

**WP6 – Activity 6.2**

**National policy recommendations for better institutional  
cooperation regarding youth migration**

**National policy recommendations  
SLOVAKIA**

**March 2019**

## EXECUTIVE SUMMARY

The mobility of young people throughout the world has increased and took diverse forms in recent decades. Development of migration in Slovakia in the new millennium was influenced by the accession into the European Union, as well as by the integration into the Schengen Area.

This document is the outcome of YOUMIG's efforts to facilitate cooperation between different levels of governance, and to provide a testing field for knowledge exchange mechanisms. The activity has tested the modalities of cooperation between national administrative bodies, statistical offices, research institutions and local municipalities to better measure, evaluate and manage the causes, patterns and impacts of youth migration, thus resulting in improved multi-level governance cooperation. The proposed relationships and the division of competencies of the different institutions at horizontal and vertical levels are only examples of a broader framework. While we are talking about particular situations, it is important to realize that such type of recommendations can be applied to the whole set of schemes, cooperation mechanisms in different areas of public policy. In the case of Slovakia, three indicators and two policies for MLG schemes were selected for analysis.

### 1) Workforce in elderly care

The population ageing represents one of the biggest societal challenges for Slovakia and all individual municipalities. To mitigate the societal impacts of population ageing a comprehensive and long-term stable system of measures will be needed. The young migrants could represent a big portion of potential workers in the social care. Several ageing regions and dozens of ageing municipalities could and should be the destinations for young migrants from demographically younger regions (with regards to the push-pull effect), and they are potential workers in elderly care.

The main problems are the lack of places in the facilities for seniors, the lack of qualified personnel in these facilities and the poorly developed home care services. Data for the smallest administrative units are available in the population census. Since the census takes place every ten years, there are limitations with respect to the frequency. To mitigate the societal impacts of population ageing a comprehensive and long-term stable system of measures will be needed. When designing and implementing it a multi-level governance cooperation will be necessary.

All levels should be important when building an MLG scheme. At the highest national level, there is the Statistical Office of the Slovak Republic (SOSR) and the Social Insurance Agency of the SR (SIA). The SIA disposes of data on social allowances disbursed to the family members bound to the social care inside the family and the SO SR has the evidence of the number of the senior-social-care workers. Cooperation at the lowest level is also very

important. Municipalities and institutions working with seniors should also provide annually information on the number of seniors and the potential development of seniors as well as staffing needs to ensure this care. Therefore, in addition to the national institutions where the Statistical Office would act as a data processor and publisher, and the Social Insurance Agency of the SR to collect the necessary data from individual entities at local and regional level, the need for active participation of local social care providers would arise. The Association of Towns and Municipalities of Slovakia could also play an important role as a mediator of this information to competent national institutions. From the point of view of processing and evaluating the monitored indicators would belong to the Ministry of Labor, Social Affairs and Family. Subsequently, through the Ministry or the Statistical Office of the Slovak Republic, this information could be directly accessible to individual local decision makers and stakeholders.

## **2) Unmet Demand by Young People (Local and Immigrants) of Social Housing**

Indicator Unmet Demand by Young People (Local and Immigrants) of Social housing represents a suitable tool for implementing social policy. Housing is an important factor of young people's lives, and unaffordable housing can serve as a push factor for migration. Lower housing costs can be an important factor for young people to decide on economic emigration from the country.

An important indicator to assess the quality of social housing as an example for several related policy fields is „Unmet Demand by Young People (Local and Immigrants) of Social Housing“. Accessibility of mentioned indicator is limited. Data for the smallest administrative units (local level) are available and can be obtained from internal databases of the Department of Social Services (in individual municipalities). The indicator at national and regional level (NUTS1 - LAU1) is unavailable.

Statistical Office of the Slovak Republic (SO SR), and Association of Towns and Municipalities of the Slovak Republic (ATM SR) should be the main institutions involved into the process of MLG related to this indicator. However, cooperation between individual municipalities is also crucial. The possible way how to obtain relevant data for the calculation of the “Unmet Demand by Young People (Local and Immigrants) of Social Housing” is to obtain data on the numbers of social housing in the administration of individual municipalities as well as on the number of allocated social housing to target groups of the population. These input informations would be provided directly by individual municipalities, which have such facilities in their cadastre. The responsible authority that would collect this information should be ATM SR in cooperation with the Statistical Office of the Slovak Republic. This consortium collect, record, complete and provide the data at regional and national level.

### **3 Student Outbound Mobility**

The number of international students is rising worldwide. There is a great need for this indicator given the relatively high numbers of Slovak students studying abroad (especially in the Czech Republic). Studying abroad thus poses a potentially increased risk of the outflow of young educated people. This aspect consequently has a significant negative impact on further development not only at national, but also regional or local level. Therefore, the monitored indicator is an important tool for measuring this potential risk of brain drain at the lowest administrative level. The need to build an MLG scheme is based on the lack of relevant data and the limited possibility of obtaining information about the number of Slovaks studying abroad.

The proposed solutions are a model scenario of the cooperation of the national ministry of education (MoE) with the countries and their ministries, which are the most frequent target countries for the study of persons from Slovakia. It means opening bilateral negotiations with individual target countries and creating international agreements to exchange information about foreign students between the two ministries.

MoE should provide the data on students in Slovakia and should require the same data on students from Slovakia abroad in the most important target countries of tertiary education for students from Slovakia. Data will be provided to the Statistical Office SR, which calculates and publishes the indicator at national, regional and local level.

### **4. Communicating OSS services to citizens and institutions**

Bratislava - Rača case shows that promotion of new OSS operations and services is essential to their success. The reason for selecting of this particular policy issue as an example of common challenges identified in order to improve multi-level governance cooperation is in the nature of problem requiring concentration of resources and long-term coordinated efforts to build a strategically well-designed branding concept, allowing local communities to cope with future migrants with a more sophisticated way. Local OSS can never have enough power and resources to take these complex actions independently.

It is proposed that the local OSS will regularly update the migration situation and inform relevant bodies inside the hierarchies of the multi-level governance framework on changing conditions and perceptions. The overarching purpose of these actions is in helping national-level government ministries and regional institutions to identify and contact potentially most significant overseas target groups - before their arrival in local environment, to ensure best possible matching between spatially mismatched local labor market opportunities and human capital resources. Transfer of this knowledge to other regions across the country might be fulfilled for example through the Association of Towns and Communities in Slovakia. The role of ensuring an unified presentation of Slovakia abroad is given to the Ministry of Foreign Affairs and European Affairs. Ambition of the ministry is, in cooperation with other

ministries, to establish a brand by proposing coherent government policies that will translate the individual messages of the new brand into practical, practical measures in individual areas of domestic and foreign policy. The institution that coordinates and the institution that makes the final decision on the particular policy issue is Ministry of Foreign and European Affairs of the Slovak Republic. Ministry of Foreign and European Affairs of the Slovak Republic coordinates promotion strategy with both Capital City of Slovakia and Bratislava Self-Governing Region and seeks opportunities to promote local opportunities to the audience abroad. Capital City of Slovakia and Bratislava Self-Governing Region discuss their efforts with other regional partners across Slovakia, namely including other major cities and their metropolitan regions in order to offer future migrants more possibilities in other parts of country. Network of various overseas in-/formal institutions should be used in building an effective promotion service specifically targeting communities of interest identified in Slovakia and region. This includes coverage of international promotion campaigns in line with the national branding.

## **5 Facilitating and development of future human resources**

The investment of municipal resources in the OSS is very limited and will remain so in the sense that each branch of a local government or agency maintains its own funding, also in terms of human resources. The reason for selecting of this particular policy issue as an example of common challenges identified in order to improve multi-level governance cooperation is in limited competitiveness of public sector employment, and also a clear need for constant learning and adjustment of available skills, if government service aspires to remain relevant and practically useful in a community deeply transformed by ongoing, and assumingly also increasing mobility of its citizens.

We recommend a wider cooperation-based scenario to facilitating and development of future human resources. The Ministry of Labor, Social Affairs and Family of the Slovak Republic monitors the situation at the labor market and then coordinates training possibilities directed specifically towards the pool of unemployed citizens supported by public programs. In the same time, the Ministry of Education, Science, Research and Sport of the Slovak Republic coordinates education and training options among future graduates from high schools and further education (and research) directed towards service sector aiming at inclusion processes. Ministry of Education, Science, Research and Sport of the Slovak Republic creates specific capacity-generating tools, temporary or permanent enabling timely embodiment of required skills in graduates and trainees. Bratislava Self-Governing Region according to actual needs considers education/training possibilities using facilities and teaching capacities at the secondary schools within the region to be used for training of minority mediators or local coordinating staff. Municipality regularly informs Capital City of Slovakia and Bratislava Self-Governing Region about local situation considering staffing of local line agencies, local businesses and nonprofit institutions, as well as own administrative staff and their training requirements.

Ministry of Labor, Social Affairs and Family of the Slovak Republic regularly consults open options and considered next steps with the Ministry of Education, Science, Research and

Sport of the Slovak Republic. Bratislava Self-Governing Region monitors labor market and secondary school-graduation trends across the metropolitan area, and actively searches ad-hoc possibilities in sharing the learning or training efforts with other seven regional governments.

The institution that coordinates and the institution that makes the final decision on the particular policy issue is Ministry of Labor, Social Affairs and Family of the Slovak Republic.

## YOUMIG at a glance

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

A project of the **Danube Transnational Programme**

**Start date:** 01-01-2017

**End date:** 30-06-2019

**Budget:** 2,718,853 EUR (ERDF Contribution: 2,055,179 EUR, IPA Contribution: 255,846 EUR)

**Call number:** Call 1

**Priority:** 4. (Well-governed Danube region)

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

### **Project partners:**

**Lead partner:** Hungarian Central Statistical Office (HU)

**Work package leaders:** University of Vienna (AT), Leibniz Institute for East and Southeast European Studies (DE), Maribor Development Agency (SI), INFOSTAT - Institute of Informatics and Statistics (SK)

**ERDF partners:** Municipality of Szeged (HU), City of Graz (AT), Institute for Economic Research (SI), Romanian Institute for Research on National Minorities (RO), Municipality of Sfântu Gheorghe (RO), National Statistical Institute of the Republic of Bulgaria (BG), Burgas Municipality (BG), Municipality of the City district of Bratislava- Rača (SK)

**IPA partners:** Statistical Office of the Republic of Serbia (RS), Institute of Social Sciences (RS), Municipality of Kanjiža (RS)

**Associated Strategic Partners:** Statistics Austria (AT), City of Karlsruhe (DE), Federal Institute for Population Research (DE)

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

YOUMIG's work is structured in six work packages (WPs). Aside from management (WP1) and communication (WP2) issues, the thematic work is distributed as follows. In line with the present document, the Conceptual Framework, all partners contribute to the development of improved evidence of youth migration and its developmental impacts on the EU, national and local level by elaborating local status quo analyses for the local partners (WP3). Through a comprehensive evaluation of the locally available indicators of youth migration, the project identifies the shortfalls of measuring local challenges and elaborates and tests new or improved indicators of youth migration (WP4). On the local level, the project improves capacities to manage related processes by jointly testing and introducing good practices and institutional units, tailored to local needs (WP5). The project concludes in transnationally tested tools for all governance levels contributing to better strategies, policies and services related to the issue of youth migration (WP6).

YOUMIG's outputs are being uploaded to <http://www.interreg-danube.eu/youmig/outputs>



## INTRODUCTION

### 1.1. Short introduction about youth migration

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

## 1.2. Short introduction about youth migration in Slovakia

Development of migration in Slovakia in the new millennium was influenced by the accession into the European Union, as well as by the integration into the Schengen Area. These facts facilitated the movement of persons across the borders of the Slovak Republic. This resulted in the increased number of immigrants and in a higher population growth due to international immigration to the Slovak Republic.

The number of immigrants reached the maximum in 2007 – 2008 when 8 600, respectively 8 800 people yearly moved to Slovakia. Before the accession of the Slovak Republic to the EU (between 1993 and 2004) Slovak citizens prevailed among immigrants from abroad, however, between 2005 and 2012 foreigners prevailed. Beginning with 2013, except for 2015, Slovak citizens again prevailed among immigrants. This turnover relates to the improving economic situation in the Slovak Republic as well as to the lack of work force which encourages the return. The Czech Republic remains the most important source of international immigration.

According to international data and expert estimations, there are approximately 340 000 people living abroad who were born in Slovakia. Most of them lived in the Czech Republic, in the United Kingdom and in Germany. Young and highly educated people are prevailing among emigrants from Slovakia.

The population of Rača city district has grown throughout the period of last decades particularly thanks to migration. In the 1990s the development was fluctuating, migration increases were alternating with migration decreases. Since 1999 (except for the year 2007), Rača has recorded migration gains. The height of net migration is influenced in particular by internal migration.

The number of immigrants shows a growing tendency with increase being the most intense in the last decade, with a peak of 973 immigrants in 2016. This growth is closely linked to intensive housing construction. Residents are looking for attractive locations for living in Rača, particularly in terms of environment. Half of the immigrants arriving to Rača come from the capital city and its surroundings.

In spite of here mentioned advantages, the numbers of Rača emigrants within the Slovak Republic are relatively high. It is around 400-500 people yearly. Therefore the internal net migration reaches higher values only in last recent years (100-200 people), with maximum of 447 people in 2016.

International net migration of the whole period under review represents the one fourth of the net migration in Rača, although the annual net migration is only on the level of tens of people (up to 96 people in 2008). As the number of emigrants abroad is not high and in certain years even no emigrants are recorded, net migration is almost equal to the number of immigrants. The city district of Rača does not have

data on emigrant stock as well as the Slovak Republic do not have. The numbers in Rača would be probably very low.

### **1.3. Short introduction about the MLG concept**

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

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

### **1.4. Short introduction to activity 6.2 Building multi-level governance cooperation schemes**

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

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

Vision Development Workshop served to discuss the National level policy recommendations for better institutional cooperation regarding youth migration, which present the main activity output.

## 2. NATIONAL POLICY RECOMMENDATIONS FOR MLG COOPERATION

### 2.1 Workforce in elderly care

The population ageing represents one of the biggest societal challenges for Slovakia and all individual municipalities. In Slovakia, the ageing process will be very intensive and will be irreversible over the next decades. The share of seniors in the population of Slovakia will increase from the current 16% to more than 30% in 2060. Therefore, the societal impact of population ageing will be very serious. It will affect all spheres of societal life the whole social climate will change. The most affected will be those areas which are directly related to the number and structure of the population. It is labor market, social insurance (mainly pension funding), health care and social services (including care for seniors).

To mitigate the societal impacts of population ageing a comprehensive and long-term stable system of measures will be needed. When designing and implementing it a multi-level governance cooperation will be necessary.

As regards senior care, the current situation in Slovakia is not satisfactory. The main problems are the lack of places in the facilities for seniors, the lack of qualified personnel in these facilities and the poorly developed home care services. The way in which the state is funding for senior care is also problematic. In the first view, there is a poor interconnection of the indicator with the youth migration as whole. The young migrants, however, do represent a big portion of potential workers in the social care. Several ageing regions and dozens of ageing municipalities could and should be the destinations for young migrants from demographically younger regions (with regards to the push-pull effect), and they are potential workers in elderly care.

The important assumption for the establishment of the system of measures is that it gives a solid characterization of the situation in individual areas. An important indicator to assess the quality of care for seniors is the number of workforce in elderly care.

Data for the smallest administrative units are available in the population census. Since the census takes place every ten years, there are limitations with respect to the frequency. Other obstacles in connection to this indicator are: methods of selection of work force in elderly care, knowledge on relevant variables which do define economic activity and occupation related to the elderly care, and access to the Population and Housing Census. In addition, the non-response rate on question about economic activity and sectors of economic activity could be a problem as well.

Another option is the number of the senior-social-care workers. This is evidenced by the Statistical Office of the Slovak republic. Every provider of these services is obliged to send the regular reports to the Statistical Office, in which, besides other, the number of employees (social workers) is included.

Besides public and non-public units providing the social care for seniors, a part of the social care is supported by the private persons, mostly family members. The Social Insurance Agency of the Slovak Republic disposes of data on social allowances disbursed to the family members bound to the social care inside the family.

Also very important in this scheme are direct information from municipalities and institutions working directly with the elderly at local level (eg private homes for social services). The combination of data on the number of seniors, the potential development of seniors in the future at the local and regional level and the possibilities of providing care for them creates a prerequisite for a real assessment of needs and identification of risk areas associated with this issue. Therefore, in addition to the national institutions where the Statistical Office would act as a data processor and publisher, and the Social Insurance Agency of the SR to collect the necessary data from individual entities at local and regional level, the need for active participation of local social care providers would arise (municipalities, public and private providers). Their main task would be to provide the necessary data on a regular basis to determine the number of senior care services and to identify the potential risk of unmet need for these services. The Association of Towns and Municipalities of Slovakia could also play an important role as a mediator of this information to competent national institutions. Another important task from the point of view of processing and evaluating the monitored indicators would belong to the Ministry of Labor, Social Affairs and Family. Subsequently, through the Ministry or the Statistical Office of the Slovak Republic, this information could be directly accessible to individual local decision makers and stakeholders.

## **2.2 Unmet Demand by Young People (Local and Immigrants) of Social Housing**

Indicator Unmet Demand by Young People (Local and Immigrants) of Social housing represents a suitable tool for implementing social policy. Housing is an important factor of young people's lives, and unaffordable housing can serve as a push factor for migration. So we are interested in it because it is also a good proxy for social policies targeted at young people, with a relevance for migration.

There is no unified EU legislation, which would regulate social housing as well as the social housing policies in EU member states. Even more there is no unified classification of social housing valid for all EU member states.

Within the frame of Slovak legislation the social housing is defined as the housing acquired by using the public funds which is intended as adequate and dignified housing for people who are not able to afford it with their own means and they comply with legal conditions stated in the act (Act nr. 443/2010 Coll. on subsidies for housing development and on social housing as amended). In general, social housing is one of the tools to solve the social situation of disadvantaged groups of citizens whose difficult economic situation (temporary

or permanent) is associated with certain phases of the life or family cycle or due to health issues. It concerns young families with small children, retired people and those with health problems and disabilities. Besides the help is focused as well on special groups of inhabitants such as immigrants for example.

Lower housing costs can be an important factor for young people to decide on economic emigration from the country. This aspect is all the more important when we realize that housing costs, especially for young people, are one of the largest items in their family budget. One of the important ways to get the input capital for housing is just (albeit often temporary) emigration.

The basic strategic document for the area of social housing in Slovak Republic is the Concept of State Housing Policy until 2020, prepared by Ministry of Transport and Construction of the Slovak Republic. The goal of the concept is to increase real accessibility of housing with regard of adequate price, especially development of renting sector.

Social housing in Slovakia is set to meet the need for quality adequate housing for households who are not able to succeed in "housing competition". Social housing is provided at lower prices than market prices and administrative processes ensure the distribution among population. The care for citizen's needs for social housing in Slovak republic is entrusted to the competence of towns and municipalities. The process of allocation of social housing itself is not determined in legislation; municipalities through Generally Binding Recommendation define it (Všeobecné záväzné nariadenie). A well-established rental housing system may become in the future a good means of supporting the mobility of skilled workforce and thus addressing the problem of its shortage.

An important indicator to assess the quality of social housing as an example for several related policy fields is „Unmet Demand by Young People (Local and Immigrants) of Social Housing“. The importance of this indicator and, in particular, the establishment of the MLG scheme is mainly connected with the need to know the unmet demand of social housing not only at local but also at regional level in order to better manage and plan investments in creating social housing conditions. Demand for social housing is often a result of the relatively high housing prices (purchase and rent) in comparison to the incomes. Both unaffordable housing and low living standards serve as push factors for an out/emigration decision. A growing unmet demand for social housing signalize one or a combination of the following phenomena: low incomes of youth, high price (purchase and renting) of housing, lack of housing in a municipality. Higher is unmet demand, higher is the expected outflow of youth from the municipality.

Accessibility of mentioned indicator is limited. Data for the smallest administrative units (local level) are available and can be obtained from internal databases of the Department of

Social Services (in individual municipalities). The indicator at national and regional level (NUTS1 - LAU1) is unavailable.

Statistical Office of the Slovak Republic (SO SR), and Association of Towns and Municipalities of the Slovak Republic (ATM SR) are the main institutions involved into the process of multi-level governance related to indicator Unmet Demand by Young People of Social Housing: SOSR - collects and provides the data on the number of municipal rental flats from population census, but does not have the data on number of social housing allocated to applicants for social housing, ATM SR collect and provide data for all municipalities in the SR. The completed data on the allocation and provision of social housing at national level are not available currently. The possible way how to obtain relevant data for the calculation of the “Unmet Demand by Young People (Local and Immigrants) of Social Housing” is to obtain data on the numbers of social housing in the administration of individual municipalities as well as on the number of allocated social housing to target groups of the population. These input informations would be provided directly by individual municipalities, which have such facilities in their cadastre. The responsible authority that would collect this information should be ATM SR in cooperation with the Statistical Office of the Slovak Republic. This consortium collect, record, complete and provide the data at regional and national level.

### **2.3 Student Outbound Mobility**

The number of international students is rising worldwide. According to Fassman et al. (2018: 29) going abroad to study can be the beginning of an international career or the start of a longer time living abroad, and similarly it can be a strategy for envisaging an improvement of job opportunities back home. Education-orientated migrants are not easy to identify and follow statistically, since there are different subtypes and insufficient statistical data sources (Fassman et al. 2018). Defining an international student can be difficult and most students do not consider themselves migrants and also fail to register themselves (Fassman et al. 2018). Studying abroad thus poses a potentially increased risk of the outflow of young educated people. This aspect consequently has a significant negative impact on further development not only at national, but also regional or local level. Therefore, the monitored indicator is an important tool for measuring this potential risk of brain drain at the lowest administrative level.

The numbers of students enrolled outside Slovakia can be obtained from the population and housing census. The knowledge of the methodology and relevant columns is necessary for the construction of the indicator. Another challenge is access to the population and housing census or willingness to provide the data in question (or payment for processing of non-standard outputs from the database of the SOSR). Since the census takes place every ten years, there are limitations of frequency.

There is a great need for this indicator given the relatively high numbers of Slovak students studying abroad (especially in the Czech Republic). The dynamics of change in education and the need for more up-to-date data make it a condition that the knowledge of this indicator every ten years seems inadequate. The need to build an MLG scheme is based on the lack of relevant data and the limited possibility of obtaining information about the number of Slovaks studying abroad.

The proposed solutions are therefore rather a model scenario of the cooperation of the national ministry of education (MoE) with the countries and their ministries, which are the most frequent target countries for the study of persons from Slovakia.<sup>1</sup> It means opening bilateral negotiations with individual target countries and creating international agreements to exchange information about foreign students between the two ministries. However, these negotiations must also include a uniform methodology and scope of the variables obtained (data types, age, gender, place of residence in Slovakia, etc.) on the basis of which information will be obtained at regular (best) annual intervals.

MoE should provide the data on students in Slovakia and should require the same data on students from Slovakia abroad in the most important target countries of tertiary education for students from Slovakia. Data will be provided to the Statistical Office SR, which calculates and publishes the indicator at national, regional and local level.

## **2.4 Communicating OSS services to citizens and institutions**

Bratislava - Rača case shows that promotion of new OSS operations and services is essential to their success. The OSS Bratislava - Rača is a physical office, easily accessible at the entrance in the same building as the municipality itself, well known for providing government services of various kinds focusing general public. Citizens can obtain information related to administrative issues connected to migration, variety of information about support available from local government and informal community networks. It is also a dedicated website fully integrated in government website, providing useful information and links to related agencies and service providers in English. The OSS in Bratislava - Rača contributes to better inclusion by direct and timely support in obtaining assistance in family-related issues with marriage and child birth, improves immigrant employment level by helping several requests on local business opportunities, and assisting in future return migration related to social assistance for senior relatives in Bratislava - Rača. Without proper publicity, many foreigners and local citizens to be integrated into community remain practically ignorant of the OSS long after its launch, thereby undermining its usefulness in attracting and maintaining municipality investment. OSS launch included OSS and local government-instigated media coverage (social media, newspaper, leaflets), suggesting the

---

<sup>1</sup> In connection with this scheme, it is also important to draw attention to the existence of various short-term study visits and internships abroad (eg Erasmus etc.). These persons do not belong to the interest group as they are actually registered for study in Slovakia. The target group is only students studying at a foreign university throughout the whole study programme.

importance of these channels of communication, but media impact may be limited by the size and saturation of the local service market and by the transitory nature of such news, the OSS launch may be reported just once. The reason for selecting of this particular policy issue as an example of common challenges identified in order to improve multi-level governance cooperation is in the nature of problem requiring concentration of resources and long-term coordinated efforts to build a strategically well-designed branding concept, allowing local communities to cope with future migrants with a more sophisticated way. Actively searching for solutions both satisfying labor market pressures in a growing national economy, as well as allowing fulfilling synergies with social and cultural dimensions of local communities can't be successful without services well communicated in the age of social media and increasing virtual engagement of citizens.

Much wider geography than municipalities matters lot in the contemporary world. It often can explain human actions at various scales, from local through national to global. Advocates of glocalization call for forces of globalization to take into account local-scale cultural, economic, and environmental conditions. In other words, municipalities must understand their context in the current fast globalizing world. Ministry of Foreign and European Affairs of the Slovak Republic coordinates promotion strategy with both Capital City of Slovakia and Bratislava Self-Governing Region and seeks opportunities to promote local opportunities to the audience abroad. Various relevant domains of national government and governing public bodies effectively respond to a changing economic situation. The contacts should be maintained concerning communication issues. Capital City of Slovakia and Bratislava Self-Governing Region discuss their efforts with other regional partners across Slovakia, namely including other major cities and their metropolitan regions in order to offer future migrants more possibilities in other parts of country. Their coordination may help to reach the goal of more balanced regional development, bringing economic vitality to areas beyond naturally preferred capital city markets. Network of various overseas in-/formal institutions can be used in building an effective promotion service specifically targeting communities of interest identified in Slovakia and region. This includes coverage of international promotion campaigns in line with the national branding.

It is proposed that the local OSS will regularly update the migration situation and inform relevant bodies inside the hierarchies of the multi-level governance framework on changing conditions and perceptions. The overarching purpose of these actions is in helping national-level government ministries and regional institutions to identify and contact potentially most significant overseas target groups - before their arrival in local environment, community of Bratislava - Rača - to ensure best possible matching between spatially mismatched local labor market opportunities and human capital resources. Local OSS can never have enough power and resources to take these complex actions independently of course. Proper long-term coordination will be necessary and basic idea how to start coordination processes was outlined above. We propose active search and employing the opportunity to highlight OSS operations through international and foreign national/local media, which receive extensive coverage in the (most probably Ukrainian, Serbian, etc.) communities according to situation with changing migration probabilities in future.

Promotion and contacting could be established in a coordinated way between local institutions (municipality and city-wide government of the Bratislava mayor), regional government and most important, the responsible ministry from national government.

The role of ensuring a unified presentation of Slovakia abroad is given to the Ministry of Foreign Affairs and European Affairs. Creating and implementing brands of Slovakia (so-called branding SR) is part of this task: „Their branding process is focused on identifying attractive, trusted communication messages and their graphical representations that the home community identifies and which, when introduced into the presentational practice, will help to create a positive image abroad“. Ambition of the ministry is, in cooperation with other ministries, to establish a brand by proposing coherent government policies that will translate the individual messages of the new brand into practical, practical measures in individual areas of domestic and foreign policy. The institution that coordinates and the institution that makes the final decision on the particular policy issue is Ministry of Foreign and European Affairs of the Slovak Republic.

Local government avoids wasteful utilization of valuable resources and empower its own community to engage in the decision making right from the beginning and strengthen the OSS public service delivery model across borders. At the regional level, limited non-profit experience exists on how to engage broader audience, including international in the „Migration Information Centre“ in Bratislava run by IOM. Also, the implemented OSS model was not yet a product of social discourse and common agreement. Even though, it would require additional comparative data from other agencies and a longer observation period to fully understand OSS importance for future practice. From a bird's perspective, the Rača case gives reasons to believe that reform in one agency could potentially have snowball effects for reform in other areas, such as between health-care and social security, child care and care for senior citizens, education, labor market and entrepreneurship, etc. However, more robust studies need to be conducted to answer the question. The project succeeded in replacing the extractive model of the public service delivery with the more inclusive model of OSS. It effectively provides customers with public services. Customers are satisfied with speed, quality and user friendliness of public service delivery. The service delivery procedures are simple and transparent, though not yet widely known at community level. Transfer between municipalities can be now much easier through using different channels of cooperation already existing among the local governments. Within Bratislava area itself, local governments cooperate inside the scheme of city-wide government, which to some extent coordinates their actions and offers a direct platform for sharing of these experiences. Also, a similar platform is in place within the regional government. Transfer to other regions across the country might be fulfilled for example through the Association of Towns and Communities in Slovakia. This organisation acts on behalf of towns, municipalities and municipal boroughs all over Slovakia. It has been actively involved in all public administration reform processes, advocating for interests and needs of its members also within international forum. It already now represents a source of information, experience and best practices for local administrations.

Public sector services are typical with complexity, layering and hybridization, rather than by dominance, or substitution. Main features of our local project implementation was that fragmented public service delivery system is no longer in line with best practices. The emergence of new trends suggests vertically reintegrating devolved and outsourced service delivery functions into new centrally controlled service agencies. Decision to devolve a certain amount of power and decision making will be needed for the OSS as a newly created legal entity, although central authorities will certainly maintain lead in direct financial and operational policies. Future model of public service delivery depends in large part on its further evolution and sustainability. Currently, it is firmly dominated by state agencies in Slovakia.

## **2.5 Facilitating and development of future human resources**

The investment of municipal resources in local Immigration agenda is very limited and will remain so in the sense that each branch of a local government or agency maintains its own funding, also in terms of human resources. From an overall and long-term perspective, local government services will improve their cost efficiency because of their enhanced ability to provide clear and definitive responses to service users with the benefit of the assistance of mediators. From the perspective of municipal human resources, it is clear, that cost-saving and efficiency are connected to having a truly functional migration-related service in area. The reason for selecting of this particular policy issue as an example of common challenges identified in order to improve multi-level governance cooperation is in limited competitiveness of public sector employment, and also a clear need for constant learning and adjustment of available skills, if government service aspires to remain relevant and practically useful in a community deeply transformed by ongoing, and assumingly also increasing mobility of its citizens. Government service in an optimum scenario should be given a recognized, proud and trusted social role, also well paid and competitive facing employment opportunities in private sector.

We recommend a cooperation-based scenario, which can in principle help in developing a more inclusive local community. In this scenario, the Ministry of Labor, Social Affairs and Family of the Slovak Republic monitors the situation at the labor market and then coordinates training possibilities directed specifically towards the pool of unemployed citizens supported by public programs. In the same time, the Ministry of Education, Science, Research and Sport of the Slovak Republic coordinates education and training options among future graduates from high schools and further education (and research) at the HE institutions directed towards service sector aiming at inclusion processes. Ministry of Education, Science, Research and Sport of the Slovak Republic creates specific capacity-generating tools, temporary or permanent enabling timely embodiment of required skills in graduates and trainees. Bratislava Self-Governing Region according to actual needs considers education/training possibilities using facilities and teaching capacities at the secondary schools within the region to be used for training of minority mediators or local coordinating staff. Municipality regularly informs Capital City of Slovakia and Bratislava Self-Governing

Region about local situation considering staffing of local line agencies, local businesses and nonprofit institutions, as well as own administrative staff and their training requirements. It is important to involve national government ministries because specific parts of this scheme must enable smooth flow of information and resources, secured by purpose-driven decisionmaking concerning specific tools, calls for projects or grants, only possible from a single coordinated point. Fragmentation of activity can be helpful in certain specific elements of the problem, but will never bring systematic solution.

Our scenario has further implications about what and how should be done in government. Ministry of Labor, Social Affairs and Family of the Slovak Republic regularly consults open options and considered next steps with the Ministry of Education, Science, Research and Sport of the Slovak Republic. Bratislava Self-Governing Region monitors labor market and secondary school-graduation trends across the metropolitan area, and actively searches ad-hoc possibilities in sharing the learning or training efforts with other seven regional governments. Regional disbalances may easily cross regional borders. Bratislava - Rača Municipality and Capital City of Slovakia - Bratislava share information on local staffing situation and monitor changing opportunities considering local labor market and coordinate their next steps. The international part of agenda of both Ministry of Labor, Social Affairs and Family of the Slovak Republic, and Ministry of Education, Science, Research and Sport of the Slovak Republic is in closely followed updating of policy initiatives in the international environment, especially at the level of European government, public and non-government institutions, allowing using of specific policy-making or implementation support tools to be promoted and effectively employed at the national level, as well as sharing initiatives from national environment to the transnational institutions themselves back.

We propose a coordinated and effective way of securing sufficient staff capacities while keeping the costs in relation to training mediators and funding reasonable. It appears to be the most effective to recruit capacities from an open public call where any private or non-profit institution can compete for winning the service. Financial budgets should be shared, while participation can come from own fundraising within the community or socially responsible private companies, often hiring majority of their staff internationally. It is in their best interest to help building a more inclusive local society. Dominating part of resources enabling true sustainability will however must be coming from the state and the EU level. We propose to cooperate between government agencies and specific minority associations in order to have a specifically targeted complex employment and education framework for mediators from among their own local members. The number of mediators employed will depend on the future extent of inclusion services needed, according to practical needs as changing conditions internationally will bring in the future. Future potential savings for the government at all levels are found in bridging the information gap (namely language barriers), and in building on the existing experience of various government and nonprofit service providers. Training will be needed for both mediators and local municipality staff in order to provide an effective and competent sustainable service. The future implementation of processes should involve training costs for locally based staff or those from line government agencies (national and regional). There will also be ongoing training cost to keep

staff up-to-date on legislation, procedures and new services to be provided, according to changes in migration environment, which is very likely and can be secured by systematical life-long education, mostly offered to existing administration personnel, even to be mandatory if the specific role requires a direct contact between the officer and foreigner. The institution that coordinates and the institution that makes the final decision on the particular policy issue is Ministry of Labor, Social Affairs and Family of the Slovak Republic.