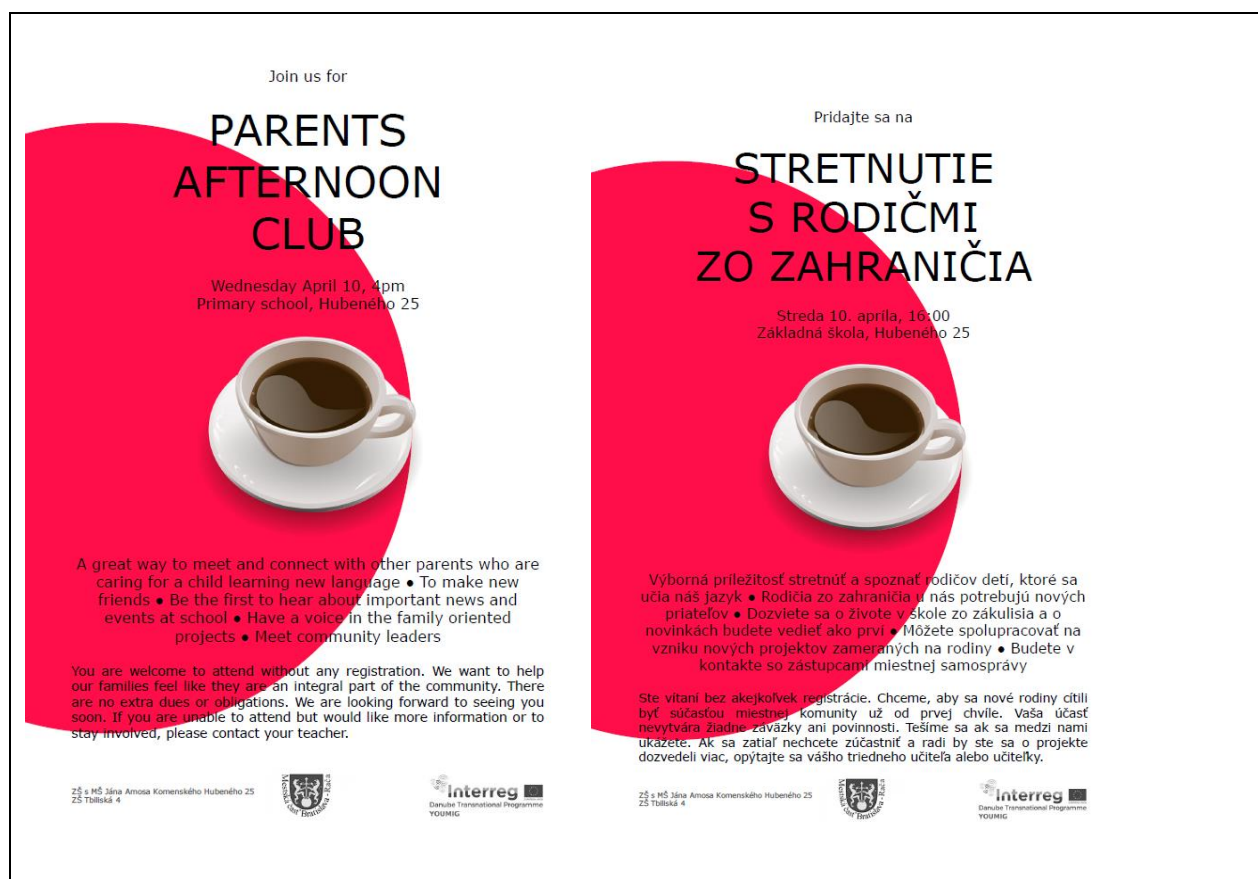


Illustration 1. Poster for the Parents' Afternoon Club

8. Evaluation of the local pilot

8.1. Problems and needs (Relevance)

Please state your opinion: were the selected (or invented) good practices that you transferred adequate for the specific needs of the young I/E/R in your local community and how?

We decided to implement activities related to education – specifically language education, taking into account foremost the recommendations derived from an analysis of the local situation and the demand for such language learning.

The experience of implementing the pilot confirmed its adequacy especially with regard to migrant children attending local schools. The attainment of Slovak language skills is an important factor that influences the overall school performance of migrant children and their integration into school life/the local community. Moreover, we consider this activity to be highly relevant since it provides a significant role for local governments managing local schools in this field.

However, we did experience problems implementing the activity with regard to young adult migrants/parents. In spite of previously expressing a strong interest in learning the Slovak language, in practice, migrants did not show the same level of enthusiasm. Migrants often find it difficult to begin language-learning classes in addition to their already busy schedules.

8.2. Achievement of purpose (Effectiveness)

Please assess the effectiveness of the output level indicators. Were the targets reached in this regard? (See the Table of Indicators in the Monitoring Report as a reference point.)

The local pilot activity, *Slovak language courses for young migrants* had to achieve the following performance indicators:

- the number of young migrant families with children participating in the activity (target 20 – focusing on children)
- the number of institutions providing Slovak language courses for young migrants with children (target 1)
- the number of young migrants completing the Slovak language course during the autumn term (target 10 – focusing on parents)

In the case of young migrant families with children and institutions providing language courses for young migrants, the respective performance indicator targets were achieved. In addition, the total number of children who received assistance in additional language courses exceeded the defined number. The additional courses, training and language assistance were provided by one local school.

In the case of the courses directed at young migrant parents, the indicator target was not reached since they did not respond to our repeated initiatives and calls for cooperation. In the meantime, we decided to curb our ambitions concerning Slovak language learning in this regard, in favour of developing and strengthening communication ties with them. It is hoped that a different approach to improving Slovak language skills can be found and applied in future.

Please rate the usefulness of the second local event and the migration forum for the implementation of local pilot.

The second local event and the migration forum played important roles in that they allowed us to make final adjustments to the pilot action in light of the difficulties we experienced in getting parents to participate in methods of language training that were more direct. They provided an arena in which to discuss the nature and causes of this situation, to present potential alternatives, and to make decisions regarding future activities.

How did the peer-review study visits influence the implementation of the local pilot?

The peer-review study visit allowed us to reflect, primarily with regard to the difficulties experienced in implementing one component of the local pilot. In particular, the peer visit from our Szeged partners provided us with many helpful ideas. The external advice that we received helped us to find alternatives for the last stages of the pilot implementation. Proposals concerning the eventual adoption of Slovak language-learning activities directed at the wider community of migrants were of particular importance. During our peer-review study visit to Szeged we were impressed by the local pilot in terms of its development, implementation and evaluation – despite its core activity being quite different from ours.

How would you rate the involvement of the stakeholders?

The local pilot has benefited from the involvement of a stable base of stakeholders, including key local decision makers (e.g. the Mayor, and Vice Mayor). The input of staff at the local office, including the local School Office and schoolmasters has been very helpful. It is also important to mention the

dedication of local teachers who were involved in the development of Slovak language-language activities for migrant parents and their children. The external experts also had an important role in shaping and implementing the local pilot activity.

How well was the local pilot accepted by decision makers (e.g., the Mayor) in the municipality?

The pilot activity had the full support of the Major and key decision makers in the municipality throughout its development and implementation.

What were the challenging factors in the implementation of the local pilot?

The most challenging problem was finding parents of young children/young foreigners who were willing to participate. This was a challenge because parents in this group do not consider learning the Slovak language a priority since they are too busy with their work (often in small businesses or in an international environment); instead, they prefer to focus on their own language and culture (and leave it to their children to learn the Slovak language in school).

8.3. Sound management and value for money (Efficiency)

Please assess the efficiency of the local pilot regarding costs, staff engagement and time consumption: were the results/objectives achieved within the time and budget constraints?

The suitability of the selected mode of management was confirmed by the successful development of activities and the results achieved. All activities were realised within the planned financial framework.

8.4. Achievement of wider effects (Impact)

Please describe the impacts of the local pilot on the young I/E/R in your local community. What difference would it have made had the local pilot not been implemented?

Working with young migrants, and their children in particular, has had a big impact in terms of improving their school performance in local schools. The pilot has helped to improve the integration of migrant children into the local community, eventually giving them a wider range of opportunities at university and in the local labour market. In spite of setbacks (the issue of getting migrant parents to participate), the importance of the local pilot has been established, and as such, efforts will continue in future.

8.5. Likely continuation of the achieved results (Sustainability)

Is there a need to expand or modify the pilot activities and to incorporate them into the long-standing provision of services at the local level?

Assistance with regard to improving the Slovak language skills of migrant pupils in schools is becoming standard practice (e.g. in cooperation with the regional self-government and other actors).

The local government is keen to improve communication with foreigners/migrants living in Rača, particularly in terms of identifying their educational and economic needs and developing an improved

response to them. It is aware that the number of foreigners/migrants resident in the district can increase.

8.6. The pilot's strengths/organization

Please list the strengths of the local pilot implementation (e.g., in terms of staff commitment, stakeholder participation, the support of the Mayor's Office, etc.)

The stable support of key local stakeholders and the local School Office and schoolmasters have been the greatest assets in the implementation of the pilot.

8.7. Being proud of...

What are you especially proud of regarding the implementation of the local pilot?

The pilot has provided various experiences: we are proudest of the part of the pilot implementation that focused on the improvement of schoolchildren's Slovak language skills. The pilot introduced Slovak language-support activities for migrant pupils on a regular basis. Further, it has helped to improve the educational performance of young migrants.

This pilot activity also underscores the importance of developing good channels of communication with migrants and foreigners in the municipality on the part of the local self-government.

8.8. Conclusions & recommendations

Summary of the conclusions and lessons learned during the local pilot implementation.

The implementation of the local pilot within the YOUMIG framework has led to the development of Slovak language training for migrant children. As a result, these children have been able to improve their integration into the local school system, while schools are better placed to adapt to the needs of these children. The pilot is available in local schools and easily accessible. However, improving the Slovak language skills of adult foreigners/migrants has been a harder task and other strategies need to be developed in this regard.

We recommend that the endeavour of improving the Slovak language skills of young migrants be continued since it provides a means of addressing the language needs of adults (young parents). The local self-government should develop stable and reliable communication links with local migrants and their communities. It should establish various channels of communication with them in order to facilitate their success in the community of Bratislava – Rača.

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