



International Organization for Migration (IOM)
Organisation internationale pour les migrations (OIM)
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Schweizerische Eidgenossenschaft
Confédération suisse
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Swiss Agency for Development
and Cooperation SDC



*Empowered lives.
Resilient nations.*

**IOM-UNDP JOINT GLOBAL PROGRAMME
MAINSTREAMING MIGRATION
INTO NATIONAL DEVELOPMENT STRATEGIES**

HANDBOOK ON MIGRATION AND LOCAL DEVELOPMENT



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ACRONYMS

APAC	Asia-Pacific Countries
B&H	Bosnia and Herzegovina
CRM	Commissariat for Refugees and Migration
CSW	Centre for Social Work
EU	European Union
GDP	Gross Domestic Product
IDP	Internally Displaced Person
IOM	International Organization for Migration
JMDI	Joint Migration and Development Initiative
LMC	Local Migration Council
LSG	Local self-government
M&D	Migration and development
MESTD	Ministry of Education, Science and Technological Development
MoLEVSA	Ministry of Labour, Employment, Veteran and Social Affairs
MSC	Migration Service Centre
MYS	Ministry of Youth and Sports
NES	National Employment Service
PUC	Public Utilities Commission
SDC	Swiss Agency for Development and Cooperation
SFRY	Socialist Federative Republic of Yugoslavia
SME	Small and medium enterprises
THB	Trafficking in human beings
ToT	Training of trainers
UMC	Unaccompanied Minor Child
UN	United Nations
UNDP	United Nations Development Programme
UNDESA	UN Department of Economic and Social Affairs
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development

INTRODUCTION

Handbook Migration and Local Development was developed within the project Mainstreaming Migration into National Development Policies, implemented by International Organisation for Migration (IOM) and United Nations Development Programme (UNDP), funded by the Swiss Agency for Development and Cooperation (SDC). The Handbook is part of the Training of Trainers (ToT), which will provide a series of training sessions to local self-government (LSG) representatives, so it is designed for: 1) trainers, in order to facilitate the implementation of trainings at the local level and 2) LSG representatives attending the training and acquiring new knowledge on migration and development (M&D). These are primarily representatives of Local Migration Councils (LMCs), but also the representatives of local Youth Offices, Local Development Agencies and Regional Chambers of Commerce.

Empowering migrants essentially means creating conditions for the migrants to become effective development actors in their places of origin and destination. When they live in decent conditions, are included in the community and able to access their rights, migrants are then also able to use their potential for the development of the society. Also, achieving United Nations (UN) Sustainable Development Goals includes adequate management of migration policies. In the context of Serbia and the 2030 Agenda for Sustainable Development, the most important sub-goal related to migration is 10.7: "Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies".

This Handbook illustrates the way in which migrants can improve the situation in the local community, by presenting potentials of migrants, a set of challenges and obstacles faced by migrants in the local community, but also solutions and instructions for local authorities on how to overcome these obstacles. The baseline for the development of the Handbook were global modules Joint Migration and Development. Alongside these modules, a variety of other materials were consulted – strategies and laws of the Republic of Serbia, studies, research papers, positive examples and success stories of return of highly qualified migrants. These stories serve to illuminate and illustrate, by using practical examples, the importance and advantages of M&D in the local community.

The work on the Handbook has involved an extensive consultation process with employees in the administration – officers in charge of migration management, to identify the best approach to work on the local level, and ensure that the Handbook and the training are adapted to the

local context in Serbia. A series of trainings have been already held on the local level over the past years – starting with the Essentials of Migration Management in 2012, the training on revising and extending Local Action Plans on refugees and IDPs, as well as series of trainings delivered by international organisations and the government since the start of the migrant crisis in 2015. Thus the idea of this Handbook is to offer new content and materials.

The aim of the Handbook is to bring the topic of migration and local development closer to LSG representatives in a tangible manner, without excessive theoretical concepts. Also, the Handbook takes into account Serbia-specific situation, current needs, having in mind the presence of certain migrant categories, development issues and potentials in the country. All the said reasons have led to the development of four modules as the most adequate ones for training in the local self-government:

1. Establishing the link between migration and local development;
2. The role of local authorities in empowering migrants;
3. The role of local authorities in the integration of refugees and facilitating return of highly qualified experts (reintegration of returnees)
4. Forms of cooperation with the diaspora and using diaspora potentials.

While the first module is predominantly theoretical, defining key concepts, the remaining three modules represent a concrete overview of the M&D situation in Serbia.

GLOSSARY OF TERMS

Asylum seeker is a foreigner who has applied for asylum on the territory of the Republic of Serbia and on whose application a final decision has not been made. (Law on Asylum)

Brain circulation is the term linked to the mobility of academia, where individuals go for advancement to other countries but rarely also return to their country of origin. Brain circulation may also be formulated as national policy, to avoid losing intellectual capital through brain drain.

Brain drain is the situation where a country is losing the most highly educated and professional individuals in the most productive age at a rate that is impossible to compensate by an influx of new human resources necessary for the country's development.

Diaspora includes Republic of Serbia citizens living abroad as well as Serbian nationals emigrated from the territory of the Republic of Serbia and the region and their descendants (Law on Diaspora and Serbs in the Region).

Emigration is external migration from the Republic of Serbia for the duration or expected duration of over 12 months (Law on Migration Management).

Human capital includes knowledge and skills acquired during pre-school, primary and high-school education, university, different forms of informal education and work experience.

Immigration is external migration into the Republic of Serbia, for the duration or expected duration of over 12 months (Law on Migration Management).

Internally displaced persons (IDP) are persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border (UN Guiding Principles on Internal Displacement).

Local development includes overall development of a local community with the participation and efforts invested by the community itself. In the process of local development, local community stakeholders work together with partners from the public, business and non-governmental sectors, aiming to create better conditions for economic growth and improved quality of life for all.

Local Migration Council – is made up of LSG representatives and institutions dealing with migration issues at the local level (Law on Migration Management).

Migration and development (M&D) or migration and development nexus is a relatively new global concept, which studies interlinkages between migration and development, noting that migration contributes to development and that migration should be included in the development agendas of national states. The focus is on the role that migration may have on community development, poverty reduction and economic growth, as well as on advantages brought by migration to the country of origin and country of destination, through increasing trade, investing remittances, transferring skills and ideas, and establishing business and cultural networks.

Migrants in need without determined status are persons whose status on Serbian territory has not been regulated, and who entered from neighbouring countries but came from war-affected areas of the Middle East and Africa.

Refugee – or individual approved right to refuge in accordance with the Law on Asylum is a person that owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership in a particular social group or political opinion, is outside the country of his/her nationality and is unable or, owing to such fear, unwilling to return to it (Geneva Convention relating to the status of refugees). The Law on Asylum defines **refugee** as the right to residence and protection granted to a refugee on the territory of the Republic of Serbia, when the competent authority determines that his/her fear of persecution in the country of origin is well-founded. Refugees in accordance with the Law on Asylum need to be differentiated from refugees in accordance with the Law on Refugees, which is related to the persons that, due to war conflicts in the area of former SFRY, escaped to the territory of the Republic of Serbia.

Remittances are monetary transfers by emigrants to their family members or people close to them in the country of origin.

Return migration relates to the movement of people returning to home countries or places of permanent residence, after having spent at least one year in a different country. Return migration may be voluntary, or the result of expulsion from the country. **Returnees** within this Handbook include citizens of Serbia that returned to the country after staying abroad, who can contribute to local development with their knowledge and skills.

Returnees under readmission agreement are persons returned to the territory of the Republic of Serbia because they do not meet or no longer meet the criteria to enter and stay on the territory of a country

with which the Republic of Serbia has signed a Readmission Agreement. Readmission represents the process of safe return of persons that do not meet or no longer meet the criteria to enter, stay or reside on the territory of a certain country.

Social capital includes institutions, relations, attitudes and values governing human interactions and contributing to economic and social development.

Subsidiary protection is a form of protection approved by the Republic of Serbia to a foreigner, who would in case of return to his/her country of origin be subject to torture, inhumane or degrading treatment, or their life, safety or freedom would be at risk from violence caused by external aggression or internal armed conflict or mass violation of human rights (Law on Asylum).

LIST OF RELEVANT LAWS AND STRATEGIES

- Law on Asylum (2007), Official Gazette RS, No. 109/2007
- Law on Foreigners (2008), Official Gazette RS, No. 97/2008
- Law on Refugees (2010), Official Gazette RS, No. 18/92, Official Gazette FRY 42/02 – FCC and Official Gazette RS, No. 30/2010
- Law on Temporary and Permanent Residence (2011), Official Gazette RS, No. 87/2011
- Law on Youth (2011), Official Gazette RS, No. 50/2011
- Law on Migration Management (2012), Official Gazette RS, No. 107/2012
- Law on Diaspora and Serbs in the Region (2009), Official Gazette RS, No. 88/2009
- Law on Chambers of Commerce (2015), Official Gazette RS, No. 112/2015
- Law on Healthcare (2013), Official Gazette RS, No. 107/2005, 72/2009 – other law, 88/2010, 99/2010, 57/2011, 119/2012 and 45/2013 – other law
- Law on the Foundations of the Education System (2011), Official Gazette RS, No. 72/2009, 52/2011 and 55/2013
- Law on Social Protection (2011), Official Gazette RS, No. 24/2011
- Decision on the establishment of the Working Group for solving the problem of mixed migration flows, Official Gazette RS, No. 54/2015
- Decree on the Criteria for Ranking Priorities for Accommodation of Persons Recognised as Refugees or Persons Awarded Subsidiary Protection and the Conditions for the Use of Housing Facilities for Temporary Accommodation (2016), Official Gazette RS, No. 63/2015
- Decree on the Manner of Involving Persons Recognised as Refugees in Social, Cultural and Economic Life (2016), Official Gazette RS, No. 101/2016
- Government of the Republic of Serbia (2005). Social Protection Development Strategy
- Government of the Republic of Serbia (2008). Public Health Strategy of the Republic of Serbia
- Government of the Republic of Serbia (2009). Strategy of Reintegration of Returnees Based on Readmission Agreement
- Government of the Republic of Serbia (2009). Migration Management Strategy.
- Government of the Republic of Serbia (2010). Strategy on Science and Technological Development of the Republic of Serbia 2010–2015

Government of the Republic of Serbia (2011). Strategy for Preservation and Strengthening of Relations between Home Country and Diaspora and Home Country and Serbs in the Region

Government of the Republic of Serbia (2012). Strategy of the Development of Education in Serbia by 2020

Government of the Republic of Serbia (2015). National Strategy for Youth 2015–2025

Government of the Republic of Serbia (2015). Strategy for Support to Development of Small and Medium Enterprises, Entrepreneurship and Competitiveness 2015–2020

MODULE OBJECTIVES AND STRUCTURE

The Handbook has the following three main objectives:

1. To illustrate how migration can be viewed positively and why empowering migrants is in the best interest of the local self-government;
2. To offer local decision-makers a new perspective on migration as a development component and indicate the linkages between migration and local development;
3. To provide support to institutions in addressing and reviewing concrete migration related challenges – migration crises, integration of refugees, cooperation with the diaspora, using highly qualified migrant resources.

The first module is theoretical, offering main definitions and concepts and establishing links between migration and local development. The other three modules are, in accordance with the consultations with the professionals working on migration issues, mainly practical, offering an abundance of information, positive practices and successful examples presenting the potential of migrants. Each module provides room for discussion, and at the end of the Handbook there are group activities to be implemented within the training, to be used to transfer knowledge to participants through an interactive approach. An integral part of the training, alongside this Handbook, is a Power Point Presentation.

GENERAL OBJECTIVES OF THE TRAINING:

- **Develop understanding of the migration and local development nexus as well as the links between M&D and local governance**
- **Define conditions on the local level needed for empowering migrants**
- **Demonstrate the potential that migrants, their families and diaspora have for local development**
- **Identify relevant stakeholders on the local level and establish partnerships with service providers in order to enable sustainable local M&D initiatives**
- **Analyse the ways of including migrants in the development of the place of origin and destination**

- **Analyse local integration of refugees* and reintegration of migrants as preconditions for local development**
- **Strengthen the capacities of local stakeholders for planning and implementing migration and development projects**

As the aim of the training is to transfer knowledge on migration and local development to the level of local self-government units and to explain that migrants carry a development potential and human, social, cultural and financial capital that can improve the situation in the local community, primary target beneficiaries of the Handbook are LSG staff working on migration and development issues.

TARGET GROUP

Representatives of local authorities involved in migration and development policies:

members of Local Migration Councils (depending on the municipal structure)

- trustee for migration and refugees
- Municipal Administration representative
- Police Directorate representative
- Centre for Social Work representative
- NES representative
- Red Cross representative
- Roma Coordinator
- Representative of education institution
- Representative of health institution

Youth Office representatives

Local Development Agency representatives

Regional Chamber of Commerce representatives

JMDI Modules and adaptation of content to the national context and local conditions

UN Joint Migration and Development Initiative started in 2012 as a joint UN, European Commission and SDC effort to establish a framework for linking M&D on the local level, or in other words – to establish migration management in a decentralised system to maximise the development

potential of migration. JMDI key effort is for the local actors to have a central role in monitoring migration and development and to mainstream migration in local development policies, considering this is the most sustainable mechanism.

When planning and implementing M&D policies, local authorities face a series of problems and challenges: lack of resources, limited support at the national level, insufficient coordination of local level stakeholders, lack of data and understanding of M&D. In order to adequately respond to these challenges, a series of training tools have been developed through the JMDI initiative, including a set of five modules offering detailed instructions on how to work with migration and development at the local level. The modules are to serve as practical tools to local stakeholders to overcome all efforts they are exposed to when formulating M&D policies. This Handbook is based on these five modules, available also on JMDI website <http://www.migration4development.org/en/resources/toolbox/training>.

Having in mind the challenges and opportunities that Serbia is facing at this moment, and in consultations with national partners implementing the project Mainstreaming Migration into National Development Policies, the modules have been adapted in detail and made shorter, to be more adequate to the national context and as easy as possible to use on the local level. Serbia is still not an attractive destination for immigrants, but it is a country with a large diaspora and with considerable experience in managing the 2015 migrant crisis. Also as an EU candidate country within Chapter 24 – Justice, freedom and security Serbia has the obligation to establish an Asylum System in accordance with EU acquis and standards, which also includes the issue of integration of refugees. Additionally, LSGs in Serbia have two decades of experience with the protection and addressing the needs of migrants (refugees and IDPs from former Yugoslavia, returnees under Readmission Agreement). Also, over the last five years, Serbia has within the establishment of the migration management system, by adopting the Law on Migration Management in 2012, established Local Migration Councils in 157 municipalities, thus gathering together relevant actors and migrant service providers at the local level.

Having in mind the abovementioned national and local characteristics, the modules have been conceptualised with the intention to present the local context and, with a number of examples and concrete ideas and initiatives pointing to the development potential of migration, serve to get a better overview of how to use local activities to improve the situation in a concrete municipality – by establishing cooperation with diaspora associations or using the potential of highly qualified returnees. Therefore, Module 2 identifies concrete forms of development and those of improving the quality of life of citizens in the municipalities affected by the migrant crisis. Module 3 deals with the integration of refugees and

facilitation of return of highly qualified experts, while the main focus of Module 4 is to develop forms and mechanisms of cooperation with the diaspora at the local level.

Validation and harmonisation of the text

After the ToT held in Šabac, 15–17 March 2017, and feedback received from future trainers, the draft Handbook was finalised, and went through a second stage of consultations with the future trainers – representatives of the Commissariat of Refugees and Migration (CRM), Ministry of Labour, Employment, Veteran and Social Affairs (MoLEVSA) and Ministry of Youth and Sports (MYS). After the harmonisation of the text and the incorporation of all inputs from national stakeholders and IOM, the final version was produced.

Using the Handbook

The Handbook and the Modules are designed for a two-day training, during which each module takes on average 1.5 hours. For easier access and use, each module is divided in three thematic units or three sessions. It is envisaged that two trainers implement the entire training. Concrete exercises and group activities, taken over from JMDI Modules, are added to Power Point Presentation slides and presented in the Annex at the end of this Handbook and should, through concrete application of the concepts presented in the Handbook, facilitate the learning experience.

MODULE 1: ESTABLISHING THE LINK BETWEEN MIGRATION AND LOCAL DEVELOPMENT

Over the last decade, migration and development nexus, that is, understanding that international migration contributes to the development of migrants themselves – their knowledge and skills, development of the receiving communities, but also the development of households and communities they leave, has become widely adopted by policy makers and the donor community. In 2006 and 2013, the UN General Assembly organised a High-Level Dialogue on M&D, and one of the eight conclusions of the 2013 dialogue was integrating migration into the development agenda. Mainstreaming migration in development policies was also a recommendation of the Report of the Global Commission on International Migration.¹ The Global Migration and Development Forum was also established as an international platform for representatives of states and international organisations to review numerous initiatives and projects, with the aim to include migration in the states' development component.

Migrants have been recognised as important agents of change, or development potential of the society. However, globally implemented projects have demonstrated that local actors are those that have the key role in the sustainability of M&D initiatives, as also reported by the JMDI initiative. The impact and effects of migration are felt first on the local level, whether it is a matter of integration, labour market conditions or creating business opportunities. All migrants, regardless of whether they are returnees, diaspora, potential migrants or persons granted refugee status, depend on local policies – whether it is the level of social protection and services or housing solutions. This is the reason why the relationship between M&D is best planned and addressed at the local level, having in mind that local authorities are best positioned to respond to the effects and challenges of migration, but also to use the advantages that the migrants bring to the new environment.

1 Global Migration Group. (2010). *Mainstreaming Migration into Development Planning – A Handbook for Policymakers and Practitioners*.

OBJECTIVES

- Define local development, identify key local stakeholders
- Analyse the relationship between migration and local development and the type of migration capital that may contribute to the community
- Analyse the processes of mainstreaming migration in local development policies
- Use existing data on migration for better making of consistent local development policies

CONTENT:

The introductory Module 1 offers a theoretical overview of migration and local development, analysing how migration and local development are interlinked and how it is possible to successfully mainstream these interlinkages into local policies. The module first defines local development and its actors, then shows the way in which migrants can, using their capital, influence local development – through concrete economic activities, but also shows how local development influences migration during the duration of the migration cycle. Finally, the end of the module deals with one of the most relevant issues for defining migration policies – data and how they can inform policies.

Session 1: Local development and types of migrant capital

Definition of terms**Local stakeholders and their role****The role of migrants in development – types of capital****Migrants as investors and entrepreneurs****Definition of Terms**

It is necessary first to understand what is meant by local development, what its scope, dynamics and actors (including the migrants themselves) are, so as to understand how migration can be an important ele-

ment of local processes and how it can be integrated in policy making at the local level. The concept of development includes 3 dimensions:

- 1) Sustainable economic development;
- 2) Human development – Human Development Index growth;
- 3) Social progress.

Human development seeks to provide an environment in which individuals and groups can develop their potentials and in this way, be able to live creative and productive lives in accordance with their needs and interests without endangering human resources. The three basic human development criteria for measuring the Human Development Index, used by UNDP since 1993, are: life expectancy, knowledge measured by literacy and standard of living, as indicated by Gross Domestic Product per capita.

The adjective **local** may relate to region, province or municipality depending on administrative boundaries. It can also be a territorial unit with a common denominator (economic, cultural, social). **Local development** includes the process of diversifying socio-economic activities by way of mobilising actors and networks, but also through coordinating resources. Local development also involves integration and participation in or the adoption of a common vision enabling the population to be included in the process of articulating common priorities. It is a response to globalisation but also a counterbalance to centralisation.

Local development is a process of supporting and building local dynamics by ensuring improved living. Local development exceeds the framework of economic development, and is meant to ensure sustainable development in accordance with socio-economic, cultural and environmental postulates necessary for efficient human development.

Sustainable development goals, in addition to recognising migrants as agents of development, also provide a framework for transforming the predominant approach to economic, social and environmental issues. The Agenda for Sustainable Development has introduced an integrative approach including environmental sustainability and respect for human rights with the aim to produce sustainable and long-term results.

Three dimensions of local development



Local Stakeholders and Their Role

Local development actors have a key role in ensuring social cohesion and creating interdependencies. Having in mind their knowledge of local needs and expertise in the traditional sectors of political life, local development actors are able to maximise development potentials in their community.

Local development recognises several types of actors:

Institutional actors – local self-government units and provincial bodies, including elected representatives in the executive and legislative authorities as well as sector-specific bodies in local administrations.

Associations of citizens and the civil society – in form of organisations articulating specific common interests or ideas (this includes NGOs dealing with the protection of migrants' rights, as well as associations of diaspora abroad).

Private sector – chambers of commerce, SMEs as the pillar of local economic development

Development institutions and actors – multilateral and bilateral donors and implementation partners

The Role of Migrants in Development – Types of Capital

Migrants are bridges between the places of origin and destination, who can improve the dialogue between the place of origin and the host community due to transnational ties they maintain, by transferring their knowledge and experience and financial resources that may improve the situation in the local community. In this way they support cooperation and encourage development ideas.

International migration develops through the 3Ts approach, or three transfers with a development dimension that help recognise migrants as the most important agents of change, i.e. the society's developmental potential:

1. Transfer of social capital – migrant networks
2. Transfer of knowledge – expertise
3. Transfer of funds – remittances

Migrants have human, social, financial and cultural advantages which they develop and improve during their migration experience. As they are strongly motivated to integrate in the host community, and on the other hand trying to stay devoted to the place of origin, migrants have the capacity to contribute to the local development of both communities. This twofold nature of migrants is precisely the reason why they are seen as bridges connecting societies, economies and cultures of places of origin and destination, through their physical travel, stories, experiences and practices. All these elements represent very important reasons that provide migrants with legitimacy to be recognised, accepted and supported as local development actors. Migrant capital is divided into four types:



Human capital – Migrants' education, development and training, knowledge and skills are an advantage to local development. In addition to qualifications and professional skills, human capital also includes interpersonal skills. Migrant skills and knowledge are determined by their ability to find employment. Still, skills are not always enough in case they are not recognised. We often speak of brain drain when migrants do jobs for which they are over-qualified. If there is a multilateral system of recognition of diploma and qualifications, the institutions recognising the qualifications may considerably contribute to a more adequate use of migrant resources. Also, an efficient recognition process of diplomas contributes to the potential return of highly qualified professionals to the country.

Social capital – Migrants develops and maintains social connections in different locations. Social capital enables them to share information, values and ideas through these networks. Social capital may connect different groups – migrant families, homeland associations and professional networks and groups gathered around local initiatives or even official diaspora groups cooperating with a line ministry. Social capital is the basic element which can underlie all M&D projects, because it is through this network that the other resources (human, financial and cultural capital) flow. Adequate environment and local and national policies enable social and political integration and thus maximise migrants' development potential.

Financial capital – It is the financial capital of migrants what has drawn the most attention over the last decade, because of: the volume of remittances sent by migrants globally to developing countries (575 billion USD in 2016 according to World Bank data) and continued growth of remittances despite the economic and financial crisis. Although financial capital most often refers to remittances and investments, it is important to stress that this type of capital includes also the establishing of trade relations between the country of origin and destination country, migrants' savings, business investments, purchase of property and even humanitarian donations.

Cultural capital – Cultural capital consists of norms, ideas, values and habits that migrants own and acquire during their migration experience, and which determine how a migrant identifies, perceives himself and others, and based on which he/she is identified in the place of destination in relation to the local population and other migrants. Having in mind that cultural capital entails belonging, this is the key element in establishing migrant groups and associations (e.g. Organisation of Serbian Students Abroad, or Repats – association of highly qualified returnees to Serbia). If they encourage the expression of differences and integration in the local environment (providing orientation courses upon arrival, language courses, etc.), local authorities may considerably contribute to migrant engagement because migrants will feel that they belong to the community.

There are two more types of capital at the local level describing the territorial nature of the social and cultural capital. These are the **affective and local capital**.

- **Affective capital** represents emotional bonds of migrants to the territory determining the migrants' willingness to maintain ties to his/her home country and possibly to return.
- **Local capital** includes the intimate knowledge that the migrant has about his/her place of origin, actors and development needs. Local capital is intensified when the migrant has strong ties to his/her family, comes frequently to visit, but may also be lost in case of long-term stay without returning to the country. Local capital is also developed in relation to the host location. A well-integrated migrant has acquired local knowledge enabling him/her to establish effective ties between the home country and host community. Migrant's local capital can thus direct the support to the territories that are not in the focus of traditional development actors.

Question for discussion: What are concrete examples of affective and local capital in your environment?



However, the existence of these types of capital does not mean that the migrant will use them, nor that he/she will use them with the purpose of development. The main challenge to the inclusion of migrants in the local development will depend on precisely their **desire** and **willingness** to be development actors, on their **opportunities** in the given environment, as well as their capacities, and it is the role of local authorities to work on addressing these challenges.



Migrants as Investors and Entrepreneurs

Through a combination of different types of said capital, migrants can contribute to the development of local communities – of both origin and destination – in numerous ways. Four channels through which migrants can support trade between the country of origin and country of destination are the following: 1) reduced transaction costs, 2) supporting nostalgia trade, 3) direct investments in the country of origin and 4) transnational entrepreneurship.

Reduced transaction costs: Migrants are ideally positioned to reduce transaction costs when dealing with the country of origin, having in mind their knowledge of the market, language, cultural norms, business contacts and networks that enable the exchange of information. Migrant networks can help new migrants to find language support, overcome bureaucracy and identify accommodation, employment and business opportunities. These networks also gather information on markets in the countries of destination and origin and provide resources (loans, potential business partners), which in practice enable migrants to act as transnational entrepreneurs.

Nostalgia trade/trade as means of development Demand for nostalgia goods in the country of destination may encourage migrants to invest in the production of specific products such as food in the country of origin, considering that this demand represents an insufficiently examined business opportunity. Similarly, migrants in the destination country may start a nostalgia import business (Orozco, 2005), showing in this way how trade and entrepreneurship may be interconnected.

The **Bakina Tajna** (Granny's Secret) brand was made on 15 May 2003 in the village Graševci. We employed three women, who made sweet conserves in the garage, on three firewood stoves, using old well-tested formula. On Friday, 22 July 2016, the British-Serbian Chamber of Commerce organised the promotion of Serbian products and wines in the Serbian Embassy in London. The event was opened by the Ambassador Ognjen Pribičević and President of the British-Serbian Chamber of Commerce, Sir Paul Judge. The participants, including representatives of retail chains, wine shops, restaurants and hotels in London, had the opportunity to taste the wines made by Serbian producers, which had been pre-selected by the prestigious oenologist Christopher Burr. In addition to qualifying the wines, Mr. Burr evaluated their manufacturers and compared these wines with those already in the UK market in terms of price and quality. The representatives of retailers were also able to taste

products from Bakina Tajna range, imported to the UK market exclusively by Ms. Snezana Knowles.

<http://www.london.mfa.gov.rs/lat/newstext.php?subaction=showfull&id=1469690243&ucat=118&template=DefaultLat&>

Direct investments in business in the country of origin: Migrants and their descendants are often seen as ideal investors – interventions by governments, international organisations and the private sector have been developed over the past years in order to additionally use investment opportunities in the country of origin:

- By 2014, 40% of UN member states developed some kind of diaspora institution.
- Many countries have agencies for the promotion of investments into the private sector, promoting the country to foreign investors trying to expand to new markets. Many countries now target migrants or diaspora as a new category of investors.
- Other initiatives connecting migrants and investments were led by host countries, often in cooperation with the civil society – US-AID in India and Latin America.
- The private sector also had a role in providing support to diaspora members to invest in businesses in the countries of origin. One such example is Homestrings, LLC: the company offers an online platform for qualified investors of migrant origin to choose business ventures in the country of origin, mainly Africa, and then support investment through a mutual fund (Kerr & Brownell, 2013)

Transnational entrepreneurship is becoming part of leading economic activities globally, especially in the area of high tech. Migrants – transnational entrepreneurs, can link with their social and human capital countries of origin and destination and considerably improve the development of the country's economy, through direct economic investments, but also indirectly, through improving the organisation of the public and private sectors.

Transnational entrepreneurship – Niš and the APAC region

Vladan Todorović lived abroad for 12 years. After the studies in Niš, he completed postgraduate studies in Cambridge and Barcelona and worked on the development of software programmes for different companies. He lived and worked in Cyprus, Greece, Italy, China, UK, Singapore and Germany. Todorović established Advanced Security Technologies. The company develops innovative software solutions and services in the area of cyber security. Services are mainly targeting foreign clients, mostly in the Asia-Pacific region. Employees of Advanced Security Technologies are located in Niš, but also in the Asia-Pacific region. The fact that it is a part of a broader community enables the company to gather all the necessary information for local business operations.

The intention to establish the company in Serbia was both emotional but also strategic. Knowledge and skills gained while working on international projects were the key reason to establish his own company. Todorović is interested to help the local community and local level institutions. He is currently the member of Niš working group for the development of the new Local Security Strategy 2017–2020. When asked about the best way for the development of IT industry in Serbia, he pointed out that Serbia lacked labour force that could compete to attract global companies in comparison with other countries in East Europe, such as Poland, Romania and Bulgaria. Todorović feels that the companies should invest the most in innovation, i.e. focus on specific IT services and software. He also sees the potential for cooperation with the diaspora but identifies bureaucratic procedures that take up a lot of time.

(UNDP Analysis of the national investment framework for diaspora in Serbia)

Session 2: Local development and migration

Local development during the migration cycle
Requirements for mainstreaming migration into local
development policies

Local Development During the Migration Cycle

Mobilising factors and impacts of migration are most directly felt at the local level – in the sense of impact on the local environment, demographics, and effects on the labour market. Therefore, additional focus should be placed on analysing the role that decentralised government levels may have in creating positive effects of migration on development. Migration and development represent a new set of challenges and opportunities for LSGs that are to implement policies at the local level. In other words, local policies that include migration as their development component and create an enabling climate for the realisation of migrant capital will result in a more intense community development.

Stages of the migration cycle

To achieve a comprehensive understanding of the needs of migrants in all stages, migration can be seen as a cycle, starting with the moment when the migrant decides to migrate, up until the possibility of their return. Each stage in this cycle consists of challenges but also of opportunities for local development. Migration cycle consists of 4 stages: pre-decision stage, pre-departure stage, migration and return stage.

Pre-decision stage: The decision to emigrate may be a result of different reasons – need to find better work and to advance the career, existing tradition of migration (in environments where it is considered common for young people to study and work abroad), and finally there are those that leave because of difficult socio-economic or political reasons. Still, the fact that the decision has been made does not mean that it was done in an informed and rational manner. Lack of information can significantly exacerbate migratory experience or increase financial and human costs of migration (leading to work in the black market or becoming irregular labour force). In many cases migration is the only response to general poverty, unfavourable conditions on the labour market or bad governance. Migrants in this case are forced to endure difficult and unfavourable conditions and are at risk of become prey to smugglers.

Pre-departure stage: Once the decision to emigrate has been made, the migrants must organise their departure. This process also includes organising travel, finding work, activating existing networks and contacts, funding the stay abroad. During this phase, migrants can be faced with the issue of a lack of information about the country of destination or lack of adequate skills to work abroad. Addressing these issues is very important and local authorities should do everything they can to offer migrants the opportunity to use information services before departing.

Best practice example of information sharing to migrants – Migration Service Centres:

Service provision methods – the most common method for information provision and counselling services is from an office or other easily accessible location. However, it is important to review alternative methods of service provision to reach all potential clients.

Outreach meetings: use premises of other organisations to provide services to hard-to-reach groups. Examples of outreach meetings include information and advice provision services to young people through youth clubs, schools or universities.

Mobile information services and counselling centres: announce services in different locations, especially in the areas with a high level of outmigration or in remote regions, where there is seldom or no local transport at all.

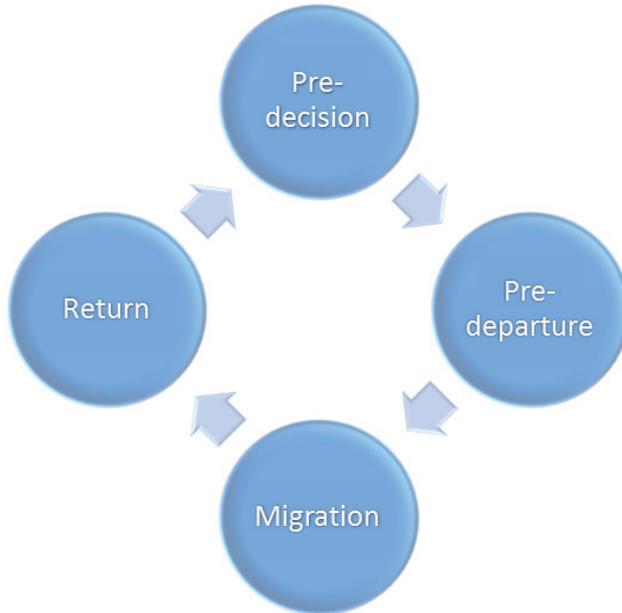
Electronic service provision methods: for example, designated website, online communication systems, such as Skype or social media.

On-call telephone lines: provide confidential and anonymous services to migrants, including vulnerable migrants and human trafficking victims looking for help and information.

Migration stage: Depending on the status (regular or irregular migrants) and the rights they have in the country of destination (access to social protection, education), as well as perception they are exposed to (successful integration or rejection because of xenophobia), migrants can have a positive impact on the socio-economic life of the countries of destination and origin.

Return stage: If the migration experience has been successful (in the sense of material status, acquired skills and networks), return may lead

to new activities that will improve the situation in the country of origin. Transnational entrepreneurship may lead to the creation of new jobs, professional skills acquired abroad may enrich the existing labour market, and investments upon arrival may strengthen the local economy. On the other hand, return is not necessarily a positive experience and migrants may face numerous challenges, especially after a long period of time – the community has changed, contacts are lost, so the reintegration in the place of origin represents a big challenge.



During each of the four stages, local authorities need to, using concrete activities, respond to the challenges and use the advantages of migration for the development of the community, as stated in the table below. A precondition for the local authorities to define their role in a proper way is to understand the challenges faced by the migrants but also the opportunities that the migrants have at the local level.

	Migration	Return
Challenges	<p>Lack of rights, increased vulnerability, lack of access to social services</p> <p>Households that remained in the country of origin</p> <p>Xenophobic perceptions and integration issues</p> <p>Challenges of living in an urban environment</p>	<p>Reintegration</p> <p>Use of skills acquired during migration</p>
Opportunities	<p>Existing diaspora and homeland associations</p> <p>Transnational networks</p> <p>Migrants contributing to the economy of the country of destination (taxes and labour market)</p> <p>Remittances</p> <p>Acquiring knowledge and skills</p>	<p>Returnees acquired skills and networks</p> <p>Returnees have migration experience</p> <p>Returnee networks may be an advantage to decentralised cooperation, trade, etc.</p>
Possible role for local authorities	<p>Local service provision (Migration Service Centres)</p> <p>Support to diaspora associations</p> <p>Organising financial literacy programmes</p> <p>Collecting data on migration on the local level</p> <p>Establishing framework for decentralised cooperation</p>	<p>Establishing framework for decentralised cooperation</p> <p>Establishing reintegration services at the local level</p> <p>Collecting data on returnees</p> <p>Building partnerships with returnees</p>

Requirements for Mainstreaming Migration into Local Development Policies

To provide migrants with the opportunity to express their potentials, it is necessary to have an enabling climate that will enable the mainstreaming of migration into local development policies, i.e. it is necessary for the concrete measures implemented by the local community to have the following characteristics:

- To be grounded in the given social reality
- Consistency and harmonization with national migration policies

- Availability of services
- Inclusive services for the entire population
- Ensure equal treatment for all

Grounded in the given social reality: Detailed knowledge of local migration trends is a precondition for any activity. Data on migrants are of key importance for the creation of evidence based policies. Whether these are local migration profiles or other mechanisms allowing the collection and update of data, data serve as basis for local authorities in planning M&D measures.

Consistency and harmonisation with national migration policies: In order to ensure legality and legitimacy of local policies, they must be harmonised with national regulations. When a local policy or service is not grounded on the national level, meaning there is a lack of adequate legal or strategic frameworks, there is a risk that the service will not be sustainable nor produce the required results. On the other hand, if the provision of services is in accordance with national policies, funding by national authorities may be secured.

Availability of services: If there are policies and mechanisms in place, but access to them is hindered because of bureaucratic and complicated procedures, their effect will be limited. The promotion of existing services for migrants should be in accordance with the migrants' way of life and habits (internet, radio, television). Accessibility also relates to the location where services are provided to migrants. The services need to be placed close to migrants, so that they have access to information technologies. Visibility is a key component with availability of policies, considering that it ensures equal opportunities for all categories of migrants. The type of services including multiple services – One Stop Shop, is the concept of Migration Service Centres that respond to the migrants' needs efficiently and quickly.

Inclusive services for the entire population: The services should be formulated broadly enough to include all categories.

Ensure equal treatment for all: Depending on the socio-economic conditions in the local community, migrant families may be negatively perceived by the non-migrant population in the place of origin, but also the place of destination. This is why it is important to assess which policies and services may also be useful to the rest of the population. For example, services meant for migrants' family members that stayed in the country of origin may also be useful to the rest of the population, especially for socially vulnerable categories. The criteria for awarding assistance must be carefully established in a holistic manner so as to include all.

Example: addressing housing issues of refugees from former Yugoslavia and IDPs: As investment in social services for LSG units is a

considerable one, it is important to point out that the construction of social housing units in protected environment is multiply beneficial for LSG units. In addition to addressing the housing issues of vulnerable migrant categories – refugees and IDPs, the housing issues of local socially vulnerable population is also addressed. In this way, the links among socially vulnerable populations are strengthened. Also, by building housing units for lease with the possibility of purchase for refugees, LSG units ensure income they can use also for addressing the issues of local socially vulnerable population.

Session 3: Importance of data for migration policies

Qualitative and quantitative data – how they inform migration policies

Data collection mechanisms and data sources

Qualitative and Quantitative Data – How They Inform Migration Policies

At a time of an increased awareness of interlinkages between migration and development, data – qualitative and quantitative – are perceived as key for informing, and consequently, developing relevant and efficient policies responding to concrete challenges. The local level is where these challenges, but also the impact of policies on overcoming them, are felt the most.

Still, the major part of information is based on regulations not ensuring sufficiently updated data on migration flows and impacts and effects of migration. The situation is even more complicated at the local level, because even in the case that all the countries implement a census, local data collection methods do not exist everywhere or there is not enough funds allocated.

Qualitative data tend to describe the dynamics occurring or that will occur in a certain context. They are collected through interviews and observations, with a small population sample, attempting to answer the questions how, what, why.

Quantitative data provide figures related to the scope and size of the phenomenon, or statistics allowing the estimate of the chances of something happening. This data is collected through a representative population sample, trying to give an overview of measurable trends among the

selected population. They are trying to answer the questions such as: how much, in what share.

Data Collection Mechanisms and Data Sources

International data are consolidated by international organisations, such as the Eurostat, World Bank or UNDESA, United Nations Department of Economic and Social Affairs, and can be found on their websites. However, this data is more useful for defining and justifying international priorities, than for creating national and local policies.

Censuses are held at the national level, with a long interval in between (10 years in Serbia). Censuses also exist at the local level – e.g. when local/regional censuses are collected to produce national data. A minimum set of questions that the census should contain in order to offer additional information on migration issues is:

- Country of citizenship;
- Country of birth;
- Country of previous residence.

Censuses implemented on the national level usually contain information related to the local level (town, region, etc). It is important for the local authorities to have access to all national data in their raw form, in order to be able to process them into data important for the local level, which entails the knowledge of all institutions producing data on the national and local levels.

Surveys cover smaller parts of the population, and usually focus on one topic. Surveys can be quantitative, with a representative population sample, or qualitative, using interviews and focus groups. In case of qualitative surveys, these are usually assessment studies.

Local authorities can, in cooperation with universities, conduct household surveys on migration related topics. Universities have the expertise to collect data, while local authorities have the relevant political framework to conduct surveys. Surveys are also implemented by national institutions, usually with the information related to the local level (town, region, etc.). It is also important here that the local authorities have access to all national data in their raw form, in order to be able to process data related to the local level.

Mapping: Even though mapping and surveys are often used intermittently, mapping is different in scope. Mapping includes using secondary sources (such as census data or administrative sources), which enables a broad analysis of the subject population (migrants, diaspora), in a specific geographical area (from local to international). Mapping may include

a survey and provide an overview of the situation, in a specific moment in time, and include various characteristics (social, geographical, demographic, economic) of the observed population.

Administrative data: are collected by a number of actors, such as immigration authorities, consulate networks, border police, etc. and include data on visas, residence and work permits, consular data bases, entries and exits at borders, deportation of individuals staying in the country illegally, foreigners that came on the grounds of employment, asylum seekers, etc.

This data can be used to assess migration flows and understand certain migrant characteristics. On the other hand, these registries cannot cover all types of movements, and all entries and exits (in case of a free movement regime). This data is usually dispersed and not easy to access. As with the census, it is important for the local authorities to have access to all national data in their raw form, to be able to process them into data important for the local level.

Source	Advantages	Disadvantages
Census	Mapping the number	Not up-to-date
Household survey	Precise information Up-to-date	Requires large samples Limitations and impossibility to "capture" relevant data
Administrative data	Migration flows	Cannot cover all status changes
Qualitative research	In-depth overview of the situation	Relatively small samples Problems with data comparability

Migration profiles: Since 2005, the European Commission has proposed and financed the development of Migration Profiles as a tool to improve information on migration in development countries. Migration Profile is a document unifying data on all migrant categories in the country, disaggregated in accordance with Regulation 862/2007 of the European Parliament and Council of 11 July 2007 on Community statistics on migration and international protection, and providing a description and analysis of the overall situation of migration in the Republic of Serbia.

The development of the Migration profile and its regular update was the obligation of the Republic of Serbia within the Visa Liberalisation Roadmap, but also a specific objective of its Migration Management Strategy. Serbia has for seven years in a row been independently developing

the Migration Profile. Data are collected from competent institutions on different categories of migrants and used to regularly update the profile annually, and the entire process is led by the Commissariat for Refugees and Migration (CRM). The Migration Profile represents the overall review of statistics related to migration and migration policy in the countries, providing migration management stakeholders and the general public a comprehensive insight in the migration situation. The document also provides information on the relevant legal and strategic framework for migration policies in the country, recommendations for comprehensive migration management, and offers a migration impact analysis to the socio-economic situation in the country.

MODULE 2: THE ROLE OF LOCAL AUTHORITIES IN EMPOWERING MIGRANTS

OBJECTIVES:

- Present the characteristics of an enabling climate for migrants
- Present the characteristics of migration trends in Serbia
- Describe the role of competent actors in empowering migrants as agents of change
- Present the role of Local Migration Councils and local action planning
- Point to local infrastructure development in case of migration

CONTENT:

After the introductory module, Module 2 presents the migration situation and existing mechanisms for migration management in Serbia. Elements of an enabling climate for migrants are presented at the beginning and the steps for developing it. It further describes the role of relevant actors for migration and local development and further elaborates the competences of local authorities and service providers at the local level. A mechanism for including the links between migration and local development is presented – local action planning. At the end, examples are given of how local services have been improved in the municipalities in Serbia affected by the migrant crisis, pointing out how migration may positively affect the improvement of the quality of life of all citizens.

Session 1: Empowering migrants

Creating a friendly environment – levels and concrete steps Characteristics of migration trends in Serbia

Creating a Friendly Environment – Levels and Concrete Steps

The idea of **migrants as local development agents** is broadly defined as both a capacity and a situation in which a migrant can act and improve the situation in the local community.

Considering that local authorities define strategies and policies to create an enabling climate for engaging migrants, they are also the most relevant actors that can coordinate the establishment of such conditions. Local authorities are simultaneously focal points unifying all votes, needs and expertise on the local level. Even though national legislative framework is a precondition for defining an enabling climate, the conditions in the local community are instrumental – integration, access to services, dialogue with local authorities, the establishment of migrant associations – are drivers for migrant empowerment. Migrant empowerment includes creating inclusive policies that will enable migrants to actively participate in the society in their place of destination, as well as enable them to be connected with their community of origin. In order to achieve this, local authorities can act on three levels – individual, through organisations and social.

Migrant empowerment levels and creating adequate services

- **Individual level** – includes creating an enabling climate for migrants through service provision, which enable migrants to access their rights. This also includes an efficient system of services that enable migrants to integrate into the host community, which will be discussed more in Module 3.
- **Level of action through organisations – civil society** – is related to creating an enabling climate through strengthening organisations working with migrants (diaspora associations), which can act as bridges between migrants and their countries of origin and countries of destination. The associations themselves have an important role in connecting migrants, their needs and interests and have a high potential for activating migrant capital and linking their interests.

- **Social level** – empowering migrants by including migrant voices and needs in political processes. By including migrants, local authorities ensure that all the members of the society are represented and in this way, create a social climate in which everyone can fulfil their potential.

These three levels are interconnected, considering that concrete services are provided to migrants through coordination between local authorities. Having in mind that organisations in the local self-government depend greatly on the local context, but also the ways policies are made on the national level, migrant empowering policies are conditioned by national regulations.

Characteristics of an enabling climate for migrants

The values and principles on which mainstreaming migration into local development should reflect are:

- Respect for human rights of all migrant categories
- Facilitate their inclusion in the society
- Anti-discrimination
- Take into account the needs of all stakeholders

It is necessary to ensure a coordinated system of cooperation between all relevant government bodies and institutions making policies and operational ones at the local level. Successful migration management involves efficient coordination between all competent bodies and the local population.

When formulating concrete measures on the local level, decision-makers should consider what type of support and engagement they expect from migrants, but also what type of support can be provided by the community. If decisions are made without previously considering the consequences, different problems may occur:

Problem: local authorities are willing to empower migrant communities but do not know their needs.

It is necessary to: map migrant needs in order to develop an efficient system of services on the local level, addressing the real needs of migrants (e.g. local action plans for refugees and IDPs, CRM/UNHCR needs assessment).

Problem: local authorities establish mechanisms favouring migrants and creating a polarisation among the local population.

It is necessary to: consult the local community when adopting measures towards migrants and establish a common space for dialogue

and cooperation between migrants and the local population. (E.g. the experience of projects for refugees and IDPs.).

In order to avoid such and similar problems at the local level, it is necessary to implement a series of steps leading to the creation of an enabling climate:

Identify objectives and capacities – map existing migrant communities, institutions and existing programmes, link objectives with country of destination resources.

Find out about the organisations working with migrants – map existing organisations in migrant communities. Make an inventory of interests, needs and identify who to communicate with in the community.

Support the creation of sustainable networks among migrant communities and their empowerment

Build trust between the local community and migrants – cultural events, language promotion, partnership with destination territory.

Create conditions for understanding migrant needs and remove prejudice – continued work on raising awareness and informing the citizens on migrant rights and needs by strengthening social cohesion in local communities and creating stable communities fulfils the potential for easier acceptance of migrants, but also reduces fears and distrust among citizens.

SUBOTICA YOUTH OFFICE WORKSHOP: MIGRATION AROUND US – JOURNEYS AND STORIES

On 17 October 2016, Youth Office Subotica organised a workshop on the topic Migration Around Us – Journeys and Stories in the premises of the Subotica Youth Centre with the aim to inform youth about the issues related to migration, through the prism of personal accounts of asylum seekers and migrants and to introduce to potential volunteers adequate approaches to working with them. Asylum Protection Centre psychologists, lawyers and pedagogues talked to youth about who migrants were, who asylum seekers were, where and how they came from, what was legal and what not (legal framework), how to approach migrants. <http://maglocistac.rs/gradska-kancelarija-za-mlade-radionica-migracije-okon-nas-putevi-PRICE/>

Question for discussion: Give some examples of creating an enabling climate for migrants (any category) from your municipality.



Characteristics of Migration Trends in Serbia

Having in mind the turbulent political and socio-economic occurrences over the last twenty years in this area, the main characteristics of Serbia in relation to migration, is that it is an area of extreme emigration, with a large diaspora and experience of protection of different categories of forced migrants – refugees from Bosnia and Herzegovina (B&H) and Croatia, IDPs from Kosovo and Metohija, returnees based on Readmission Agreements, and over the last several years, an increased number of asylum seekers, which in 2015 resulted in a massive influx and migrant crisis on the entire European continent. When considering also internal migration, from towns in the provinces towards Belgrade or from rural to urban areas, the consequence of which is the depopulation of some regions in Serbia, the conclusion is that migration is one of the biggest challenges in the country. Such a migration picture causes pressure for institutions dealing with migration management, both in an organisational and financial sense and requires a coordinated approach and continued cooperation of all relevant bodies on the government and the local level.

- The trend of demographic ageing and negative population growth rate has been increasing over the years. The 2011 Census shows that Serbia is one of the oldest countries in the world, with average age of 42.2 years.
- The experience of mass influx and protection of refugees and IDPs (680.000 refugees and 210.000 IDPs during the 1990s) – experience of the biggest local integration in Europe after World War II – provision of housing solutions and economic empowerment of refugees and IDPs.
- Reintegration of returnees according to readmission agreements – 4,794 persons returned in 2015.
- Numerous diaspora – estimates are as high as 5 million
- High level of remittances – over the last decade, remittances participated with 13.7% in the Gross Domestic Product
- Continued issue of emigration of highly qualified persons – brain drain (the 2011 Census registered more than 41,000 persons working and living abroad, with high or higher education level attained). Estimates show that by 2050 Serbia will lose around thirty thousand people annually to migration.
- Still unattractive area for immigration – in 2015, 5,721 foreigners were permanently residing in Serbia, the majority from Romania and China, while 11,862 foreigners had temporary residence permits on the grounds of work – the majority from China (4,000).
- Western Balkans migration route and a high number of migrants in need without determined status – passage of 579,518 migrants from the Middle East and Africa through Serbia in 2015.
- 19 approved refugee statuses (and 14 with subsidiary protection status) that need to be integrated.²

2 In the context of integration, the said modules imply integrating persons who received the status of refugee, in accordance with the Law on Asylum and the Decree on the Manner of Involving Persons Recognised as Refugees in Social, Cultural and Economic Life.

Session 2: The role of the local self-government in the area of M&D in Serbia

Competent institutions at the local level – LMCs Local action planning

Competent Institutions at the Local Level – LMCs

LSG provides the general framework, local regulations and conditions to provide support to refugees, IDPs and returnees under Readmission Agreements in the local community. Since 2012, **157 LSG units formed LMCs** as the main body on the local level dealing with migration management issues. In 2012, all LMCs underwent training on Essentials of migration management organised by the CRM and IOM. At the time of the migrant crisis, LMCs were the right address for providing support to migrants located on the territory of their municipality.

Migration Council (Law on Migration Management, Article 12)

For the purposes of advisory tasks related to migration management on the territory of the Autonomous Province and LSG unit, the competent body in the autonomous province and the local self-government unit shall form a provincial or local Migration Council.

Migration Council shall perform the tasks related to: monitoring and reporting to the CRM on migration on the territory of autonomous province and local self-government unit; propose programmes, measures and activity plans to be undertaken for effective migration management on their territories; other tasks in the area of migration management, in accordance with the law.

Migration Council, the composition of which is regulated with its foundation act, shall as a rule consist of the representatives of the LSG unit executive body (Mayor or Municipal/Town Council member), CSW, Police Directorate, Employment Service, trustee and representative of the municipal or town administration.

The competent body in the autonomous province and LSG unit formed by the MC may decide to, in its work, in addition to the representatives stated in Paragraph 3 herein, include also the representatives of institutions in charge of the task of health and education, representatives of the association dealing with issues of importance to the area of migration and other persons performing tasks of importance for migration management on the territory for which it is competent.

Migration Council, upon request of the CRM, shall report on measures undertaken and other issues in the area of migration management on the territory for which it has been established.

The following actors are included in the work of the LMCs:

- **Trustee for Refugees and Migration** as part of the local administration, performs entrusted tasks within their original activity and coordinates different programmes related to the protection and provision of assistance to migrants (152 LSGs have a Trustee established)
- **CSW** within its competences provided in the Law as well as the rulebook at the level of the Municipality, provides services in the area of social protection and ensures the attainment of all legally provided rights;
- **NES**, local branch, through national self-employment and employment programmes, provides services in the area of social protection and ensures the attainment of all legally provided rights;
- **Police Directorate** issues certificates of proof on the intent for asylum to persons that have expressed intent to seek asylum, refers them to the competent centres for the reception of asylum seekers, where the asylum procedure evolves further, ensuring the provision of public order and peace and processes irregular migrants because of their illegal stay;
- **Red Cross**, within its original activity, provides humanitarian assistance and assists in providing protection.

In addition to LMCs, **local diaspora offices** have been established within the LSGs or chambers of commerce. In different parts of the country, 12 local diaspora offices have been established: Niš, Smederevo, Kladovo, Ada, Kučevo, Požarevac, Paraćin, Despotovac, Golubac, Kruševac, Arilje

and Trgovište. Their main objective is the improvement of economic cooperation on the relation of homeland-diaspora and investing.

The following institutions are also involved in working with migrants:

- **Educational institutions** (primary and high schools) include in the educational system refugees, IDPs and returnees under equal conditions as all other participants.
- **Health institutions**, primarily local health centres, providing health services and health checks.

In Preševo: Youth Office transporting refugees for free

Migrants moving from Miratovac toward the Reception Centre in Preševo receive assistance from the local Youth Office, which, together with UNHCR, has provided them with free transportation to the Reception Centre <http://www.novosti.rs/vesti/naslovna/drustvo/aktuelno.290.html:566005-Presevo-Kancelarija-za-mlade-besplatno-prevozi-izbeglice-taksisti-protestu-ju-hoce-da-naplate>

The most relevant actors in the area of local development are the following:

- **Local Youth Offices**, currently 132 of them in Serbia, work on planning, implementation and development of youth policy at the local level, development and implementation of youth local action plans, establishing cooperation and networking with all relevant partners, encouraging youth activism and the participation of youth in decision-making processes, providing support to the initiatives of associations of youth and for youth, as well as informal youth groups, information sharing to youth, providing support in the implementation of programmes and projects with the aim to implement local action plans and objectives of the National Youth Strategy at the local level, providing support to the work of local youth councils, the operation of youth clubs, volunteering and other youth services.

Youth Offices regularly monitor the needs of youth at the local level, including the needs of youth from vulnerable groups, as well as the level and quality of their social inclusion. In cooperation between youth offices and different partners from public institutions, international organisations, and the civil sector, a num-

ber of trainings has been organised for all categories of youth between 15 and 30 years of age, with the aim to enable youth at the local level to improve the quality of their use of free time, with the aim to enhance their skills and knowledge and increase the degree of youth participation in local youth policy.

- **Local Development Agencies / Offices for Local Economic Development** deal with the promotion of the municipality in the country and abroad as a favourable place for investment, doing business and living, by creating and maintaining databases important for the business of existing companies and potential investors, informing potential investors and existing businesses on the conditions for conducting business, possibilities for investment, available programmes of support and incentives on the local and national levels, developing and monitoring local economic development projects, identifying needs and assistance in addressing the issues of the local business community, in order to improve competitiveness.
- **Regional Chambers of Commerce** – in accordance with Article 14 of the Law on Chambers of Commerce, some of the RCCs roles that are important for M&D are: support the development of the economy, entrepreneurship and entrepreneurial initiative on the level of administrative district, participate in the organisation of public hearings at the level of regional chambers of commerce, on draft laws and other regulations of importance for the economy, as well as the proposed economic policy measures; monitor the implementation of started initiatives important for the economy and report to the businesses on results; encourage business cooperation and create business connections between businesses; provide support to local self-government bodies in attracting investors; participate in the organisation of local, regional and cross-border economic meetings and events; prepare project applications and implement projects for European Union calls; provide businesses with services and professional assistance, in order to improve and promote business; organise training in order to improve knowledge and the skills of business leaders.

In providing protection for different categories of migrants and their rights (refugees from former Yugoslavia, IDPs, returnees under Readmission Agreement), LSGs have over the last twenty years received significant assistance from international organisations and domestic NGOs, which have for years implemented donor-funded projects in the area of housing, income-generation activities, but also acted as intermediaries in the dialogue between citizens and institutions at the local level.

Local Action Planning

Migration and local development need to be planned with systematic allocation of funds from the local budget and planning the ways to fundraise through new projects from existing donor-funded projects. Mainstreaming migration and development into the priorities will affect several sectors – labour market, tax revenues, social protection, culture. For efficiency, local planning should be:

- Connected with priorities at the central level;
- Take into account funds available for development assistance projects.

When formulating concrete policies including migration and local development, it is necessary to harmonise them with existing documents at the local level:

- Local action plan for improving the position of migrants
- Local social policy development strategy
- Local economic development strategy
- Local sustainable development strategy
- Local employment action plan
- Local youth action plan

Local action planning in Serbia

The Republic of Serbia has commenced the process of development of local action plans for forced migrants in 2008, with the support of EU and UNHCR, as a method of addressing the issues of refugees and IDPs. Local action plans have been identified as a unique mechanism for addressing the issues of forced migration by Walter Kälin, Special Rapporteur on the Human Rights of Internally Displaced Persons.

Over time, LAPs have also included other migrant categories (returnees under Readmission Agreement, asylum seekers and in 2016, 12 municipalities affected by the migrant crisis revised their LAPs to include migrants in need). Local action planning includes the process of decision-making on the changes important for migrants, that the local authorities are intending to introduce in their environments within a provided time-frame (action plans are adopted for a period of 4 years). The process itself is based on identifying the best way to **engage the capacities of all social actors in the community** in the development and implementation of the plan.

Creating and implementing local action plans is part of a wider mechanism to reduce poverty and social exclusion of vulnerable groups.

The plan is implemented by local officials, leaning on their expert knowledge and knowledge of the local context.

Challenges for local self-governments

Within the workshops organised with the representatives of LMCs, with the aim to revise the LAPs, the following challenges were most often identified in the majority of municipalities, which can also represent obstacles for mainstreaming migration into development policies:

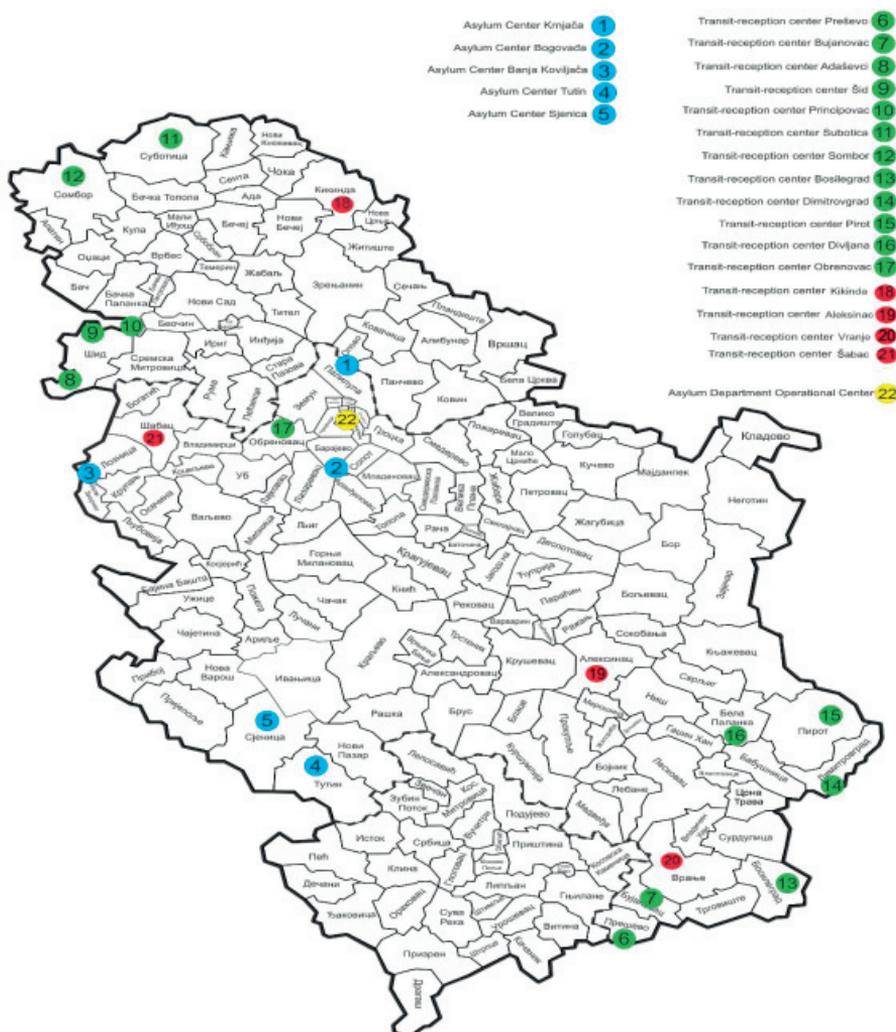
- Slow process of government decentralisation and fiscal decentralisation, expensive credit funds and measures supporting the establishment, operation and development of small and medium enterprises (SMEs)
- Lack of Detailed Regulation Plans
- Lack of budget funds
- Slow implementation of strategies and plans with the aim to ensure full respect of human rights
- Lack of long-term plans in the area of providing housing for socially vulnerable categories of the population
- Lack of unique data base in the area of social protection
- Unemployment: generally high rate of unemployment in the local community and lack for jobs
- Insufficient and inadequate incentives for reception and work with migrant children in transit and linking them with domicile children

Questions for discussion: What are the challenges in your municipality that would affect mainstreaming migration into local development?



Session 3: Migrant crisis – opportunity for the development of local services that will improve the quality of life for all citizens

**Map:
Asylum Centres and Transit and Reception Centres
(5 asylum centres and 13 transit and reception centres)**



After the outbreak of the migrant crisis, over the last two years, joint EU, UN and other donor and government efforts and funds have enabled each municipality that has been affected by an influx of migrants to receive assistance for employment, infrastructure, health and to address the identified high priority needs. This was simultaneously a development opportunity for the municipalities to address their infrastructural issues, help vulnerable sectors and raise the level of public services. State support was provided through public calls for municipalities published by the CRM for the municipalities (in 2015, 65 million RSD, in 2016, 50 million RSD). UN-HCR provided support to local health centres in the municipalities affected by migrant crisis by providing basic medical and sanitary materials. A series of projects were implemented in 2016, focusing on direct support to municipalities and local infrastructure development..

Within USAID project, Ana and Vlade Divac Foundation implemented the following activities of direct support to local self-governments in Šid, Tutin, Subotica, Lajkovac, Dimitrovgrad, Sjenica and Preševo.

- Resources provided for the procurement of new equipment and machines to prepare food for the Red Cross soup kitchen in Subotica, in the amount of one million USD.
- Local youth offices in Šid, Preševo, Dimitrovgrad and Lajkovac, equipped in the total amount of 10,000 USD.
- 2 Kids' Corners equipped in Asylum Centres in Tutin and Sjenica.
- 10 primary schools in all 7 municipalities received the donation of a total of 500 books for school libraries to update the obsolete book fund..

Through two projects: Enhancing Local Resilience to the Migrant Crisis project funded by USAID and Strengthening Local Resilience in Serbia: Mitigating the Impact of Migrant Crisis, funded by the Government of Japan, UNDP implemented a series of initiatives of direct assistance to municipalities affected by migrant crisis to address current development needs. LSG representatives presented the following needs, based on which the said forms of support were provided:

Bosilegrad

Engaged needed medical staff for the Health Centre, work on the construction of waste water treatment facility underway, planned adaptation of old hospital to meet the needs of the new CSW.

Šid

PUC received 10 large containers for solid waste, while PUC Waterworks improved their motor pool with the purchase of a vehicle for liquid waste transport. The new equipment will enable better service for 35,000 residents of Šid, for public institutions and reception centres. Afforestation actions were implemented and a skating rink built.

Belgrade

The Belgrade City CSW and PUC Belgrade Waterworks and Sewage Systems, got a new passenger vehicle, one delivery vehicle and a new water tanker, of total value around 100,000 USD. The new vehicles are meant to improve the quality of work and services, provided to people in Belgrade and migrants residing in Belgrade.

Subotica

CSW was renovated (space for victims of domestic violence), basketball courts adapted, open gym built, and the preparation of documents required for the reconstruction of the roof of the hospital for specialised care for mothers and children is underway.

Kanjiža

Fairgrounds was renovated, a gathering place for the local community and a place for organising fairs and events used during 2015 as the place for temporary accommodation of migrants. In this way, contribution was made to the tourist offer of Kanjiža and to local economic development. Plan of replacement of capital assets of the PUC Komunalac was made, in order to determine the priorities and key development needs of this company, which was under the greatest pressure during the migrant crisis.

Dimitrovgrad

A new truck for the collection of municipal waste was delivered (90,000 USD) which will help the town to improve the quality of local utility services.

Bujanovac

Catholic Relief Services purchased a new water heater for the Health Centre, and so helped address the issue of heating for the part of the population of Bujanovac, for which purpose 12,000 USD was allocated.

Within the Strengthening Local Resilience in Serbia: Mitigating the Impact of Migrant Crisis project, which aimed to reduce religious, racial and ethnic hatred towards migrants at the local level, through sharing information with the citizens and including civil society organisations in educational processes and strengthening of the community, grants were also awarded to NGOs, media and youth offices, with the aim to raise the level of awareness of the human rights of migrant women and children, but also the vulnerable population in local communities.

Existing advantages for including migrants in local development

Despite all the challenges that exist at the local level, and overall unfavourable economic situation, LSG units have great experience in working with migrants and capacities that have been developed over the years to work on improving the position of migrants, such as:

- Human resources
- Adequate development documents and strategic approach to municipal development
- Institutionalised organisational units in municipal administration with the mandate to improve development processes in the municipality (Development Agency)
- Mechanisms for supporting development (local funds, public calls, etc.)

It is necessary to link these existing mechanisms and structures and their activities with support to empowering migrants and using migration for development.

Priorities in future local action planning

Having in mind high fluctuation of migrants in need, whose status has not been resolved, as well as the possibility to organise their accommodation in numerous towns in Serbia, it is necessary to take measures at the local level in accordance with the decisions made by competent institutions and the Working Group on Mixed Migration Flows in Serbia made up of the Minister for Labour, Employment, Veteran and Social Affairs, who is also president of Working group, Interior Minister, Minister of Defence, Minister of Health, Minister without portfolio responsible for European Integration and the Commissioner for Refugees and Migration.

- Strengthen the capacities for improving the quality of life at the local level through equipping space for accommodation, space for informational, educational, sports and health services, as well

as implement the necessary activities on strengthening tolerance and removing prejudice and fear through the development of communication and dialogue.

- Continued implementation of activities focusing on understanding cultural differences between the migrants and the host community through the organisation of workshops on specific topics and a series of events that would contribute to better understanding of migrants' needs.
- Strengthening the capacities of local self-government institutions through the training of human resources to develop project proposals with the aim to ensure funds for migrants – by organising workshops and round tables.

Pilot project – training for centres for social work

In light of the mass influx of migrants in 2015, the Ministry of Labour, Employment, Veteran and Social Affairs (MoLEVSA) focused its pilot project to improve coordination within the migration management system. The aim of the project Improving the Role of the Social Protection System in Migration Management in Serbia, was to improve the response of local communities and strengthen coordination mechanisms. Information sessions were held in Vranje, Šid, Pirot, Preševo, Kanjiža and Subotica, for the representatives of CSWs. MoLEVSA instructions were presented on how to respond to the crisis, and especially on how to provide support to UMCs.

The second phase of the pilot project organised workshops for CSW staff on the topic of identification of the children of victims of trafficking in human beings (THB), recognition of abuse and neglect of migrant children and opportunities for their protection. Workshops were held in Subotica, Pirot, Sjenica, Pirot and Šid.

Centre for Human Trafficking Victims Protection also participated in the second phase of the pilot project, with special workshops held for CRM staff in the field, with the aim to recognise THB victims.

MODULE 3: THE ROLE OF LOCAL AUTHORITIES IN THE INTEGRATION OF REFUGEES AND FACILITATING THE RETURN OF HIGHLY QUALIFIED EXPERTS (REINTEGRATION OF RETURNEES³)

OBJECTIVES:

- Point to the links between integration/reintegration and local development
- Identify challenges and strengths of refugees in the integration process and returnees in the reintegration process
- Analyse the existing structure for integration in Serbia
- Explain how migrant profiles and their personal histories impact their ability for reintegration and impact local development and present best practices

CONTENT:

Module 3 is focused on two categories of migrants that can contribute to local development – refugees according to the Law on Asylum and highly qualified professionals that return to the country. Although these are two very distinct categories of migrants, both of them go through a number of challenges during their migration cycle. If the local authorities recognise the challenges and opportunities of this population in time, defining concrete measures can empower this population, mobilise their potential and make a concrete contribution to local development. The module also presents elements of the Decree on the Manner of Involving Persons Recognised as Refugees in Social, Cultural and Economic Life.

3 This and other modules take the term reintegration of returnees to mean the level of services that may be provided to citizens in Serbia, who can contribute to local development with their knowledge and skills. The term returnee here, does not mean returnee under readmission agreement, which is a category of migrant described in many other handbooks and studies.

Session 1: Integration of refugees

**Advantages and challenges of refugees in the host community
Establishing a dialogue between asylum seekers and the local
community – examples of cooperation**

Advantages and Challenges of Refugees in the Host Community

Although the highest number of migrants who pass through Serbia have the aim to reach developed countries with more efficient asylum systems, and some of them use the asylum system here to receive temporary assistance and move on, it is also evident that the number of asylum seekers has increased over the years and that there is a tendency of prolonging the time they spend in Serbia. Although at this moment only 19 people have received the status of refugee (and 14 persons have been granted subsidiary protection), by entering the process of EU accession, adopting the Law on Asylum and decrees further regulating the issue of integration, and finally by opening the Chapter 24 – Justice, freedom and security, Republic of Serbia has undertaken the commitment to establish an asylum system that is in accordance with EU acquis and standards, which also includes the issue of integration of refugees.

Integration and reintegration are key for the establishment of a full migration cycle. Migrants who are not fully included in the host location or who have issues to reintegrate into the place of origin are far less likely to contribute to development. Migrants must be full members of the society in which they live, whether in the country of origin or host country. Unsuccessful integration and reintegration can have a negative impact on the social and economic development in the country of origin and the host country.

The greatest challenges of integration and reintegration are felt at the local level, so successful reintegration or integration is one of the prerequisites for local development. Although integration relates to foreigners/refugees, and reintegration to returnees – citizens returning to their place of origin, both migrant categories face a similar set of challenges, and depend on similar preconditions:

- Migrant has the knowledge and experience necessary for integration – return to the local level
- Local community is ready to accept the arrival and presence of migrants/returnees

The integration and reintegration processes largely depend on the migrants' characteristics, but also on the host community, which is why preparatory actions are very important.

CHALLENGES OF REFUGEES	STRENGTHS OF REFUGEES
Social – xenophobia, stereotypes on job theft, ghettoization, lack of networks and contacts in the host country	Social – transnational networks
Cultural – language barriers, lack of understanding and cultural knowledge by the local population, tendency to form closed communities	Cultural – knowledge, values, norms
Economic – difficulties in access to the labour market, inequalities on the labour market	Economic – enhance trade, open new businesses, contribute to the tax system
Legal – Lack of information about rights and obligations Lack of information about institutions Lack of access to health and social protection	

With the said challenges, it is important to mention that asylum seekers coming to Serbia have been for months exposed to exploitation, violence, difficult travel conditions and are an extremely vulnerable category of persons requiring special psycho-physical assistance. Some of the risks the migrants face are:

- Dangers of THB, to which children, minors travelling unaccompanied by parents or guardians and women are particularly exposed;
- Danger of neglecting children (even if parents are present) because of difficult travel conditions;
- Different types of misuse and abuse during the travel, which are supported by legal invisibility – lack of identification documents and inability to access rights, not knowing the language and the cultures of the countries they pass through;
- Misuse by different criminal groups, risks of being robbed or deceived by smugglers and people participating in the organisa-

tion of the journey (e.g. of not being moved across the border but left before the border crossing);

- Health risks additionally influenced by the unsafe travelling conditions
- Conflicts within the migrant population because of ethnic tensions and altercations during the journey.⁴

In-depth interviews conducted by NGO Atina with migrants confirm some of the risks that these persons face:

Some women cannot choose when they get pregnant, as soon as they give birth, a new pregnancy. It is the hardest for pregnant women and mothers with children. Mothers sometimes beg the smugglers to take them. And they don't want to because it's hard for the children. Mothers sometimes miss good connections because people from the group will not go with a mother and child. This does not depend on the smugglers as it does on the people in the group, the woman needs to ask them. Some smugglers won't take pregnant women, it's risky, they cannot move fast, someone always has to help them. They usually even give more money.⁵

O., migrant woman from Somalia

The bandits then took 1.800 Euros that I had with me. They took everything, I didn't have anything left on me. I heard them talking: „I sold you this one.“

S., minor asylum seeker originally from Afghanistan⁶

Having in mind such risks and problems, it is necessary to provide adequate counselling by psychologists and pedagogues and psycho-social assistance and different workshops that would help them adapt to the new environment, but also continue with trainings for civil servants and service providers in order to sensitise them and make them aware of the problems that the migrants encounter.

Asylum seekers also face xenophobia in the countries to which they come and the feeling of not belonging to the local community. Compared to the majority of European countries, during the migrant crisis in 2015, the public in Serbia showed a high level of tolerance and solidarity, and during 2016, positive attitudes about migrants still prevailed.

4 Migrants i migrantkinje u lokalnoj zajednici u Srbiji, Atina, Belgrade 2014

5 Ibid

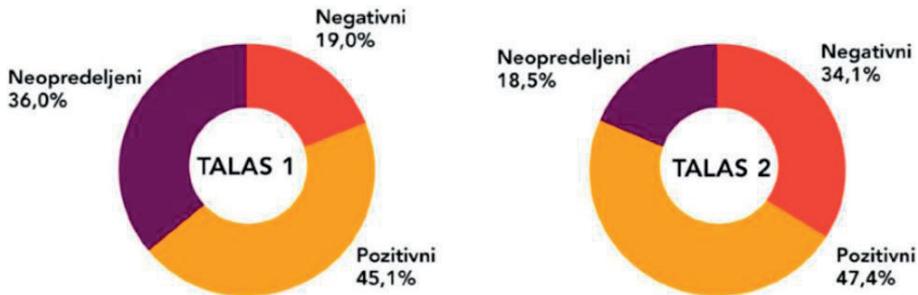
6 Ibid

Research on attitudes among Serbian citizens toward migrants⁷

2,792 persons from Belgrade and seven municipalities in which there are migrant centres: Dimitrovgrad, Lajkovac, Preševo, Sjenica, Tutin, Subotica and Šid participated in the December 2016 research.

Compared to the June research, the share of people with positive attitudes toward migrants was still the highest, but there was a significant increase of the people with negative attitudes (from 19 to 34%). **The most positive opinion was among the residents of Tutin, Sjenica and Preševo, who also has the most contact with the migrants.**

Persons with negative attitudes were afraid that the migrants would transmit some diseases, they were afraid of terrorist attacks and crime because of the migrants' presence, while 3% said that the migrants „made them sick” and that they „couldn't look at them”.



Still, in spite of this public opinion poll, the opposition to asylum centres and protests in municipalities where asylum seekers are placed have been a continuous practice since 2011 in Banja Koviljača, and also in the village Vračevići in Lajkovac and Mala Vrbica in Mladenovac since 2013, Obrenovac 2014, and the latest protests in Šid in 2017, which resulted in the relocation of the centre.

Establishing a Dialogue between Asylum Seekers and Local Community – Examples of Cooperation

The most efficient way to combat prejudice and fear on the local level is through dialogue between migrants and the local population and organisation of joint actions where citizens have the opportunity to get to know migrants. The given examples illustrate best practices of local communities that organised joint events with the migrants, but also situations when the asylum seekers themselves assisted the local community, during the floods in Obrenovac.

⁷ Ana and Vlade Divac Foundation. 2016.

Examples of how the migrants help the community and how the community welcomes the migrants

Minifootball tournament in Lajkovac

As part of the celebrations of the Day of Lajkovac Municipality, at the field near the Primary School, a minifootball tournament was organised. Teams of political parties and asylum seekers of the Asylum Centre in Bogovađa participated. The organisers of the tournament were Lajkovac Municipality and NGO Asylum Protection Centre from Belgrade.

The tournament took place in excellent atmosphere, with high interest of the locals and fans among asylum seekers from Somalia, Eritrea, Syria and other countries.

The idea for the tournament came from the Mayor Živorad Bojičić: „It is true that the idea was mine, but it was realised in cooperation with other political parties. This is the first time that such a tournament is being organised. The most important is the contact between the representatives of political organisations and the people temporarily accommodated in the Asylum Centre in Bogovađa. We want to, most of all, play sports in a friendly atmosphere and socialise, relieved of political issues and duties, and the score is not important.”

http://www.lajkovac.org.rs/web/index.php?option=com_content&view=article&id=676:2013-09-17-09-25-10&catid=40:2012-01-25-08-05-15&Itemid=140

Asylum seekers from Obrenovac helping in Šabac

Asylum seekers located near Obrenovac were among the first ones affected by the floods, but, as soon as they were given the chance, they were the first to help. They were evacuated on Friday morning, from just one of a number of places during those few critical days, but the very same day, on Friday night, they were among the first to volunteer in Šabac. These people, who had left their homes a long time ago, or lost them in a different way, stayed here and showed us that the home is defended wherever we are.

Asylum seekers who were temporarily accommodated in the reception centre in this town, came to Serbia from war-affected areas, but it was precisely because they had learned to remain calm, to show self-initiative and to organise themselves, which they immediately demonstrated, because they learned to live in a situation of crisis in own their homes, they jumped to our assistance as soon as the opportunity arose.

Tomorrow and the day after, some of them will be helping in Krupanj, on their own initiative and the organisation of the Commissariat for Refugees and Migration.

http://www.rtv.rs/sr_lat/drustvo/obrenovacki-azilanti-pomagali-u-sap-cu_488968.html

Migrants and locals from Srem on the International Volunteer Day, together afforesting the banks of Sava River

International Volunteer Day was marked by the planting of the first 500 hybrid poplar seedlings of the total of 2,000 planned in Jamena, Šid Municipality. This village is on the meeting point of Serbia, Croatia and B&H, it was one of the most affected places by the 2014 floods. Two years later, new waves, this time of refugees and migrants, came to this part of Srem, which currently hosts around 2,000 people on the route to EU countries. Volunteers from among the migrants, who live in Jamena and Šid, employees in the CRM, Ministry of Public Administration and Local Self-Government and UNDP through this action together contribute to reducing the risk of future floods, as well as to establishing contacts between migrants and the local population, building trust and social capital, which will help Šid to overcome the effects and the migrant crisis.

„Volunteers are always there when it's needed the most, and when they should assist the population that is in danger, during and after floods, and when they need to provide support to migrants on their way to security and better life. They give great contribution to the revitalisation and improvement of life in local communities and enable their development despite ongoing crises and those inevitably to come,” a UNDP representative said.

<http://www.rs.undp.org/content/serbia/sr/home/presscenter/articles/2016/12/05/migranti-i-sremci-na-me-unarodni-dan-volontera-zajedno-po-umljavaju-priobalje-save.html>

Dinner with students and migrants in Subotica

The action titled Around One Table was organised in Subotica – dinner for migrants serving Afghani and Pakistani dishes. The activity was organized by the Mobile Youth Club from Novi Sad in partnership with JAZAS youth, association Little prince from Šid and Youth office from Subotica, within the project „Mobile youth club– tolerance and solidarity for sustainable society”.

Azhar Javaid (31) from Pakistan, who left his country and his family a year ago, and has been staying in the Reception Centre in Subotica for five months, provided the recipes for the cooking last night. „This is a nice idea. When I see Pakistani food I feel at home. This is the first time I’ve eaten Pakistani food since I left. It didn’t happen anywhere else, not in Turkey, Bulgaria or Greece, only in Serbia,” Javaid said.

http://www.b92.net/info/vesti/index.php?yyyy=2017&mm=02&dd=10&nav_id=1229273

Session 2: Establishing the structure for integration in Serbia

Establishing the policy for integration of refugees implies an efficient programme, developed at the state level and locally, which could offer a comprehensive package of language courses, legal advice, services and access to the labour market.

Study visit to Germany – Pilot project for strengthening the capacities of Local Migration Councils and transfer of experience at the local level

In October 2016, the representatives of the CRM, LMCs and the IOM went to a study visit in Germany, to learn about the best practices of migrant integration, with a special focus on the local level.

The visit was organised within the project Mainstreaming Migration into National Development Strategies and its aim was to present to the Serbian delegation the institutional and legal frameworks and measures and integration programmes. In Berlin, the representatives of Serbia visited the State Office for Refugees, Employment Agency, Asylum Centre Templehof, Office of the Commissioner of the Berlin Senate for Integration and Migration, as well as the Ministry of Interior – Section for Legal Affairs and Integration Measures. On the third day, the Serbian delegation visited the Chamber of Commerce IHK Fosa in Nuremberg, as well as the Federal Office for Migration and Refugees – Department for Integration, Language Courses and Political Education.

In cooperation with towns and municipalities, the CRM subsequently organised round tables which served to transfer the experiences to LMC members from Germany and the functioning of the system

of services for the integration of refugees. The round tables also discussed current challenges for the LMCs in their future work. The round tables were held in Dimitrovgrad, Sjenica, Loznica and Kanjiža, with participants from seven municipalities.

Integration in numbers

- In the period 2008–2015, a total of 48 protections were approved (refugee status and subsidiary protection, out of which only two persons are still in Serbia and often engaged as interpreters).
- In 2016, **19 refugee statuses and 14 subsidiary protections were approved.**
- 6 persons expressed the need for accommodation and the CRM provided accommodation to them (they are all in Belgrade).
- In 2017, there have been no approved protections so far.

The integration of persons who have been recognised the right to refuge is regulated by the Law on Asylum and two Decrees: the Decree on the Manner of Involving Persons Recognised as Refugees in Social, Cultural and Economic Life, and the Decree on the Criteria for Ranking Priorities for Accommodation of Persons Recognised as Refugees or Persons Awarded Subsidiary Protection and the Conditions for the Use of Housing Facilities for Temporary Accommodation.

The Decree on the Criteria for Ranking Priorities for Accommodation of Persons Recognised as Refugees or Persons Awarded Subsidiary Protection and the Conditions for the Use of Housing Facilities for Temporary Accommodation was adopted in July 2015, and it defines in detail the beneficiaries of the temporary accommodation, conditions under which the accommodation is awarded to the beneficiary, criteria for determining the priorities for awarding accommodation, the conditions for the accommodation and duration.

The Decree on the Manner of Involving Persons Recognised as Refugees in Social, Cultural and Economic Life (December 2016): main elements

Article 2

Inclusion in the social, cultural and economic life of persons granted the right to refuge is provided through:

- 1) Complete and timely information on the rights, opportunities and obligations;
- 2) Serbian language classes;
- 3) Learning about Serbian history, culture and constitutional framework;
- 4) Assistance with inclusion in the educational system;
- 5) Assistance with accessing rights to health and social protection;
- 6) Assistance with inclusion into the labour market.

Inclusion in the social, cultural and economic life of persons granted the right to refuge shall be provided by the Commissariat for Refugees and Migration..

Article 3

Complete and timely information to persons granted the right to refuge about their rights, opportunities and obligations shall be provided through informational material in printed or in electronic format, in the language that the person granted the right to refuge can understand, or there is well-founded belief that they can understand it.

The information material shall contain relevant information about the rights, duties, opportunities for employment, education and personal advancement of persons granted the right to refuge, as well as information about the existing programmes and projects aimed at including these persons in the social, cultural and economic life.

Article 4

Some of the concrete measures for including refugees in the social, cultural and economic life in Serbia shall be Serbian language classes, as well as assistance in accessing the right to work. The

Decree provides that the CRM shall provide 300 school lessons of Serbian language and writing to a person granted the right to refuge, both to a person not included in the regular schooling system in the Republic of Serbia, as well as to the person attending regular school and person older than 65 years of age. Persons performing jobs requiring higher education level, have the right to an additional 100 school lessons of Serbian language and writing during one school year in language schools that have certified programmes for learning Serbian language.

The persons in 1.2 herein, in addition to Serbian language and writing classes within regular schooling system, shall be provided with additional 140 classes for learning Serbian language and writing in language schools or in regular schools if such a possibility exists. The persons in 1.3 herein, shall be provided with 200 school lessons of Serbian language and writing within an adapted Serbian language programme for everyday communication in language schools or by associations that propose adequate programmes and are able to hire adequate human resources. Persons in Paragraph 1 herein, who attend Serbian language and writing classes away from their place of residence, have the right to compensation for transport in the amount of the expenses for using public transport.

Article 6

Children included in pre-school, primary and high school education, as well as adult illiterate persons granted the right to refuge, shall be provide with assistance with inclusion into the educational system in the Republic of Serbia in the form of: 1) school books and school equipment; 2) assistance in initiating the procedure to recognise foreign school documents; 3) assistance with learning; 4) financial assistance to include the person granted the right to refuge in extracurricular activities. This person shall be enabled to participate in the programme about Serbian culture, history and constitutional framework, of maximum duration of 20 hours per year.

Article 7

For the inclusion in the labour market, assistance is provided in the form of:

- 1) Assistance with acquiring the necessary documents for registering with the NES and employment agencies;

- 2) Assistance with initiating the procedure of recognition of foreign school documents;
- 3) Ensuring the inclusion in further education and training in accordance with the labour market needs;
- 4) Assistance with inclusion in active employment policy measures.

Training with the aim of acquiring new or additional qualifications shall be provided by service providers implementing certified training programmes. Measures shall be provided in cooperation with the NES.

Article 8

The person granted the right to refuge can be provided with one-time financial assistance from the CRM, in cases of special social or health need, in accordance with the law.

One-time financial assistance is provided at the request of the person recognised the right to refuge or at the proposal of the social or health care institution.

The procedure for receiving the one-time financial assistance and its amount is determined by the Commissioner.

Article 9

CRM shall develop an integration plan for the purpose of implementing activities of inclusion into the social, cultural and economic life of persons recognised the right to refuge.

The integration plan shall be developed for each person recognised with the right to refuge individually.

The integration plan shall be adopted for the period of one year.

The competent CSW, educational institution, NES, healthcare institution, and if necessary, in accordance with the personal characteristics of the person granted the right to refuge, also other bodies and LSG unit bodies hosting the persons granted the right to refuge shall participate in the development of the integration plan.

Integration in practice

- The children from centres in Bogovađa and Krnjača attend regular schools in Valjevo and Palilula Municipality (50 of them). Transport to educational institutions is organised, the preparation of instruc-

tions for teachers is under way, to help them organise the work with children more easily and help the children fit into the educational system and overcome any issues. These students will have classes in two subjects every day, as well as a psychological workshop and Serbian language course. The schools will be provided with interpreters, and the students will be distributed in classes according to their age and the previous level of knowledge.

- Legal representatives of refugees are the Belgrade Centre for Human Rights and Asylum Protection Centre (APC/CZA).
- Refugees are registered with NES, they have health care provided, regulated health insurance and public transport fare covered.
- The public procurement process has been completed and language schools selected, where the refugees will attend a fund of 300 classes, in groups from 3 to 5 (with the possibility of individual classes).

Session 3: Creating conditions for successful reintegration

Reasons for return

Challenges and advantages of returnees

Types of services that can be offered by the local community to the returnees

Reasons for Return, Challenges and Advantages of Returnees

Over the last half a century, the profile of the average emigrant has changed considerably. While the periods of 1960s and 1970s were marked by labour migration to Germany and Austria when mostly migrants of lower education and qualifications emigrated, in the last twenty years in Serbia, mostly young, highly qualified experts have been leaving. Surveys of the migration potential show that the average profile of a (potential) migrant is under 40 years of age, with high or university level of education.⁸

Average length of stay abroad on the national level is somewhat over 10 years. Regions mostly record similar average time of emigration, while the region of South and East Serbia records longer periods of stay (11.82). Observed by regions, by type of settlement, the regions of South and East Serbia are prevailing.⁹

8 Migracije i razvoj u Srbiji. 2016. Mirjana Rašević

9 Ibid

Types of migration cycle – reasons for return

Successful reintegration is contingent on two elements – length of stay abroad and reasons for return. Migrants who have been living abroad for a long time and who return because of unfavourable situation in the host country will experience bigger problems with reintegration.

		TYPE OF MIGRATION CYCLE		
		Complete	Incomplete	Interrupted
REASON OF RETURN	Investment project in the place of origin	Economic uncertainty in the place of origin	Not renewed residence permit in the host country	
	End of labour contract	Family and personal problems	Deportation/Readmission	
	Studies in the place of origin	Hostile environment / racism / discrimination in the place of origin	Administrative/ financial issues	
	Fulfilled migration goal (successfully completed studies)	Unfulfilled migration goal (studies not completed, job not secured, etc.)	Loss of job	
	Improved situation in the place of return		Serious health issues	
			Pressure by other family members / arranged marriage / war/conflict	

Returnees whose migration cycle has been interrupted have great difficulties in reintegrating. They are often unemployed and have difficult access to social assistance. Returnees may face numerous challenges, grouped under the same four categories as for refugees, but may also bring concrete social, cultural and economic advantages to the community they return to.

CHALLENGES OF RETURNEES	ADVANTAGES OF RETURNEES
<p>Social – local community does not consider returnees belonging to that environment any longer, they have no networks in the community, they have lost contact</p>	<p>Social – transnational networks, business contacts and access to companies in the host country</p>
<p>Cultural – sense of not belonging, cultural shock, changes that occurred during their stay abroad, language barriers for returnee children</p>	<p>Cultural – values and norms adopted in developed countries</p>
<p>Economic – in case of incomplete migration cycle – returnees do not have the skills necessary for successful integration</p>	<p>Economic – enhance trade, open new businesses, contribution to the tax system</p>
<p>Legal – Lack of information about the rights and obligations Lack of information about institutions</p>	
Challenges for returnees during reintegration – example	
<p>„Canada is an extremely boring country. If something is to be changed, let's say VAT, it will be considered for years in advance. There's no: „Hey, it's a crisis, let's change the VAT!“ But we think about how to increase VAT by 1% in 2017 and reduce something else by 2%. Even if something changes it changes so little that it creates no problems for you, plus you have one, three, five years of warning. There is, therefore, a system, a plan, nothing is done randomly. Practically there is one policy and plan and these [politicians] are only executors that change. So it's an orderly system.“</p> <p style="text-align: right;">(Returnee from Canada).¹⁰</p>	

10 Transnacionalno preduzetništvo: iskustva migranata – povratnika u Srbiju. 2013. Grupa 484, Centar za migracije

Successful examples of returnees: blueberry production in Despotovac

An experiment by Mile Jovanović (36) from the village Lipovica, near Despotovac, was successful. When he heard from his relative, Dobriša, that blueberries, which cost a lot to plant, yield well and make good money, he decided to invest the money he had for years been earning in Italy, where he is living with his wife Lidija (29) and sons, and plant this fruit on his parents' land. He inquired also with the Fruit Production Institute in Čačak, and 1,000 seedlings came to his village from the Netherlands, through a company from Belanovica, which he is today growing over 45 acres. Blueberries are tended by his father and mother, while Mile and his family visit them several times a year.

„We have been living in Lonigo near Vicenza for the last 15 years, and when I heard that my relative started with 2.500 Euros and he was doing well, I got information over the internet, invested eight times more money, paid for a soil analysis, brought water and bought the seedlings. I started four years ago, and this summer we yielded around 700 kilograms. In full crop, blueberries yield between 5 and 12 kilograms per seedling,” says Mile.

Before they started growing blueberries, among the first in this area in Gornja Resava, Mile's parents planted traditional fruits like plum, pear and apples. They fell in love with the blueberries, the strongest natural antioxidants, immediately, also because its medicinal benefits, which are good for Mile's father.

„Dad's on insulin, so blueberries mean a lot in his diet. Also, they are healthy for kids, and mum makes juice and syrup and conserves out of them. This year we had a good crop and we sold everything. Profit is guaranteed and the price in Serbia is good, because in May and June blueberries arrive in Spain and southern countries, and then during the summer in our country, and after that in northern countries like Poland and Germany,” Mile is confident, and planning to expand his land so as to secure a business for his children.

UNDP Analysis of the national investment framework for diaspora in Serbia

Successful examples of returnees – keeping and improving the family business

Marko Smiljanić got his PhD in the Netherlands, and during his studies he actively developed software solutions. He returned to Serbia in 2006, and started a family business Institute for Research and Development NIRI Ltd in Niš. The company was actually started by his father in 1990, under the name Intelligent Computing Sector, focusing on data assessment. In 2014 the sister company NIRI 4NL was started. The company is producing software solutions for foreign markets. The company now has 20 employees, has been constantly growing over the last 10 years and employing two new people each year. With the change of the business model, Mr. Smiljanić is expecting higher growth in 2017.

Mr. Smiljanić is passing on to his employees all the techniques and knowledge acquired abroad. He teaches at the local university and offers practice to students, and in this way, is helping strengthen the education in the local community. He is using diaspora connections for business contacts a lot. He stresses 3 key elements for a successful business network in the diaspora: „right people, in the right places, with the right knowledge“. If you have a good quality product and contacts abroad you will be successful. Mr. Smiljanić is proposing an Advisory Board for business development from diaspora. (UNDP Analysis of the national investment framework for diaspora in Serbia)

Types of Services that can be Offered by the Local Community to the Returnees

The returnees who have completed their migration cycle invest more in the country of origin compared to the returnees with incomplete or interrupted migration cycles. Frequent visits to the country of origin during the stay abroad represent one of the advantages during the reintegration process. The quality of life abroad is the key factor for the success of reintegration upon return. This is how good integration also affects the quality of reintegration. Also, a good preparation for migration is key for supporting successful integration.

One of the preparatory activities develops through the **operation of the Migration Service Centres**, where potential emigrants may receive information on the opportunities for employment and study abroad.

MSCs in Serbia

There are seven Migration Service Centres established by NES – Belgrade, Niš, Novi Pazar, Novi Sad, Kraljevo, Kruševac and Bor.

They provide information about the risks of irregular migration, the rights of migrants, procedures to obtain visa and work and residence permits, employment and study opportunities abroad.

During 2015, MSC services were used by 696 persons, predominantly from Belgrade and mostly with completed high school, ages 30–34 years. In terms of potential migrants' destination country of, the first choice is Germany, followed by other EU countries, Norway and Canada.¹¹

In October 2015, the project Mainstreaming Migration into National Development Policies organised training on the EURES portal and on MSC for 54 employment advisors from NES. Experts from the Croatian Ministry of Labour and its Employment Service shared their knowledge about the portal, the functioning of the labour market and the employment process. The handbook „Internet Search” was distributed to MSC advisors, to help with their everyday work of informing the citizens on the opportunities of labour migration in EU countries. Additional assistance was provided to NES, through organising training for 19 advisors in seven MSCs.

Potential emigrants that spend long periods of time outside the country of origin do not have a clear vision on the situation in the country and available opportunities, nor of the obstacles they can encounter upon return. **Establishing online platforms** to present all relevant information on the situation in the local community to the returnees is a good way to increase the level of knowledge.

Online platforms providing returnees the following information

Rights, obligation and national return policies	Institutions and services	Administrative procedures upon return	Labour market	Investment opportunities	Trainings	National framework of qualifications	Families with children born abroad
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11 Migracioni Profil Republike Srbije za 2015. godinu

Online platforms for returnees could be linked together with existing websites for the diaspora, informing the diaspora members about the economic activities on the local level, but also providing databases on individuals working temporarily abroad. The office for local economic development of the Priboj Municipality may serve as a good model for this type of information sharing.

Communication with the diaspora – including the office for local economic development

Call to Priboj Municipality diaspora

The Office for Local Economic Development of the Priboj municipality CALLS the citizens of the Priboj Municipality working temporarily abroad, to provide personal information about themselves and their family members, for the purpose of establishing and maintaining the DIASPORA PRIBOJ database.

The department was established to improve communication between the local government and diaspora, provide all information related to the developments in the municipality, establish cooperation and provide assistance in all areas.

The aim is to establish economic cooperation and promote the Priboj municipality, its potentials, creativity, culture and opportunities for cooperation in all fields.

Our idea is to develop a database of our citizens abroad with the information on their work and activities to more easily respond to their wishes and opportunities to invest in the area of Priboj Municipality.

The activities of the LED office related to Priboj Municipality diaspora are:

- Information on economic activities on the territory of Priboj municipality (establishing new companies, investments, privatisation...)
- Information on cultural, artistic, sports, educational and other events
- Opportunities for cooperation with other offices and organisations abroad, receiving and distributing of humanitarian assistance sent from our people from diaspora.

<http://www.priboj.rs/sr/kontakt-lat/poziv-dijaspori>

In terms of cultural challenges, one of the greatest problems of emigrant children may be the insufficient knowledge of the Serbian language. The example of the Office for Diaspora in Niš, where students of final years of the Faculty of Philosophy, started giving **Serbian language classes** for emigrant children is a good example of how to efficiently, and without excessive costs, overcome the language barrier.

Serbian over Skype for emigrant children

In the Niš Office, diaspora members can get information or complete different procedures related to citizenship, personal documents or health, pension and disability insurance. The Office has a virtual Registrar, which helps people from Niš with new, European and other addresses, to provide certificates of birth, marriage or death electronically, or documents for ID card and passport. Their children are provided with Serbian language classes through Skype. **Classes are taught by students of the final years of the Faculty of Philosophy in Niš.**

The city has entered into an agreement on cultural cooperation with the Gallery of contemporary fine arts and the Faculty of Arts together with the Art Point 222 Gallery in Vienna, where „Niš Exhibitions” will be organised. Exhibition space is being sought in Vienna at the moment, for the Niš National Museum to present its significant collection, from prehistory to this day. The plan is to have the National Theatre or Puppet Theatre and other institutions to visit Vienna and other West European countries, and vice versa. Diaspora is acting as agent in making such cultural „deals”, primarily with the Serbian Community in Austria.

Niš started organising annual meetings of Niš diaspora in the world. Even though there are no precise data on the number of residents studying abroad, it is estimated that around **3,500 Niš students** hold important positions somewhere.

http://www.danas.rs/danasrs/drustvo/terazije/srpski_preko_skajpa_za_mlade_gastarbajtere.14.html?news_id=316091#sthash.8vnl6uTL.dpuf

The challenge with the lack of business contacts faced by returnees and lack of networks in the place of origin, can be overcome by **establishing transnational networks, with the aim to facilitate reintegration.**

Returnee networks

Repats is association of returnees, currently with 629 members which acts as a support network for reintegration in Serbia, through informal gatherings They also provide exchange of information which is important for accessing the rights in the country.

iSrbija movement – young highly qualified returnees with the aim to help young people accept and adjust to new business demands and market conditions.

Back2Serbia initiative organises employment fairs for our citizens abroad and returnees from abroad.

Young Talents Fund – former Ministry of Youth and Sports scholarship holders (from 2008)

Chevening Scholarship Alumni – former scholarship holders from Great Britain, who returned to Serbia after completing postgraduate studies.

Attracting highly qualified migrants through brain circulation in Serbia

In an era of information technologies, online conferences, webinars, long distance learning programmes and existence of transnational networks of scientists, it is incomparably easier for migrants to stay up-to-date with developments, maintain contacts in home country and improve development and scientific programmes through cooperation with domestic scientific institutions. Because of their transnational nature, migrants can be equally connected with the country of destination as with the country of origin. Therefore, it is easier and cheaper to find adequate methods of long-distance cooperation. Forming cooperation networks in the professional diaspora is prerequisite for continuous development of the countries of origin that strive to get involved in the world's scientific and technological developments. Discussions on brain drain from the perspective of the countries of origin have for this reason transformed into considering opportunities for encouraging brain circulation.

- Insisting on temporary – virtual return
- Turn „brain return” towards „brain circulation”

Brain circulation can be achieved through different forms of cooperation between scientific institutions, but also through projects dealing with temporary and virtual return, attempting to use the potential of high-

ly qualified migrants to become the development force in the country of origin.

- **WUS Austria**, within the Brain Gain project for Western Balkans 2002–2011, worked on the return of professionals, first by organising guest lectures across universities in Serbia by acclaimed experts living in diaspora, and later on through the system of mentorship and research. Over 309 lectures were held in Serbia.
- Project **Migration for Development in the Western Balkans MIDWEB** implemented by IOM in 2011/2012 included opportunities for the return of highly qualified labour force – 20 returns to Serbia were realised. The returnees were from Austria, Germany, Italy, Netherlands and the UK, and host organisations and institutions were JAT Airways, Share Foundation, Faculty of Architecture, National Bank of Serbia, Roads Institute, Faculty of Arts and the National Alliance for Local Economic Development (NALED).
- Mentorship programme titled **Serbia On Line** has been implemented by the association e-Serbia under the auspices of the Youth Office of the City of Belgrade since 2012. The programme is connecting experts from diaspora and young professionals starting their careers. Over the last three years, 120 young people connected with 65 scientists developing professionally in 76 areas, which led to durable results because several international scientific projects have been initiated.

B&H: SDC Migration and Development – cooperation between town authorities, diaspora and agricultural producers with the purpose of improving the conditions for agricultural development

Through the Migration and Development project and in cooperation between the Town of Prijedor and diaspora from Prijedor, the purchase of agricultural machines and greenhouses was conducted, with 36 established and the rest small producers provided the chance to secure revenues and improve living conditions.

The project was co-funded with 60% by donors, 10% by the Town Prijedor, and 30% of the funds came from diaspora on behalf of agricultural producers. The aim was to put the funds from friends and relatives from diaspora to the purpose of economic sustainability, and only to use to consume,” said Zinajda Hošić, Head of the Department for Economy and Agriculture of the Town of Prijedor. Cattle production, cow breeding and milk production were improved by the purchase of 5 milking machines for big cattle and 31 cattle food mixers. The selection of farmers that would receive this equipment was done through a Call published by the Town of Prijedor. In addition to receiving regular monthly payments, within the Migration and Development project, greenhouses were purchased for 24 small producers. The placement of these products is mainly on local green markets, as well as directly with agricultural producers. Based on purchase prices from 2015, each beneficiary may expect an annual income of 6,750–7,500 KM, depending on the product selection.

With this project, the town of Prijedor started a number of initiatives to provide administrative assistance to all investors from diaspora and help them attain their business visions. Prijedor has the International Quality Stamp i.e. the Business Friendly Certification (BFC), but also a modern info centre, industrial zone and numerous foundations and economy development agencies. A number of services has been established for support to citizens in the country and abroad, such as, for example, the service of virtual registrar and interactive section at the website where potential investors can find all the data necessary to realise potential investments.¹²

12 Iseljenišтво i razvoj u BiH. Uspješni primeri saradnje u lokalnim zajednicama. 2015.

MODULE 4: FORMS OF COOPERATION WITH THE DIASPORA AND THE USE OF DIASPORA POTENTIALS

OBJECTIVES:

- Present the ways to build trust and mobilise actors
- Analyse possibilities for transnational entrepreneurship in Serbia
- Elaborate the role of Youth Offices in strengthening relations with the diaspora
- Explain the links between remittances, investments and local development

CONTENTS:

Module 4 presents mechanisms for cooperation with local authorities and shows the forms of trust building and mobilising all interested parties to establish cooperation with the diaspora. The role of the Youth Office in establishing connections with the diaspora is emphasised. Transnational entrepreneurship in Serbia is described, as well as obstacles for establishing it and incentives that promote transnational entrepreneurship. The importance of remittances for local development is presented, and finally best practices of establishing links with the diaspora are listed and recommendations given for municipalities and cooperation with the diaspora.

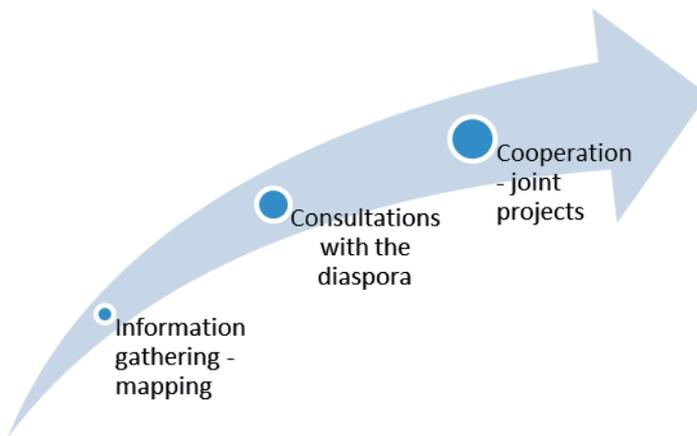
Session 1: The role of diaspora in local development

Pre-requisites for cooperation with the diaspora
Characteristics of emigration from Serbia
Youth Office contribution and opportunities in establishing links with the diaspora

Pre-Requisites for Cooperation with the Diaspora

Diaspora can be one of the key partners for the promotion of development in the home country, as illustrated today by the examples of China and India, which used to be known by high emigration of highly qualified professionals into the United States of America, especially in the sector of information technologies. Governments around the world are intensively developing policies to engage their diasporas, whether by facilitating the transfer of remittances, promoting investments into the home countries or through initiatives for brain gain / brain circulation. The concrete contribution of the diaspora will depend on which actors are involved, the form of their activity, reasons for involvement in the development process and the nature of their activities. Sending remittances, transfer of skills and knowledge, investments and creation of transnational links are mechanisms contributing to development in the place of origin.

Diaspora members, being themselves transnational actors, can in different ways be included in the development process: from the place of destination, in case of durable return to the place of origin, through temporary return or through virtual return and brain circulation (online platforms, online mentorships, etc.). To activate potentials and establish cooperation with the diaspora, it is necessary first to map the diaspora and existing associations, but also to conduct extensive consultations with diaspora members before starting concrete forms of cooperation.



Characteristics of Emigration from Serbia

- In the period 1971–2011, the number of emigrants increased by 53%
- 13 large emigration zones – 1) Braničevska, Borska and Pomoravska area; 2) some municipalities in the Zlatiborska and Raška

area; and 3) parts of Pčinjska area (municipalities Bujanovac and Preševo).

- In five municipalities – Novi Pazar, Sjenica, Tutin, Prijepolje and Priboj – between 1991 and 2002, the number of emigrants increased from 5.4 to 30.9 thousand. These emigration zones are also characterised by smaller participation of women in the total population abroad and higher share of children and youth under 20 years. In all three zones, there is a considerable share of the rural population.
- Other municipalities are also considered emigrational (above 10 and 20%): Velika Plana, Prijepolje, Požarevac, Varvarin, Tutin, Čuprija, Žagubica, Golubac, and Negotin, Petrovac na Mlavi, Veliko Gradište, Kladovo, Svilajnac and Despotovac.
- Among the total population of emigrants, the highest share are youth ages 30–34 and 0–39, predominantly male population.
- In view of the countries of destination, the highest share of population from central and east Serbia is in Austria, Germany and France. The population from 5 municipalities in Sandžak makes one-fifth of the persons from central Serbia in Germany. The highest share of emigrants in Switzerland comes from the Pomoravski region and Bujanovac and Preševo.¹³
- High migration potential – willingness to emigrate, is particularly pronounced in deindustrialised parts of the country (East Serbia) and regions of advanced ageing and poverty (South and East of the country).

The 2011 *Strategy for Maintaining and Strengthening Relations between the Home Country and Diaspora and Home Country and Serbs in the Region* identifies emigration of highly qualified resources as one of the key problems and says that economic and cultural links with diaspora members, their knowledge and experience of work in EU countries, can help accelerate the process of Europeanisation. In the chapter on improved use of diaspora capacities, one of the activities provided is strengthening scientific, technological, cultural, educational, sports and other areas of development of the country, by using knowledge and skills of highly educated labour force that has left the country. The Strategy also identifies the programme of circulation of experts as a good mechanism and says that it is first necessary to map the number of experts abroad and make an adequate database.

13 Data on emigration are taken from the study Bobić M et al. 2016. Studija o spoljnim i unutrašnjim migracijama građana Srbije sa posebnim osvrtom na mlade. Međunarodna organizacija za migracije.

Serbia has adopted the Law on Diaspora and Serbs in the Region in 2009, and in 2011 also the mentioned Strategy for Maintaining and Strengthening Relations between the Home Country and Diaspora and Home Country and Serbs in the Region and established the institutional framework in the form of the Ministry for Diaspora, which led the cooperation with the diaspora. However, since 2012, after Government reshuffling and also with the new Law on Ministries in 2014, the Ministry ceased to exist and the Office for Cooperation with the Diaspora and Serbs in the Region was established, which later on transformed into a Directorate for Cooperation with the Diaspora and Serbs in the Region within the Ministry of Foreign Affairs. These institutional changes, as well as the fact that the mandate of the highest representative body of the diaspora – Diaspora and Serbs in the Region Assembly (Article 15 of the Law on Diaspora and Serbs in the Region), expired in 2014, and new elections have not been held, has weakened the priority of cooperation with the diaspora at the government level.

Despite these changes, local communities have great opportunities to establish cooperation with the diaspora at the local level, which some municipalities are doing through Diaspora Offices, and some through Youth Offices, as examples in this module will demonstrate.

Numerous networks of Serbian migrants abroad, with the already mentioned networks of returnees and experiences with brain circulation projects, as well as concrete initiatives and projects implemented between the municipalities of origin and municipalities of destination, prove that connecting with the diaspora from the local level may lead to important results, whether it is cultural cooperation, skills development or transnational entrepreneurship.

Networks of Serbian migrants abroad

The Association of Serbian Businessmen in Switzerland was founded in 2015. The organisation includes 36 members and it is part of the Chamber of Commerce for South-East Europe. They primarily promote the Serbian Chamber of Commerce and organise annual global business and academia summits. www.privrednici.ch/rs/

German-Serbian Chamber of Commerce (AHK Serbia) is the first bilateral chamber of commerce established within the Law on Chambers of Commerce. The Chamber has 4 priorities, including: support to government and private companies doing business

in Serbia and Germany, representing interests of German companies to Serbian partner companies, improving dual education and serving as a network for establishing links for German and Serbian business representatives. <http://serbien.ahk.de/rs/o-nama/>

British-Serbian Chamber of Commerce was created through a private initiative of an English businessman and Serbian business diaspora in the United Kingdom in 2008. They have offices in Belgrade. The Chamber has promoted Serbian companies in London for several years (Air Serbia, promotion of 5 Serbian vineries at a special event in the Embassy). During the annual EBRD forum on Western Balkans in London, they connected investors from both countries. <http://www.britserbcham.eu/>

France-Serbia Chamber of Commerce was established first as a club in 2005, at the General Assembly of French Commercial and Industrial Chambers around the world, held on. It has 120 members and represents over 100 companies in Serbia (Lafarge, Renault, Saint Gobain, banks Crédit Agricole, Société Générale). The aim is to engage French-Serbian business community by organising public events, sharing space at international fairs and exhibitions, joint campaigns for national promotion, promoting advantages of investing in Serbia, and enable clients to integrate in the network of companies with the aim to exchange market information and use support and professional information. www.cafs.rs/sr/

Serbian City Club with head office in London, has 1,500 members – Serbian professionals in the United Kingdom providing support for the integration of Serbian citizens moving to the UK and also transferring their knowledge and experience to Serbia. <http://www.serbiancityclub.org/sr/>

Organisation of Serbian Students Abroad was established with the aim to assist students from Serbia to respond to educational demands abroad, to provide them with practice in Serbia and support their return to Serbia, but also to present Serbia to foreign students. www.ossi.rs/

Youth Office Contribution and Opportunities in Establishing Links with the Diaspora

Within the project Mainstreaming Migration into National Development Strategies, the Ministry of Youth and Sports designed a project connecting youth offices and diaspora associations in order to establish a

basis for joint projects that would improve mobility in five municipalities: Kladovo, Stara Pazova, Lapovo, Novi Pazar and Leskovac. The project includes representatives of youth offices from all five municipalities, as well as youth representatives from Munich, Vienna, Istanbul, Bratislava and Paris.

Some of the project activities included:

- Youth Forum: Youth and Diaspora in Zrenjanin, held in May 2016 – over 40 participants from youth offices and diaspora associations from Munich, Vienna, Istanbul, Bratislava and Paris worked to define a future model of cooperation with youth in diaspora and concrete proposals for joint activities and services that could be implemented at the local level.
- Organised summer school for diaspora associations and Business forum in December where young entrepreneurs – Association of Bosnians from Pendik and youth from Novi Pazar – created opportunities for cooperation. The young entrepreneurs from Pendik will participate in the next Turkish textile fair in Novi Pazar.

Novi Pazar – Development of intercultural skills through joint projects with the diaspora

A great potential was recognised for the development of intercultural and other soft skills, contributing to increased employability of youth, primarily through joint projects. The example of starting a social enterprise was presented, where the local organisation from Novi Pazar initiated the production of natural cosmetics. One of the proposals was also to make a database of entrepreneurs in the diaspora, who would be mentors („business angels”). Accent was also placed on peer approach, because young people understand each other better, as well as networking, support to development of old crafts, but also working on changing the image of Novi Pazar in the media. A general impression is that the municipality does recognise the potential of youth in diaspora, starting initiatives and services to connect with them (Office for Diaspora and similar). <http://www.naslovi.net/2016-10-25/rtv-novi-pazar/projekat-mladi-i-dijaspora/19141410>

Results of the project Youth and Diaspora in five municipalities	
✓	Round table – Youth and Diaspora – held in Lapovo, recommendation to introduce incentive measures for youth from diaspora
✓	Two associations established – Lapovo and Stara Pazova
✓	Round table – Youth, Agriculture and Diaspora in Leskovac
✓	Environmental, cultural and sports actions organised in Lapovo
✓	Exhibition of photographs of youth from diaspora organised in Stara Pazova
✓	Theatre performance and documentary film made following the study visit of youth from Serbia to youth in Slovakia
✓	German language workshops held in Kladovo, Guide for studies in Vienna made
✓	Youth from diaspora recognised in the Youth Action Plan in Lapovo
✓	Database with diaspora contact information established in Lapovo
✓	Software for Local Academic Diaspora Network Stara Pazova developed
✓	Action Plan for the Implementation of the National Youth Strategy 2018–2020 includes the measure of cooperation with youth from diaspora

Session 2: Transnational entrepreneurship in Serbia – obstacles and incentives

Two macro factors are very important for the development of transnational entrepreneurship – favourable conditions for conducting business and for regulating the legal status of immigrants. The business climate should be characterised by stability and predictability, simple electronic procedures for establishing businesses, liquidity, good ways of receiving information about business-related demands.

Obstacles for the development of transnational entrepreneurship in Serbia

- Structural obstacles – political, economic and instabilities in the domain of legal aspects of business operations;
- Administrative obstacles, expensive customs procedures, the issue of diploma recognition, etc.;
- Business climate dominated by nepotism, the „country of debtors“, because it is difficult to collect debt, and the state and large companies generate illiquidity;
- Labour contracts are overburdened by taxes and contributions on the side of the employer;
- Low purchase power of the population;
- The country is generally de-stimulating for the private sector, especially SMEs;
- Lack of available financial capital for business start-up;
- Start of business and later operations, slow career advancement;
- Low level of social recognition in the wider community;
- Lack of healthy competition, difficulties in access to local and foreign markets
- Widespread grey economy.

In spite of these structural obstacles and unfavourable socio-economic conditions for the development of entrepreneurship, the returnees who started companies stated in studies that there is a number of favourable circumstances in Serbia that had an effect on their decision to start their businesses here.

Favourable circumstances for the development of transnational entrepreneurship in Serbia

- Low initial investments compared to other countries;
- Favourable tax system in the country;
- Abundance of cheap and educated labour force (especially in IT sector and agriculture);
- Great natural resources;
- Low utility costs (electricity, gas, landline telephones, etc.);
- Openness towards two large foreign markets (Russia, China);
- Higher quality of life, including more free time for oneself and one's family.

Incentives for further development of transnational entrepreneurship in Serbia

Support to SMEs is also provided by business incubators, covering a part of the costs (renting office and research space, technology and telecommunications infrastructure), by providing administrative support (regulatory framework, accountancy) and business counselling (business plan, management, marketing).

So far, the results of the BITF (Business Technology Incubator of Technical Faculties) Belgrade (Civil Engineering, Machine Engineering, Electrical Engineering and Technology and Metallurgy), Palilula Municipality and Democratic Transition Initiative, and supported by OSCE have been particularly prominent. BITF was established in the schools from which the most potential experts leave to go abroad. Within this incubator, diaspora representatives also did business, many of whom received awards for it, and 15 of whom returned to Serbia.

Successful example of incubator – BITF results <http://www.nt-park.rs/startup/>

620 students attended trainings in the area of entrepreneurship

400 youth engaged in incubator and resident companies

66 newly established high technology start-ups

45 new technologies/products/services developed

10 patents reported

3 networks/clusters established

1 service centre developed (business planning, financial and legal services, intellectual property protection)

Awards and contests of experts and companies established within BITF

IDVORSKY ELECTRIC entered the finals of the GIST Tech contest within the Global Entrepreneurs Summit (GES) 2016

HIGH TECH ENGINEERING CENTER on the Deloitte 50 list of fastest growing technology companies in Central Europe, ranking no. 3 for 2014 and 7 for 2015

BITGEAR WIRELLES DESIGN SERVICES on the Deloitte 50 list of fastest growing technology companies in Central Europe, ranking no. 2 for 2013 and 18 for 2014.

Dejan Dramićanin founder of Bitgear, named as Ernst & Young innovative entrepreneur for 2013

STRAWBERRY ENERGY received European renewable energy award in the consumption category in 2011, set up 4 Strawberry benches in London

TELESKIN winner of Next Step Challenge 2014 in Denmark; winner of the Microsoft Health Users Group 2013 for best innovation

Further recommendations for encouraging transnational entrepreneurship in Serbia

- Inform the experts and entrepreneurs in the diaspora about the opportunities and support related to transnational activities at the local level (using existing networks);

- Establish contacts with certain individuals in the diaspora in order to establish concrete forms of cooperation;
- Connect scientists from the diaspora with scientists, institutions and businesses in Serbia;
- Explore possibilities to support transnational entrepreneurship using special financial incentives.

Session 3: The importance of remittances and investments for local development

Overview of the use of remittances – positive and negative sides
Diaspora investments in Serbia
Recommendations to municipal authorities on how to enhance
cooperation with the diaspora

Overview of the Use of Remittances – Positive and Negative Sides

Over the last ten years, remittances have been the only flow of international funds which, despite the world crisis, kept growing, from 149.4 billion USD in 2002, to 575 billion USD in 2016 (World Bank, 2016). The level of official remittances thus exceeded three times the total level of international assistance going to developing countries. Although remittances are used primarily for private spending, in international donor circles there is a „remittances euphoria“ and constant growth and volume of remittances has led to their being perceived as a source of funding for development (de Haas, 2005;2012).

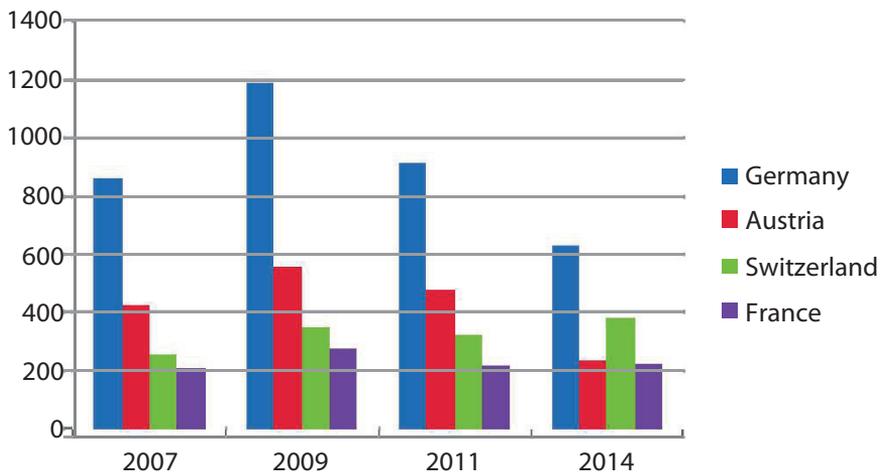
In relation to other development tools, the supporters of using remittances for development emphasise the **positive sides of remittances**: this is a stable source of foreign currency income in the short term, they have a direct impact on poverty reduction and may be used to achieve Sustainable Development Goals, they go directly to households, which means there are no organisational costs. Also, considering they represent direct assistance, there is no danger of conditioning with remittances, as there is with donor funds.

It is important to point out also the **negative sides of remittances**: increasing inequalities and creating gaps between rural areas, having a negative impact on the labour market by creating a „culture of depend-

ency” at the household and country level, which leads to the loss of incentive to find employment and challenge opportunities for additional emigration. It is particularly important to stress that remittances are private capital sent from the migrant to his family, often at great costs, so they must not replace funds invested by the state or other development actors.

Remittances from abroad may represent a significant development driver in Serbia, taking into account that over the last decade they amounted to 13.7% GDP on average. This means that the National Bank of Serbia estimates that in the period between 2000 and 2010, 27.6 billion EUR came to Serbia. Remittances come mostly from Germany, Austria and Switzerland, so the Serbian-German and the Serbian-Swiss remittance corridors have been of special interest for research.

Chart:
Inflow of remittances in million EUR from Germany, Austria, Switzerland and France. Serbia, 2007–2014.



Source: National Bank of Serbia¹⁴

Study on the households receiving remittances from Switzerland, as well as the research of the Republic Statistics Office 2014–2015, show that at least one-half of the respondents use informal remittance transfer channels. The results of the Republic Statistics Office show that 70% of remittances were spent for buying food, clothes and shoes and to pay bills, while much less money was spent for appliances, healthcare and education. Purchase, construction or renovation of flat or house came second according to the level of share in spending the money coming from remit-

¹⁴ Retrieved from the publication *Migracije i razvoj u Srbiji*. 2016. Mirjana Rašević

tances, while the smallest amount of the money was invested in business and savings.

Using informal transfer channels is also the reason why remittances do not have a considerable participation in local development. This is why it is necessary to work on directing remittances in development channels and use transfer more easily accessible and simpler, in order to encourage emigrants sending remittances to do so via formal channels. One of Sustainable Development Sub-Goals by end of 2030 is to reduce to less than 3% the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5%.

Diaspora Investments in Serbia

According to the information from the former Ministry of Religion and Diaspora, in the period between 2000 and 2012, diaspora invested 550 million USD in the Serbian economy, by employing around 25,000 people in SMEs (Grupa 484, 2014, 2012). However, having in mind that in other countries the usual ratio of remittances and investments is 50%-50%, while here this ratio is 90%-10% in favour of remittances, it is clear that investments from the diaspora still remain a highly unused potential. All projects implemented with the diaspora indicate that there is a high interest among diaspora members to invest in the home country, but their more intense engagement would require adopting a set of measures that would provide economic incentives for diaspora investments. Measures such as preferential loans, transfer of social rights and pension, tax reliefs and fiscal incentives for transnational entrepreneurship would result in increased diaspora investments.

Mapping investment opportunities – multimedia catalogue

In 2010, the Ministry for Diaspora published their first multimedia catalogue with concrete investment projects. Prepared in cooperation with LSGs, Serbian Chamber of Commerce and diaspora centres with Regional Chambers of Commerce.

There were 193 investment projects in 68 municipalities and towns in Serbia.

It was aimed at all investors with special focus on diaspora investors.

The majority of projects, 40.6% related to investment opportunities in existing or new capacities in tourism, 20.3% to investment opportunities in industrial zones, 18.7% to infrastructure, 9.3% related to the environment, 8.6% projects in the area of agriculture and health food production, and 2.3% of the projects were other projects.

The basis of the DVD is a catalogue of investment opportunities with a database of investment projects.

The projects can be searched by economic sectors and investor interest.

The Serbian Chamber of Commerce established a Diaspora Business Council, consisted of diaspora members and representatives of line ministries. Also, 16 centres for diaspora were established in local chambers of commerce, and there are 12 offices for diaspora in municipalities where over 10% of the population lives in emigration. To enable the exchange of experiences and knowledge between diaspora members and the home country, a virtual Diaspora Club was established, and a daily information newsletter is published, Diaspora Info, for the diaspora.¹⁵ The Directorate for Cooperation with the Diaspora and Serbs in the Region organised business practice for diaspora students in companies and public administration in the country, in order to motivate them to return.

15 Bobić M et al. 2016. Studija o spoljnim i unutrašnjim migracijama građana Srbije sa posebnim osvrtom na mlade. Međunarodna organizacija za migracije.

Example of diaspora investment: 3 million EUR invested in opening production facilities of the Swiss company Emilio Stecher in Prijepolje

The company Emilio Stecher is one of the largest foreign investments in Prijepolje and that part of Serbia, employing 50 workers and 20 producers. The main activity of the company is stone processing, cutting and shaping, using over 300 types of rock from around the world in their production, such as marble, granite, shale, sandstone, limestone and onyx. Its founder and owner, Meša Podbićanin, returnee from Switzerland, returned to start the company benefitting many in the town. Everything produced is exported to foreign markets – around 80% of the product goes to Switzerland and the rest to Germany and Austria.

„I lived well up to when the 1990s started. I managed to foresee the course of things, crisis, inflation, and so in 1989 I went to Switzerland to look for work. It was very hard, I didn't know the language, the culture and mentality was different, but I was fortunate to find work with the Emilio Stecher company. At first, I did everything and tried to learn the language as best as I could. I had ideas on how to improve the business. In time, little by little, I was promoted from regular worker to head of production and later on I became the co-owner of the company,” says Mr. Podbićanin, talking about his professional history.

„I would like for young people not to leave Prijepolje, but to stay here. This is why it is very important to make a favourable economic climate, which will keep our children in the town. I am trying to help anyone who needs help, I'm sponsoring many sports clubs, I support sport events because I feel that young people should practice sports more and spend less time in the street. I help good students, pupils, I have excellent cooperation with the Youth Office, my door is wide open to all those that wish to learn and move forward. Prijepolje is now in the group of devastated areas. Although we are living in the 21st century, some villages don't even have the basic infrastructure, which is why I am very happy to participate in the construction of local village roads,” says Mr. Podbićanin.

The usual advantages of returnees over domestic investors are that they had, over the years of working abroad, the opportunity to further develop their expertise, acquire important professional contacts and improve their professional culture, but also acquire the capital to invest. However,

structural problems in the country may lead to great problems for doing business, as can be seen from the following example.

**Problems related to diaspora investments:
Kraljevo Aeroplane Factory – Aero East Europe**

Milorad Matić, the owner of the Aero East Europe aeroplane factory returned from Italy where he had lived since 1991, to build the factory in his hometown Kraljevo. The majority of purchasers of the Aero East Europe company are European schools for pilot training and individuals, considering that one plane costs as much as an expensive car. 15 pieces were sold in Serbia, with the difference that individuals do not buy them for personal use, because when registering them, the Revenue Directorate „sees” such a plane as luxury for the end users, despite its favourable price. The company imports all materials primarily from Europe and USA, and is forced to pay for them in advance. Buyers from Europe make only partial advance payments, considering they still see Serbia as an unstable area, Mr. Matić complains. „The biggest problem is that revolving funds, necessary for a small company to survive on the market, are practically inaccessible in Serbia. Banking loans for small companies are extremely expensive, while large companies are protected due to political interests.” Unstimulating business climate is particularly jeopardising production, but also requires long-term investments and highly qualified workers, who are fewer and fewer because of the inadequate education system. Mr. Matić says he would be happy to employ new workers, but that the offer on the labour market is such that he needs to spend six months to train them for production, which has become a luxury at the time of crisis, when everyone is reducing all costs to the minimum. Lack of favourable funding sources and human resources are the main reason why the factory in Kraljevo is producing only 10 to 15 aeroplanes per year, although its capacities are five times more. <http://bif.rs/2015/04/proizvodnja-aviona-u-srbiji-let-umesto-slobodnog-pada/>

Recommendations to Municipal Authorities on How to Enhance Cooperation with the Diaspora

Numerous examples in Modules 4 and 5 illustrate how important diaspora is as a development resource, whether the issue is the establishment of transnational companies that develop new technologies, high financial investments from the diaspora and new companies that employ a significant number of people, remittances that help reduce poverty in underdeveloped areas or scientific projects that will enable to use the potentials of the diaspora scientists.

For all these types of cooperation, the municipality needs to take a proactive stand towards the diaspora, to update all information about emigrants and assess the types of cooperation and policy development that might be useful on its territory. The following recommendations may assist in finding the ways to support concrete diaspora initiatives and to link them with development needs at the local level through joint projects.

Recommendations for improving cooperation with the diaspora	
✓	Acknowledge migration as development resource in local strategic documents and when designing local policies.
✓	Work on systematic collection of information about the local diaspora, their country of destination and resources and include information in municipal databases.
✓	Map existing diaspora initiatives – programmes, associations, professional and business networks in destination countries.
✓	Establish stronger cooperation between local agencies for business and economy (Office for Local Economic Development, RCC), as well as local authorities in charge of education, so as to map local diaspora members and develop policies that can help include local diaspora in municipal economic development and the development of youth competencies and skills. Utilise potentials of embassies, local offices for diaspora, NALED, RCC, Standing Conference of Towns and Municipalities
✓	Inform migrants on costs of different options of transferring remittances through formal channels with special emphasis on e-banking.

✓	Encourage investments in establishing small companies / home businesses by linking remittances and crediting in cooperation with banks.
✓	Include diaspora representatives in the consultation process when defining development potentials and planning investment projects.
✓	Promote the idea of importance of investing among diaspora members.
✓	Work on removing obstacles for cooperation: bureaucratic procedures, corruption, lack of support networks, and simultaneously develop simulative business instruments in the areas under jurisdiction of local authorities – reduce the price of construction land, issue necessary permits, reduce investment-related utility costs.
✓	Promote best practices in diaspora investments.
✓	Develop model for implementing programme of internships in diaspora
✓	Support programmes for motivating young women and men for participation in political life and electoral processes, including youth from diaspora

Having in mind the importance and opportunities for connecting youth with diaspora associations, as Youth Office initiatives and implemented projects have demonstrated, special focus should be on intensifying cooperation of this target group with the diaspora for local community development. Recommendations presented indicate some of the forms of cooperation that can contribute to creating concrete development initiatives at the local level.

Recommendations for enhancing cooperation between youth and diaspora associations	
✓	Develop a comprehensive analysis of the legal and political framework and practices for the participation of diaspora youth representatives in decision-making processes and youth policy development.
✓	Identify and include diaspora youth in Local Youth Councils and the National Council.
✓	
✓	Support the processes of establishing diaspora youth associations.
✓	Involve diaspora youth in the processes of development and implementation, monitoring and evaluation of local youth plans.
✓	Support the development and implementation of projects for encouraging cooperation with diaspora youth.
✓	Develop a model for linking diaspora youth entrepreneurs with youth from Serbia exchange knowledge and provide mentorship support.
✓	Encourage diaspora youth volunteering with support of the Youth Office and networking with peers from the homeland.
✓	Include the model of local academic networks in establishing links between diaspora youth.
✓	Establish cooperation and coordination of information programmes and services for youth at the local level with other programmes, services and youth structures from the diaspora.
✓	Ensure monitoring the scope and type of youth content in the media and analyse its correspondence with the identified youth diaspora needs and topics of interest, including information exchange and encouraging cooperation with youth from the country.
✓	Provide support to programmes created and implemented by diaspora youth in cooperation with youth from the homeland to create links, promote and preserve tradition and culture, of both the homeland and the countries they come from.

ANNEX: GROUP ACTIVITIES

Group activity 1: Migrant capital for local development

Group/individual analysis

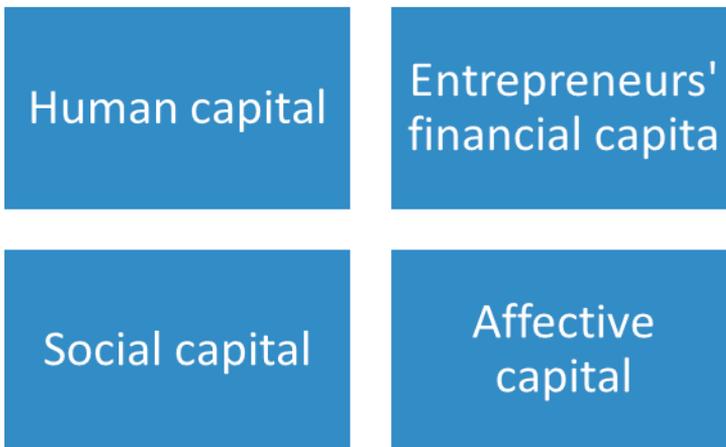
Objectives:

- Identify the capital that the migrants bring along to a specific territory.

Form groups of participants coming from the same area, if possible. If not, ask participants to work individually and discuss their results with the group.

Give instructions to the participants to:

- Consider migrant communities on their territory;
- Describe migrant capital in accordance with the following parameters:



Provide examples, such as:

- human capital: migrant skills and education
- financial capital: direct foreign investments (look at relevant examples)
 - Ask the participants to prepare their matrix and to present it;

- During the activity, assist the participants in reflecting on the measure in which migrant capital is used in their communities.

Tip

- If the participants come from different areas, and you feel it is better if they work in groups, give each group information on the concrete community where they could identify migrant capital.

Material

- Flip chart and markers
- Instructions for exercise, clearly explained and printed

Duration

- 30–40 minutes for group work and reporting (depending on the number of participants it may go up to one hour)

Group activity 2: Migration challenges and opportunities

Objectives:

- Exchange knowledge, perspectives and stories related to the migration cycle
- Identify challenges and opportunities for local authorities within each stage of the migration cycle
- Gather experiences from participants

Form four groups (from different municipalities, institutions and area of activity). The participants need to sit together around a table with a big flipchart paper to write and draw on directly.

Give instructions to participants that:

- Each group should choose a facilitator to lead the exercise. The instructions for the facilitator will be on the table (Annex 2);
- There will be 3 rounds, 10–15 minutes each. In each round the questions will be asked and the group will need to explain, in accordance with the stage of the cycle assigned to them.

Questions:

1. What challenges do migrants normally face?
2. What are the advantages for local authorities of including migrants in the local development process?
3. Think about your municipality – do you have an example to share?

Ask the first question and give 10–15 minutes for the response. Approach the participants to make sure that each group is responding to a specific stage of the migration cycle. Remind the participants that they should write and draw their ideas and additional questions. The facilitator needs to help the discussion and assist the participants to connect ideas. When the time is up, ask the participants to move to a different table and mix together with the participants of the second group. When the group reconvenes, remind the facilitator to shortly explain to the members of the new group what happened in the previous round and then ask question number 2. The same procedure should be used with question number 3.

When the activity is complete, ask the facilitator to report on the main findings and the discussions of all groups.

Tip

- Leave markers on each table for the participants to use.
- When all three rounds are finished, put the flipchart paper up on the wall and ask the participants to report.

Duration

- 30–40 minutes for group work and reporting (depending on the number of participants it may go up to one hour).

Group activity 3: What type of data?

Objectives:

- Identify what types of data are necessary for specific initiatives and policies;
- Transfer experience from local authority meeting on the topic of data collection (optional).

Explain to the participants that they need to play the role of local authorities in Municipality X.

Divide them into four groups where each group plays the part of a particular local actor, e.g.

- Group 1: municipal authorities
- Group 2: regional authorities
- Group 3: NGOs
- Group 4: Chambers of commerce
- Group 5: CSWs

Competent institutions at the local level need to meet in the municipality to discuss the creation and improvement of initiatives and policies. The discussion should particularly include:

- Establishing relations with diaspora and promoting diaspora initiatives;
- Providing services to migrants;
- Promoting the participation of returnees in local development;
- Presenting initiatives alternative to migration (e.g. job creation).

Each group should focus on one of the topics and define the type of data that will be necessary for the creation and implementation of the said initiatives/policies. When they prepare the list of data necessary for a certain topic, the group will choose a representative who will be delegated to the meeting.

During the meeting, each representative will present the type of data that needs to be collected (optional). When the meeting is over, all the participants will be included in reporting. The areas in which there was no consensus should be particularly discussed.

Tip

- Ensure that different competent bodies from different levels are represented within 4 or 5 groups
- Arrange tables and chairs in the form of amphitheatre so that everyone can participate in the discussion and reporting

Material

- Instructions for exercise, clearly explained and printed
- Post-it notes and markers

Duration

- 20 minutes for group discussion in order to define which types of data to collect
- 20–30 minutes for role-play (optional)
- 10 minutes for reporting

Types of migrant-related data and their contribution

	Potential migration	Emigration	Immigration	Return migration
Migration scope	Assessment of the scope of potential migration	Knowledge about the number of emigrants on a specific territory	Knowledge about the number of immigrants on a specific territory	Knowledge of the number of returnees
Reason to migrate	Understanding of the reasons for migrating	Knowledge of the reason why they emigrated	Knowledge of the reason why they selected a specific area	Knowledge of intentions after return
Socio-economic profile	Knowledge of the socio-economic profile of potential migrants	Knowledge of the socio-economic profile of the diaspora	Knowledge of the socio-economic profile of immigrants	Knowledge of the socio-economic profile of returnees
Location	Knowledge of where they intend to emigrate and why (links with other migrant communities, job opportunities, etc.)	Knowledge of where people migrated	Knowledge of which territories they came from and how they distributed within the country	Knowledge of where they returned from
Networks	Knowledge of ties in the country they are planning to emigrate to (other migrants, employers, etc.) Knowledge of the households that stayed behind	Knowledge of the nature of ties with the place of origin (families, associations, institutions) Knowledge of associations and family status	Knowledge of associations Knowledge of ties with the country of origin	Knowledge of the ties they have with the diaspora
Problems	Problems they are expected to encounter	Problems they are facing	Problems they are facing	Problems they are facing

Projects, contribution	Projects after return	Knowledge of the nature of transfers (financial, but also social) Knowledge of the migrants' preparedness to contribute to the development of the country of origin	Knowledge of the projects implemented in the country of origin	Knowledge of the willingness of migrants to contribute to the development of the country of origin Information on their projects
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Group activity 4:

Defining the priorities of the LSG work with migrants and enhancing the quality of life of all citizens

Objectives:

- Exchange of experience among participants on their needs and capacities (CSWs, trustee for refugees and migration, NES, Youth Office)
- Consider which services at the local level can be improved for migrants, simultaneously benefitting the community

The number of groups will depend on the number of participants, but it is important to make sure that relevant local actors are represented in each group (CSW, trustee for refugees and migration, NES, Youth Office). Competent institutions on the local level should discuss the level of services for the migrants in their community and apply for donor funds to improve the quality of life for all citizens. When selecting services, make sure that the following preconditions for integrating migration in the local development exist:

- Foundation in the given social reality
- Consistency and compatibility with national migration policies
- Availability of services
- Inclusiveness of services for the entire population
- Ensure equal treatment for all

The group will select a representative who will 1) present why they chose a given priority, 2) explain what is expected from donors and whether there are local capacities that may assist in the implementation of activities 3) explain in which way the given overview will improve the life of migrants in the community and reflect on the overall needs of citizens.

Tip

- Ensure that different competent bodies, from different levels, are represented within 4 or 5 groups
- Arrange tables and chairs for all participants in the shape of amphitheatre so that everyone can participate in the discussion and reporting

Material

- Instructions for exercise, clearly explained and printed
- Markers and flipchart paper

Duration

- 20 minutes for group discussion
- 20 minutes for presentation and discussion

Group activity 5: The role of local authorities in overcoming issues related to integration and reintegration

Objective:

Identify the role of local authorities in overcoming the challenges and using the potentials of refugees and returnees (integration of refugees and reintegration of returnees)

CHALLENGES OF REFUGEES	ADVANTAGES OF REFUGEES
Social – xenophobia, stereotypes on job theft, ghettoization, lack of networks and contacts in the host country	Social – transnational networks
Cultural – language barriers, lack of understanding and knowledge by the local population, tendency to form closed communities	Cultural – knowledge, values, norms
Economic – difficulties in access to the labour market, inequalities on the labour market	Economic – enhance trade, open new businesses, contribute to the tax system

Legal – Lack of information about rights and obligations; Lack of information about institutions; Lack of access to health and social protection	
CHALLENGES OF RETURNEES	ADVANTAGES OF RETURNEES
Social – local community does not consider returnees belonging to that environment any longer, they have no networks in the community, they have lost contact	Social – transnational networks, business contacts and access to companies in the host country
Cultural – sense of not belonging, cultural shock, changes that occurred during their stay abroad, language barriers for returnee children	Cultural – values and norms adopted in developed countries
Economic – in case of incomplete migration cycle – returnees do not have the skills necessary for successful integration	Economic – enhance trade, open new businesses, contribution to the tax system
Legal – Lack of information about the rights and obligations; Lack of information about institutions	

Divide participants into 4 groups. Groups 1 and 2 have the task to list services that the local authorities may provide to respond to the challenges faced by refugees and how to use their potentials. Groups 3 and 4 have the task to identify what can be done at the local level in order to overcome the problems of returnees in the reintegration stage and maximise the use of their potentials. After a discussion in groups, the representative of each group will present their answers.

Tip

In case there are only 10 participants consider making 2 groups (for integration and for reintegration)

Material

- Instructions for exercise clearly explained and printed
- Markers and flipchart paper, post-it notes

Duration:

- 20 minutes for discussion in groups and 20 minutes for presentation and discussion

Group activity 6: Activities to promote the return of highly qualified professionals

Objectives

- Consider the conditions that lead to the return of migrants
- Analyse measures that can lead to the return of highly qualified experts who will use their skills in the place of origin and have an impact on the local development

Return of highly qualified professionals

Over the last ten years, XY country was facing a high level of emigration. On average, emigrants, especially younger ones, were more qualified than the people that stayed in the country. Although many of the migrants did jobs abroad for which they were overqualified, they still managed to improve their level of knowledge and skills in the new working environment, to learn the foreign language, increase productivity and entrepreneurial spirit, and in some cases to start businesses. The 2008 world economic crisis particularly affected the migrants from all countries, including the citizens of XY, so many of them lost their jobs and started considering options for return. Facing this trend, the country XY decided to introduce a system of measures to facilitate the return of its highly qualified citizens:

- Establishing services with the aim to assist migrants in the areas such as: vocational retraining programmes, counselling on investment opportunities and business activities

- Removing obstacles for the return of migrants: some taxes have been abolished, qualifications acquired abroad were recognised through an accelerated procedure
- Government officials in competent institutions went through a set of trainings to raise their level of awareness on the issues faced by returnees
- General information on the activity in the country XY were made available to returnees considering return to the country.

Questions:

How did each measure implemented by authorities assist in creating conditions favourable for the return of highly qualified migrants?

How do you assess possible impact of returns on local economic development? Do you think that the returnees were able to provide the transfer of knowledge to their communities?

What could be the role of the local community in facilitating reintegration and maximising acquired skills by returnees? Who should the local authorities cooperate with in order to ensure this?

What are the positive/negative aspects of the return of migrants for the working population that has not emigrated?

Divide participants into groups of 4–5. For each question the group is to write answers on flipchart paper (provide markers of different colours for each of the four questions). After group discussion, the representative of each group will present their answers.

Tip

- Ensure that different competent bodies, from different levels are represented within 4 or 5 groups
- Arrange tables and chairs for all participants in the shape of amphitheatre so that everyone can participate in the discussion and reporting

Material

- Instructions for the exercise, clearly explained and printed
- Markers and flipchart paper, post-it notes

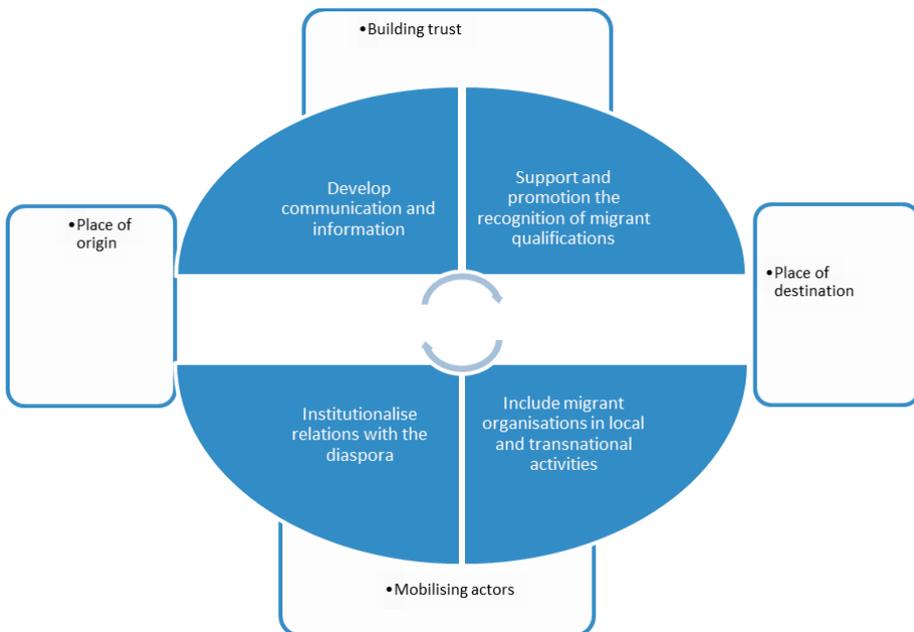
Duration

- 20 minutes for group discussion, 20 minutes for presentation and discussion

Group activity 7: Building trust and mobilising actors to promote and include migrant organisations in the place of origin and destination

Objectives:

- Reflect on the topics – including diaspora organisations and mobilising actors
- Transfer the mentioned concepts to the working environment of the participants



Shortly explain the idea of the chart on building trust, without going into detail. Give each participant 4 large post-it notes or 4 sheets of paper. Individual reflection – the participants have 10 minutes to design an activity that should be implemented in order to:

- Build trust in the place of destination
- Build trust in the place of origin
- Mobilise actors in the place of destination
- Mobilise actors in the place of origin

When the individual activity is completed, ask the participants to present their answers on the appropriate part of the flip-chart paper, reading their answers out loud. When they all have done it, summarise their answers.

Tip

- Organise this exercise before the chart on building trust and mobilising actors
- Maximum number of participants – up to 18

Material

- Instructions for the exercise, clearly explained and printed
Post-it notes and markers

Duration

- 15 minutes for group work
- 15 minutes for the presentation
- 10 minutes for discussion, Q & A

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