Country Report Hungary

by Éva Gárdos and Judit Juhász

February 2010
About the authors

Éva Gárdos MSc, Professional chief advisor, Hungarian Central Statistical Office, Budapest, Eva.Gardos@ksh.hu

Judit Juhász, principal researcher, Panta Rhei Social Research Group, Budapest, Hungary, juhasz.j@freemail.hu
Table of Contents

A. Key data sources and responsible institutions ................................................. 4

A.1 Institutions ........................................................................................................ 4
   A.1.a Hungarian Central Statistical Office (KSH) ................................................... 4
   A.1.b Central Office for Administrative and Electronic Services (KEK KH) ....... 5
   A.1.c Office of Immigration and Nationality (BÁH) ............................................. 5
   A.1.d National Health Insurance Fund (OEP) ....................................................... 5
   A.1.e Educational Authority (OH) ..................................................................... 5
   A.1.f Public Employment Service (ÁFSZ) ............................................................ 6
   A.1.g Demographic Research Institute (NKI) ....................................................... 6
   A.1.h TÁRKI Social Research Institute Ltd. .......................................................... 6

A.2. Data sources .................................................................................................... 7
   A.2.a Administrative data sources ..................................................................... 7
   A.2.b Statistical data sources ............................................................................ 10
   A.2.c Survey data ............................................................................................... 13

B. Historical evolution of the national data collection system / data collection practices and policies ................................................................. 14

C. Coordination and linking .................................................................................. 14

D. Concepts and definitions .................................................................................. 15

   D.1. Concepts and definition used in migration statistics ................................. 15
      D.1.a Concepts of population ..................................................................... 16
      D.1.b Estimating population size ................................................................. 17
   D.2. Administrative procedures behind the concepts ........................................ 18
      D.2.a Naturalisation ..................................................................................... 18
      D.2.b Asylum and refugee affairs ................................................................. 19
      D.2.c Irregular migration and CIREFI data collection .................................. 19

E. Availability of data ............................................................................................ 20

   E.1. Core demographic data on immigrants and migration control .................. 20
   E.2. Measuring integration, discrimination and diversity ................................... 22
   E.3. Lack of data and demand for information ................................................... 23

F. Accessibility of data .......................................................................................... 23

G. Conclusions - Recommendations .................................................................... 25

Bibliography .......................................................................................................... 27
Referred legislations .............................................................................................. 28
Websites ................................................................................................................ 28
List of abbreviations .............................................................................................. 28
A. Key data sources and responsible institutions

A.1 Institutions

In Hungary the main body in charge of statistical data collection in the field of international migration is the Hungarian Central Statistical Office (KSH). The official statistics on migration provided by the KSH are based primarily on data of public administration.

The two institutions which provide the basic data are those responsible for registering foreign and Hungarian population. The Office of Immigration and Nationality (BÁH) is responsible for the management and administration of immigration including the maintenance of immigrant (or alien) register. It covers all foreigners, while the Central Population Register (CPR) run by the Central Office for Administrative and Electronic Public Services (KEK KH) covers Hungarians, all EEA citizens staying for more than 3 months and foreigners with permanent residence permit.

A.1.a Hungarian Central Statistical Office (KSH)

The statistical system in Hungary involves many actors but with the dominant role of the KSH. The Statistical Office, the ministries and some other major governmental institutions constitute the “Official statistical service” responsible for the official statistics. Among these organs KSH is in a privileged situation: it entitled to ask information on statistical activities from the other organisations and they are obliged to supply the requested data.

The Statistical Office is responsible for the compilation of the annual National Statistical Data Collection Programme (OSAP) and for monitoring the implementation at the organs of the official statistical service. The elaboration and implementation of the official statistical methods, concepts and classifications also belongs to its tasks as well as determining, preparing and publishing standard classification codes. KSH is in charge of the operation of statistical registers. The Office is authorized to connect data gathered in the OSAP, even in a manner suitable for individual identification and to access administrative data for statistical purposes in line with the rules of data protection.

The majority of the large-scale regular surveys are performed by the KSH and it prepares statistics based on the data collected by other institutions as well.

Online statistical information is available on the website www.ksh.hu.

stADAT tables, Dissemination Database and metadata are freely available both in Hungarian and in English.

The stADAT system is a continuously extended table system meeting the demands of a wide range of users. The content allows a deeper insight into the social and economic processes of Hungary.
The Dissemination Database is based on datasets of KSH. User-defined queries are possible along selected variables, including migration-related ones (citizenship country of birth or country of permanent residents).

A.1.b **Central Office for Administrative and Electronic Public Services (KEK KH)**

KEK KH is a central governmental institution, its management and supervision is under the control of the minister leading the Prime Minister’s Office. Among its basic duties it

- assures and manages operation of the administrative databases and registers, carries out tasks regarding data management and data processing;
- operates the Document Service Centre (Front Office);
- carries out central administrative tasks transacting exchange of information with the systems of the European Union in the frame of administrative registers which belong to its competence, and assures exchange of data between member states according to the Schengen Cooperation.

The KEK KH manages the operation of the Central Population Register. It is also supervises local registers. Birth, marriage and death registers are among its responsibilities. It provides persons with a personal identification number, issues documents including identity card and passport. IT development required for activities of public administration belong to the scope of KEK KH’s tasks.

A.1.c **Office of Immigration and Nationality (BÁH)**

The BÁH is an independent central authority under the supervision of the Ministry of Justice and Law Enforcement.

It is responsible for: admission, aliens policing, refugee affairs and nationality. Owing to the nature of its tasks it keeps the most comprehensive register on the foreign population in Hungary. Thus, it runs the Central Immigration Register (CIR), the Register of Refugees and Asylum Seekers and the Nationality Register.

A.1.d **National Health Insurance Fund (OEP)**

OEP, established in 1993, is the central administrative body of public health insurance, under the control of the Minister of Health.

Its primary duty is the management of the monetary fund of state health care. In relation with its tasks it manages several registers for its own financial operational and for statistical purposes. OEP keeps the register of social security numbers and insured persons, on patient turnover and interventions, morbidity registers and financial records of health insurance. It maintains the unified register of medicines, medical aids and medical services supported by the health insurance and health insurance. These provide information also on foreigners.

A.1.e **Educational Authority (OH)**

The OH was established in 2007 under the jurisdiction of the Minister of Education and Culture.
In public education OH is responsible for preparation and execution of entry and maturity exams. In higher education it implements entry examination. Accreditation of qualifications, recognition of certificates and degrees, school reports and language exams also belong to its duties. The OH maintains databases both related to public and to higher education. However education statistics are separately collected by the Ministry of Education and Culture based on the aggregate reports of schools.

**A.1.f Public Employment Service (ÁFSZ) and National Employment Office (FSZH)**

The ÁFSZ is responsible for employment, under the supervision of the Minister of Social Affairs and Labour. It has a central office and seven regional centres. Their primary task relates to managing unemployment including running the registers of unemployed and the vacancies. The regional centres issue work permits and collect information on those foreigners who do not need work permit. The National Employment Office manages the registers of foreigners employed in Hungary.

**A.1.g Demographic Research Institute (NKI)**

The NKI was founded in 1963 by the Hungarian Central Statistical Office. The Institute is the national centre of basic and applied demographic research. It:

- collects data and analyses population development, fertility, nuptiality, mortality and migration in co-operation with the Central Statistical Office;
- regularly carries out long term population model calculations and projections;
- is involved in opinion polls on values and perceptions with regard to population and family issues;
- analyses the interrelationship between social and demographic processes family and migration policy;
- studies migration flows from social, cultural and economic aspects.

**A.1.h TÁRKI Social Research Institute Ltd.**

The TÁRKI is an independent research organisation that specialises in social and economic policy research and related data collection. TÁRKI maintains a comprehensive social science archive. In addition, the institute contributes to the methodology of empirical social research.

Information from surveys concerning the attitudes and opinions of the population on matters of immigration and the integration of immigrants can be found primarily at this institute.

As a member of the TÁRKI-group, TÁRKI Joint Research Center – a private not-for-profit association of academic and educational institutions – operates the TÁRKI Data Archive, the national social science archive.
A.2. Data sources

The Hungarian official statistical system, beside direct statistical data collections (full-coverage and sample surveys), uses administrative data files in an increasing number of domains including migration. In addition, a wide range of general and targeted surveys provide information on the topic. In the following only the major regular data sources will be described.

A.2.a Administrative data sources

Official migration statistics are compiled using the administrative data. The basic sources are: the Central Population Register and registers of the Office of Immigration and Nationality. These are complemented with several other administrative and statistical type data sources.

Register of personal data and addresses (Central Population Register)
The CPR covers the following persons:

- Hungarian citizens having permanent residence (domicile) in Hungary,
- Foreigners granted permanent residence in Hungary (including convention refugees),
- EEA citizens staying more than 3 months.

The CPR does not cover non-EEA citizens living in Hungary temporarily. Diplomats, foreign students, those on business or official travel, tourists and other visitors are not included either.

Those intending to leave Hungary for more than 90 days have to report their departure. Nevertheless an overwhelming part of the Hungarian citizens neglect the reporting obligation.

The CPR is based on the permanent and temporary place of residence as reported by the individual. The information on place of residence are collected by the municipalities and transferred directly to the CPR. The data on births, deaths, marriages and divorces are forwarded by the local registrars to the central register.

The register contains information on: personal identification data including sex and age, place of residence (permanent address), place of stay (temporary residence), place and date of death, date of registration, reason and date of inactive status (not counting the person), cause of registration and date of acquisition of Hungarian citizenship. In case of foreign citizens, legal status of the stay is also registered. Marital status, place of marriage and the PIN are generally comprised except for the EEA-citizens. The register does not include information about country of the previous or the subsequent address.

Central Immigration Register
The register includes information on all residence permit and applications and also on alien policing acts. This database has the following sub-registers:
General Register of Foreigners’ Personal Data

The stored personal data contains: name, previous names, date and place of birth, sex, mother’s name at birth, citizenship. Data are hold in a uniform system suitable for identification in the Central Immigration Register.

Long term residence permit and immigration permit sub-register

This sub-register comprises data of immigrants whose permits were granted before the EU-accession. The KEK KH and the competent immigration authority manages the following data here: natural particulars for identification, citizenship, permanent residence abroad, passport data, information to certify the requirements for immigration, marital status, educational qualifications, occupation, information concerning the issue and revocation of the permit, address in Hungary.

Residence and settlement permit sub-register

This sub-register contains the data of third country nationals whose permits were granted after the EU-accession. The data content is mostly the same as above completed with the purpose of stay.

EEA residence permit sub-register

In order to monitor the right of residence of foreign nationals, the immigration authority keeps sub-registers on the data of EEA nationals and their family members.

The data content is as follows: personal identification data, data of travel and residence documents and the marital status, if it concerns the right of residence of another person.

Visa sub-register

The KEK KH and the competent immigration office manage the following data of foreign nationals, based on visa applications and on visas issued: identification data and data of the travel documents and those verifying fulfilment of the requirements for entry and stay, data of the visa, the purpose of entry and the planned duration of stay, the date and place of entry and exit, registered place of accommodation.

Two further sub-registers are covering alien policing measures and foreigners concerned. (Register of Foreigners whose Entry and Stay was Prohibited and Aliens Policing Regulations Pertaining to Third-Country Nationals.)

Register of Refugees and Asylum Seekers

A separate register is maintained for refugees, beneficiaries of subsidiary protection, persons enjoying temporary protection, and persons seeking asylum. The primary aim is to assist making decisions on status, and assessment of eligibility for aid and support place of residence/stay.

The register contains: personal identification data,; sex, age marital status, occupation/profession, education; address of permanent or temporary residence, place of accommodation; country of origin; information on recognition, refusal and withdrawal of status support received, reasons for being persecuted, information on immediate family members arriving together with; information on income and financial position.
Register of work permits

Foreigners having a work permit in Hungary and their employers are registered in a central database. Information on employers includes county, settlement, branch, vacant jobs, qualification needed for the job, place of employment, working time per week, remuneration, foreseen length of job, and on the worker: sex, age, citizenship, place of birth, marital status, education, qualification, residence in Hungary, mother tongue, data on previous employer and employment at home country.

The register applies the standard classification systems used by the official statistics which are in accordance with the ISCO-88 and the NACE Rev.1.1. County, branch, of planned employment, the vacant job which is intended to be accomplished by the foreigner, qualification and education required, place of employment, sex, age, citizenship, marital status, educational level, qualification – can be considered reliable, the rest not.

In cases when permit is not required the employers are obliged to report the following data of foreign employees in an aggregated form to the responsible labour centre: age, educational attainment, citizenship, ISCO-code.

Although there is a unique central data base of work permits, handled by ÁFSZ, individual records are not accessible. Statistical information might be produced by pre defined variables and combinations.

Information System of Education

Separate registers relate to public and higher education

- Information System of Public Education
- Information System of Higher Education

The schools and other institutions of public education provide data on their employees and pupils for the "personal register". Everybody, who is participating in education receives an identification number. Educational identification numbers are attached to all educational institutions employees and pupils and students. The register covers the following data: name, sex, mother’s name, place of residence, and place of stay, identification number of the student’s card, social security identification number, data on the circumstances of the study, educational attainment, qualification, and – in case of education personnel – data of the employer. The information related to migration are citizenship, country of birth, country of permanent residence. For foreign students information on the grounds of stay in Hungary is also included.

- Student Card database

Student cards are provided on request. The register includes the following data: name, birth data, place of residence or place of stay, citizenship, educational institute, type of the courses, educational identification number, date and validity of the student’s card.

Database of the National Health Insurance Found

The administrative datasets of the National Health Insurance Fund on in-patient and outpatient cases also comprise migration related information (country of insurance
and citizenship). The various datasets can be linked by the National Institute for Strategic Health Research. Processed and anonymised data are accessible upon request. The linked data gives possibility to compare the incidence of certain illnesses in migrant and host population as well as the utilisation of health services.

Registration of income-tax declarations
Data on declarations of personal income tax may help to give more accurate and differentiated picture on migration. The database include variables making possible to identify who is migrant (citizenship place of birth, address), basic demographic information (sex and age are) but the main advantage is the information on income, employment, occupation and economic activity.

A.2.b Statistical data sources

Census database
Official decennial censuses have been taken in Hungary since 1870. The latest one - in line with the recommendations of the United Nations and the EUROSTAT - was carried out in 2001. The reference date of the census was midnight between 31st January and 1st February 2001. The census covered every individual living in Hungary i.e. Hungarian citizens as well as foreigners staying in the country for more than 3 months, except diplomats and their families. The census also took the complete spectrum of housing units into account.

The 1990 census contained no information on citizenship. The place of birth and the place of permanent residence one year and ten years before, and the previous residence were asked of a 20% sample, but these data were not processed systematically. Ethnic identity and native language were asked of everyone, but these questions in themselves are insufficient to decide if the respondent is an immigrant or not. These questions aimed to identify “traditional” ethnic minorities only.

The coverage of migration issues was much more comprehensive in the 2001 Census. The questions related to migration were as follows:

- Country of citizenship, second citizenship
- Registered permanent address and the date of registration
- Previous registered permanent address
- Registered permanent address at the date of birth and 1st February 2000
- National, ethnic belonging, mother tongue and used languages (not compulsory)

Prior the 2001 Census citizenship was last asked in 1960. In that time the presence of foreign citizens in Hungary was exceptional. In the period of 1960-1989 the number of yearly granted settlement permits was only a few thousand. As a consequence studying the population by citizenship was irrelevant.

1 Only if the first citizenship is Hungarian
Since the end of the ‘80s the situation has changed, but the effect of international migration was still not considered when calculating the population size. Estimates were based on the Census figures corrected by the actual number of deaths and live births and not considering migration.

In the 2001 Census 200,000 more people were enumerated than it was supposed according to population estimates. The difference can be attributed, at least partly, to the positive balance of the international migration\(^2\). According to registration figures, 110-150 thousand immigrants stayed in the country in 2000. The size of migrant population enumerated in the 2001 Census was similar.

The census is considered to be the most complex information source with regard to migration. It provides information on education, employment, social and living conditions, housing, and family. The demographic information is especially exhaustive, including marital status, marriage history, children. Education and qualifications are also covered in details. Social and living conditions were characterised by: source of livelihood, economic activity, employment status, working hours, unemployment. Fifteen questions monitored the type and quality of the dwelling which might provide also valuable information for evaluating living conditions and integration of migrants.

**Microcensus**

Following the 1960 Census microcensuses were carried out between the subsequent censuses\(^3\). The last microcensus had been executed at the reference date of April 1, 2005. It covered similar domains with similar detail, as the 2001 Census. The information collected made possible separating migrants. However, the citizenship was the only variable along which migrants could be distinguished.

The importance of the microcensus for migration related issues lies in its relatively large sample size (2 percent of the population). Considering the relatively low number of foreigners in Hungary it is nearly impossible to get relevant information on immigrants through general population surveys with smaller sample size. The microcensus gives the basis for getting a real view on the demographic structure, composition by employment, occupation, education of migrant population.

**Demographic databases of live-births, deaths, marriages and divorces**

These databases serve both administrative and statistical purposes.

The collection and statistical processing of the data on demographic events is carried out by the KSH and harmonised with the responsible ministries. Registrars, health institutions and courts are the major data providers; however, in some cases other governmental bodies are also involved, such as KEK KH and National Public Health Authority. Information is collected, among others, on place of birth, place of permanent and temporary residence and on citizenship.

All vital events on the territory of Hungary are included, while those occurring abroad are not, even if the persons concerned are resident of Hungary.

---

\(^2\) Other factors are the quality of the 1990 Census and the different methodology of the two data collections.

\(^3\) The sample was 1\%, later 2\%. 

PROMINSTAT Country Report Hungary
Statistical survey on people acquired Hungarian citizenship

This is a continuous statistical data collection carried out by the KSH since 1 January 2002. The aim is to obtain more detailed information on the new citizens and on the background of acquiring Hungarian citizenship.

In addition to the information covered by the administrative register on naturalisations it provides data on mother tongue, number of children, previous citizenship, educational attainment, reason of application for the Hungarian citizenship, economic activity and occupation before entering Hungary, and at the time of naturalisation.

The data from registers and from the statistical survey are linked once a year. Record level linkage is used for matching the CPR and the CIR. Statistical linkage is used for matching the population register with the statistical survey. Annual statistics based on the integrated data source are available on the KSH website (www.ksh.hu).

Survey on Changing Life Conditions (SILC)

In the frame of the EU-SILC, organized by EUROSTAT, an annual survey has been carried out in Hungary since 2005. Its sample comprise of 17-18 thousand persons. With income in focus the survey collect detailed information on education, health and employment. As migration indicators SILC uses both country of birth and citizenship.

The relatively large sample size is appropriate for drawing conclusions for the whole population but proves to be too small concerning immigrants. The SILC enhances the problem of sampling and interviewing immigrants.

Labour Force Survey (MEF)

It is the most comprehensive data source on employment. In addition the sample is high enough to draw conclusions for migrants. In the frame of a rotated sample of dwellings every quarter some 70 thousand persons are interviewed. It provides some socio-demographic information on the whole sample and detailed labour market information on those aged 15-74. The economic activity, occupation, profession, branches of employment, educational attainment and professional qualification are among the major elements of information involved. Its importance in the research international migration is enhanced as its results are comparable internationally.

The MEF has regular supplements with specific topics. One of those was is devoted to people with migration background. The additional questions were: country of birth, duration of whole and continuous stay in Hungary, father’s country of birth, mother’s country of birth, citizenship, in case of naturalisation its time.

The use of MEF as a basic resource for migration research is hindered by the low number and proportional representation of migrants in the sample. This problem could be diminished by a careful sampling and controlled realisation of survey focusing on proportional representation of migrants. In addition the possibility of processing the data of some countries together promotes the usability for drawing relevant conclusions for some typical migrant groups.

---

4 The 2006/I. sample size was 77.857 of which 1.123 people were foreign born.
Access to immigrants is more difficult than it is to the local population. Mobility, the often irregular character of their activity makes it difficult to find them. Language problems cultural mismatches hinders to establish contact or to accomplish the interview. As a consequence, even beside a correct representation of the migrant population as a whole, large groups might remain seriously underrepresented, or totally neglected. All this calls for cautious interpretation of the results but not for dismissing this valuable source.

Unified System of Criminal Statistics of the Investigative Authorities and of Public Prosecution

This data source provides data on discovered crimes and perpetrators as well as convicts with definitive sentence. The information is derived from administrative and statistical data sources.

The joint data collection of the Ministry of Justice and Law Enforcement and the Office of the Prosecutor General covers the following data of perpetrators: citizenship, sex, age, qualification, marital status, educational attainment, criminal records, type of crime, place of stay (county/region), legal status of stay, and for victims: sex, age, citizenship, occupation and type of crime committed against them.

A.2.c Survey data

Several institutions are carrying out empirical research which is primarily or marginally connected to migration.

The NKI is running regular and one-shot sample surveys. Some of the data files are available for secondary use. The migration related topics in the recent years were: integration of immigrants and refugees in Hungary around 1990; longitudinal study of immigrants from the neighbouring countries; needs for female immigrants and their integration in ageing societies (FEMAGE).

Over the past two decades, the TÁRKI Data Archive has collected and archived more than 650 datasets based on empirical social research. Most of them are from sample-surveys representing the whole population. A number of data files are in reference to several aspects of migration, integration and discrimination.

Beside the above mentioned organisations several smaller research units and NGO’s carried out targeted surveys on regular and irregular migration. ECHO Research Center, Panta Rhei Social Research Group or the NGO „Menedék - Hungarian Association for Migrants” are good examples. Recently the EU Integratior Fund gave a rise to such surveys.

Research findings complement information from official statistics and administrative sources on migration and integration and give the only possibility to measure irregular migration.
B. Historical evolution of the national data collection system / data collection practices and policies

Under the conditions of the state-socialist system, except the big wave of emigration in 1956, migration was practically nonexistent. Crossing the borders was allowed only in exceptional cases. During the years of isolation migration statistics did not exist at all as – among others – there were hardly any events to study. Although the population register contained data on citizenship (foreign vs. national), the information was not used for statistical purposes. The situation changed fundamentally at the end of the 1980s when the socialist regimes collapsed one by one. The lifting of travel restrictions in countries surrounding Hungary and the economic, political, social, and ethnic situations resulted in large outflows of citizens from these countries. Hungary became a transit country to the West as well as a final destination for immigrants.

The need for a comprehensive and consolidated information system on migration was expressed at different levels of political and economic decision-making, public administration and civil society at the beginning of the 1990s.

The KSH started to compile the international migration statistics based on administrative data of the population register and of the register of residence permits. Regular publication of migration statistics began in 1993 on a limited scale and with limited reliability. Although, at the time, numerous institutions collected information on migrants, the overall data situation remained sketchy.

With the EU accession not only migration processes have changed, but also the legislation and the information and registration systems. Since the elimination of labour market limitations work permits are not needed any more for EEA citizens. Thus the coverage of work permit register is much narrower. It is still important but not sufficient source for statistical information on labour migration.

At the same time globalisation, increase of migration and the EU accession all contributed to the rise of data collections where migrants might be separated. As a consequence of development of e-government more and more registers are in operation containing migration related information.

There is also a legal ground both in European and national level for using this information created by the public sector for statistical purposes. The registers of the National Health Insurance Fund and of the Tax Authority might provide the lacking information on labour migration. This is a real possibility for the KSH but for others these data are practically inaccessible.

C. Coordination and linking

In order to provide relevant statistics on migration, co-ordination among various institutions of the administration - dealing with the collection or maintenance of data related to migration - and the Central Statistical Office, is essential.
The current situation concerning statistical information on migration is still characterised by a lack of coordination in data collection and imperfect harmonisation of terminology and classification. There have been negotiations, working group activities that had the international migration statistics on their agenda. However, there is still no regular framework for coordination between those administrative bodies maintaining the registers, and possible users including statisticians, researchers, NGO’s and the media.

The cooperation slightly improved between on departmental level. Considering the increasing role of administrative databases in statistics, a working group (Register Board) was established in 2007. Its main task is to co-ordinate actions for the improvement of the statistical use of administrative registers.

According to the law (Act XLVI of 1993. on Statistics) the KSH is authorised to obtain data from the organs of the Official Statistical Service in a manner permitting individual identification. This makes it possible for the KSH to link various databases. Such work was done in case of the population register and migration register, an exercise that also provides an opportunity for controlling the data. The linked database is complemented with the data gained from the full-scale statistical survey of naturalised people. The linkage of datasets is technically hindered by the lack of possibility to use of a uniform PIN.

In 1975 the Ministry for Home Affairs started to provide people with PIN. It was supposed to be applied by the social security and other authorities too. In 1991 the Constitutional Court prohibited using the PIN generally. However the PIN is henceforward made up, it can exclusively be used by the Population Register. The Social Security and the Tax Authority have developed different identification numbers, respectively.

**D. Concepts and definitions**

**D.1. Concepts and definition used in migration statistics**

In administrative records the most consistently used variable is citizenship. It is included in most administrative records thus in the databases most relevant concerning migration: CPR and CIR, as well as in registers of vital events: birth death marriage, and divorce. Citizenship is generally used in major statistical surveys as well.

Statistical forms, such as those on internal migration, vital events or censuses traditionally include questions on ethnicity. This is a basic information, as about 10% of the population of Hungary belong to national or ethnic minorities. From the point of view of our topic it has to be mentioned that belonging to a national or ethnic minority in most of the cases does not imply migration.

Ethnic or national belonging in the census is registered according to self declaration. According to these data the following ethnic groups are found in Hungary: Gipsy
(Romany) (205,720), German (120,344), Slovakian (39,266), Croatian (25,730), Rumanian (14,781), Ukrainian (7,393), Serbo-Croatian (7,350), Greek (6,619), Polish (5,144), Slovenian and Vendish (4,832), Bulgarian (2,316), Ruthenian (2,079), Armenian (1,165).

Place of birth is a basic personal identification item on any official form. However, this information must be handled with caution, as it is not always clear if it refers to the present state borders or those at the time of birth. In fact, in Hungary – as in many other countries of the region – it is quite difficult to separate exactly the population with a migration background from non-migrants.

The concept of country of usual residence in the official statistics has been used in 2001 Census for the first time. The wording of the question on the census form was: (If one has more addresses) “at which place of residence do you live or stay de-facto?” However, the census used several other concepts to separate the population of migrants: actual addresses were inquired and certain former ones as well. People had to declare the permanent address exactly one year before the notional date of the census. The mother’s address at the time of the subject’s birth was also included.

**D.1.a Concepts of population**

There are different concepts of population relying on the addresses of a person:

- **Present population** is the population at the place of the enumeration at the reference date of the census.

- **Registered permanent population** is the group of persons having a registered permanent address (place of residence) in the given area, independently whether they do or not have a registered temporary address (place of stay) elsewhere. To this group also belong those persons, who were abroad at the reference date of the census, but had a registered permanent dwelling in the given area.

- **Permanent census population** consist of persons who consider the place of the enumeration as their permanent residence; this is the dwelling they regularly come home, where their family lives. Persons who were abroad at the reference date of the census, but had their permanent residence in the given place also belong to this group. Thus the 2001 census have allowed for the compilation of two types of resident population in compliance with the requirements of international recommendations and with the needs of the regular national statistical reporting system, respectively:

- **Registered resident population**: based on the tenure of dwelling as documented in the official registry, irrespective of the actual use of dwelling. This is the basic category of the regular statistical reporting (i.e. vital statistics). 1970 Census was the first one using the term. The registered resident population consists of two groups:
  - population having a registered permanent address in the respective area and having no temporary registered address elsewhere, and
population having a registered temporary dwelling in the given area, regardless to whether they were or not present on the reference date of the census.

Registered resident population contains persons having no registered permanent address, if their temporary residence on the reference date of the census was in the given place.

- **Resident census population** means the group of persons staying de facto on the place of the enumeration, live their everyday life there, can be contacted on the given address, spend most of their night-rests on that place, and go to work or to school from that place. The place of enumeration can be the person’s registered permanent address, registered place of stay (temporary address) or not registered address.

The definition of the resident population of the census is closely in line with the concept of usual resident population of international recommendations. This is a static population category: as the base of the grouping in some cases might differ from the fact and/or the tenure documented by the official registry, neither the changes in migration (modifications in the official registry regarding the fact of moving or tenure status) nor the reports of vital events (birth, death) can modify it. It was the 2001 Census, when resident population of the census was compiled for the first time; this is the group of „de facto population”, a category used by the international statistics.

**Foreigners in the 2001 Census:** All those foreigners legally staying in Hungary at least for three months, whose de-facto or permanent address was the place of the enumeration were to be included, except diplomats and their family members, member of foreign armed forces stationed in Hungary and those staying in Hungary as a tourist, visitor, patient of medication, participant of a business negotiation.

Those having the de-facto address in Hungary but the permanent abroad were included in the resident population of the census, while those having de-facto address abroad but the permanent one in Hungary were included in the permanent population of the census.

The personal questionnaire also comprised several sensitive items to explore the migration background and ethnic composition of the population. Answering these questions was not compulsory. The following items were included: nationality; mother tongue; language spoken at home or with friends; religious denomination.

**D.1.b Estimating population size**

Since the 2001 Census the current population for the years between censuses is calculated with different method for Hungarians and foreigners.

**The starting population:** all persons living in Hungary (having their usual place of residence in Hungary) enumerated in the 2001 Census.

1. **Population of Hungarian citizens in subsequent years**

The starting population is annually corrected by:
1. Vital events of Hungarian citizens (live births, deaths marriages, divorces,) - based on the direct compulsory data collection of the KSH;
   - adding all (recorded) live births occurring on the territory of Hungary;
   - subtracting all (recorded) deaths occurred in Hungary;

2. Internal and international migration of Hungarian citizens - based on data of the CPR and from the mirror statistics of the most important reception countries;
   - adding all Hungarian citizens immigrated in the given period
   - subtracting Hungarian citizens who emigrated (transferred their place of residence abroad) and registered the move;

3. Naturalisations and renouncing citizenship - provided by the CPR.
   - adding foreigners who were granted Hungarian citizenship;
   - subtracting the persons renouncing Hungarian citizenship.

Calculation in such a way might involve some minor mistakes:
Vital events abroad are not counted in the population figures.
Some Hungarian citizens with usual place of residence abroad were reported by family members (or by themselves if they were present) and therefore enumerated in the Census as part of the resident population.

The migration of Hungarian citizens is calculated based on the declarations in the Population Register. This means that migration of Hungarians is largely underestimated as most of those leaving the country or returning are neglecting registration.

2. Foreign population
   The number for foreign citizens is directly obtained from the registers of BÁH. Every new first residence permit holder is considered as an immigrant while those having an expired permit and not applying for renewal are considered as emigrants.

3. Demographic characteristics
   The size of resident population for each year between two censuses is counted by sex, year of birth, age and marital status. Total population is available for all settlements.

D.2. Administrative procedures behind the concepts

D.2.a Naturalisation

According to the Act on Hungarian Citizenship (Act LV, 1993) Hungarian citizenship may be acquired by:

- Birth
Naturalisation - normally a person may be naturalised after eight years of continuous residence in the country; among other conditions, the applicant has to pass an examination in Hungarian language and in basic constitutional skills. The requirement of an eight year period of continuous stay in the country is reduced for some categories of people: The most preferred are ethnic Hungarians of another country (they have to wait 1 year).

Re-naturalisation - for persons resident in the country, who lost Hungarian citizenship and fulfil the main requirements for naturalisation (except the period of residence).

Declaration - for persons who were deprived of their citizenship based on the previous acts as well as for persons under nineteen years born in Hungary who have not acquired a foreign citizenship and are living in Hungary uninterruptedly for at least five years.

Dual citizenship is generally accepted. After a positive decision and the citizenship oath, data are transferred to the Population Register. Persons who received citizenship are requested to fill out a form for the Statistical Office.

D.2.b Asylum and refugee affairs

Since 2002 the legal regulation on asylum complies with the EU requirements:

- the same asylum concept as in the EU Acquis on asylum (e.g.: unaccompanied minors, temporarily protected person, and safe third country);
- the concept of manifestly unfounded claim is into effect;
- it contains all minimum guarantees regarding the asylum procedures, as proof of this - as for example - the asylum seekers may enter into relations with the UNHCR or with any refugee organisation for the purpose of the provision of his legal representation during the term of the proceedings.

On 1st May 2004 new amendments entered into force adapting to the requirements imposed on Hungary as a member of the EU. The modifications caused simplifications of the administrative.

In 2007 the concept of the ‘third country’ was introduced in a new Asylum Act. Apart from the asylum procedure there is a possibility to grant temporary protection for a specified period of time to a group of migrants in case of a mass influx of displaced persons.

Data of refugees and asylum seekers are recorded by the local authority directly into the central register handled by the Directorate of Refugee Affairs of the BÁH.

D.2.c Irregular migration and CIREFI data collection

The rules of the Schengen Treaty came into force in Hungary on 21st December 2007. At the same time the police and the frontier guard were integrated. The major part of acts connected to illegal migration are detected and related data are collected by the police.

The collected data are as follows:
- type of the illegal act,
- characteristics of the offender and of immigration,
- characteristics of finding the illegal migrant,
- main motives of acts connected to illegal migration,
- nature of the illegal act and penalty.

E. Availability of data

E.1. Core demographic data on immigrants and migration control

The stock and flows of the foreign population are basically derived from the CIR and estimated by the KSH. Following data editing, the flow and stock data are selected by the date of entering and leaving. Basic stock data are calculated by BAH as well, so these are regularly cross-checked.

Following the 2001 Census no special publication on the immigrants or foreigners living in Hungary was issued. Merely the summary tables on distribution of the population by citizenship combined with sex and age were calculated. Micro data only of the 5% sample is accessible.

KSH publishes regular statistics on migration in the Demographic Yearbook. This is a paper based short compilation of tables with a CD annex of more complex data.

Indicators yearly published in the Demographic Yearbook

1. Time series generally relate to at least 15 years with data as follows:
   - Flows (Immigrants, emigrants, migration difference): distribution by sex, age, country of citizenship and region of Hungary (NUTS).
   - Stocks: distribution by sex, age, citizenship, region
   - Naturalized people: distribution by sex, age, previous citizenship, regions
   - Hungarian migrants: immigrants to Hungary and to certain European countries; emigrants from Hungary and from certain European countries; stock of Hungarians in certain European countries

2. The following combination tables are available:
   - Foreign immigrants by:
     - sex, age, citizenship;
     - sex, citizenship, purpose of stay;
     - citizenship, marital status;
     - region and size of the settlement, age;
region and size of the settlement, purpose of stay;
- selected citizenships, region and size of the settlement.

- Foreigners leaving Hungary by:
  - age, citizenship;
  - citizenship, marital status;
  - region and size of the settlement, age.

- Stock of foreigners with residence permit:
  - sex, age, citizenship;
  - sex, citizenship, purpose of stay;
  - citizenship, marital status;
  - region and size of the settlement and age;
  - region and size of the settlement, purpose of stay;
  - from selected countries, region and size of the settlement.

- Stock of foreigners with settlement permit by:
  - citizenship, sex;
  - age, citizenship;
  - citizenship, marital status;
  - region and size of the settlement and age

- Stock of all foreign immigrants:
  - sex, age, country of citizenship;
  - sex, citizenship, purpose of stay;
  - sex, age, marital status;
  - region and size of the settlement, purpose of stay;
  - region and size of the settlement, age;
  - from, region and size of the settlement, main sending countries;

- Naturalised persons by:
  - previous citizenship, age;
  - previous citizenship, marital status;
  - sex, age, marital status;
  - region and size of the settlement, age;
  - region and size of the settlement, main sending countries.

In addition to the Demographic Yearbook, KSH issued specific publications for 2002-2005 on new Hungarian citizens using the linked administrative and statistical data sources. Besides the core demographic information data on educational attainment, occupation and purpose of application for the Hungarian citizenship were covered.
Comprehensive publication has been devoted to international migration concerning periods of 1990-2000 and 1995-2005. Time series on migration stocks and flows of foreigners and Hungarians and naturalizations are available by all variables presented in the Demographic Yearbook. Data of foreigners legally employed in Hungary as well as refugees and asylum seekers are included. The break-downs as follows:

- Refugees by age and sex, by marital status and sex, and by country of citizenship.
- Asylum seekers by citizenship and by country of arrival.
- Annually issued work permits and extensions by citizenship and by regions
- Valid working permits on 31 December by citizenship and by economic sectors

The stADAT tables available on the website of KSH also include migration related tables as: Annual number of permanent and temporary immigrants by the settlement type, stock data by continents, countries, and sex; asylum seekers by citizenship and type of entry and asylum statistics according to the administrative measures.

**E.2. Measuring integration, discrimination and diversity**

There is no regular, systematic data collection to monitor integration, discrimination and diversity of the migrant population living in Hungary. Indicators can be based on available information from secondary use of certain data sources with information on economic activity, education, income and use of health care.

Information on economic activity and occupation of the migrants are included in the registers of the tax authority and of the Employment Office. The data of the central migration register relates to the employment at the time of the last official procedure. It is appropriate to characterise the situation at the time of entry, but not of the present.

Most information on integration and discrimination of foreign population is provided by surveys, monitoring the different aspects of the life and living conditions of foreigners residing in Hungary. Frequent topics are the family background, the reasons for migration, migration history, economic conditions and social situation before and after migration; work history, labour market position including occupation, working conditions and wages, economic activity, job satisfaction social networks in the country of origin and in Hungary, such aspects of integration as language, religion, perceived xenophobia, plans and expectation toward the future.

As the overwhelming majority of immigrants arrived from the neighbouring countries the most studies are focusing on the immigrants from Romania, Slovakia, Ukraine and the countries of ex-Yugoslavia.

The attitudes of the population towards immigrants are regularly surveyed.
E.3. Lack of data and demand for information

White spots on the map of migration-information are most often the consequence of a substantive lack of data and information. Ruling deficiencies can be summarised as follows:

As a consequence of the decentralised data collection and management practice in the municipal system, it is virtually impossible to track spatial dynamics and local effects within the country of international migration. Existing information are basically snapshots. Moreover, the most detailed division is at a county level. In turn, the significance, the characteristics and the social composition of migration can be rather diverse in different settlements. We only know that the areas most affected by international migration are the capital city and its agglomeration. But in lack of data it is not known which are those social groups, employers, or even wealth incentives that play determining roles. Generally speaking, knowledge on trends, socio-economic structure and spatial distribution of international migration is extremely gappy.

The economic significance of migration from the aspects of human resources and capital import is difficult to evaluate, however, this is an outstanding socio-economic issue of the present and an even more of the future. Without correct information there is no evidence, we can only suspect that migration is more profitable for hosting countries. Data on self-employment, service providers, investment and entrepreneurs are introduced in migration data collections fractionally. It is very difficult, if not impossible, to gather information on highly qualified foreign employees (for example on the distribution by economic sectors and occupation) based on the existing data sources on migration. In many countries, instead of using employment authorisation data, databases of health insurance, social security taxation and the labour force surveys are used for this purpose. These are practically not accessible in Hungary at present.

Returnees, circular and commuting migration are out of scope or just a marginal topic of empirical research and statistical analysis. Strategies on further migration or return migrants are not known, although these issues have significant relevance concerning labour-market participation and integration. The utilization of the knowledge of returnees should be considered on governmental level. Evaluation of the reasons for further travelling and of the lack of long term domestic investment is also necessary. Further direct data collection is essential for answering these questions.

F. Accessibility of data

As a consequence of the extending e-governance, and of a shift in the attitude of the public sector, a significant amount of public sector data became accessible. Still, there is a lot on the agenda concerning databases relevant to migration.

The legal framework to access data of public interest is given in Hungary. It is a fundamental right guaranteed in the Constitution and is in accordance with the

Making public sector data available is a clear obligation of all public sector bodies according to the Act Cl. of 2007 on Ensuring Availability of the Data Needed for Decision-Making (Det) „Budgetary institution and business organizations owned by the state in majority shall transmit data of public interest […] to the organizations of central public administration […] if the latter require that.“ Data must be transferred anonymously. Anonymisation is the obligation of a delegated unit which is also authorised to link data if needed. This act provides only partial solution as the circle of those eligible for asking the information is rather narrow: heads of governmental organs and departments might initiate request.

The data of public interest are often inaccessible despite legal obligations.

Although the (Det) gives special rights to the decision-makers to receive information, they neglect this opportunity. Access to the data even for them is a lengthy, cumbersome process. In addition, often the motivation is missing, because political considerations outweigh the practical policies.

The rules of data protection are rather strict in Hungary. Personal data, i.e. data permiting the identification of individuals, especially name and the home address, can only be used with the voluntary consent of the data subject or if ordered by law. Personal data may generally not be transferred, and do not fall within the scope of data of public interest even if they were created in the public sector. Therefore, the data managers often think that they are prohibited and not obliged to give access to such datasets. Still, following anonymisation microdata might be used for statistical purposes, moreover if produced by public sector should be accessible. Nevertheless it is not precisely clarified which data allow the “possibility of identification”. The lack of IT skills also contributes to the problems. Decision-makers are often simply not aware of the possibility of anonymising data.

Data on racial origin, nationality, national or ethnic origin, religious or other belief are special categories of data which shall not be processed unless consented to in writing by the data subject or ordered by law. Data on ethnic identity are collected by the migration authorities for filing applications but are not stored in the central registers. Surveys generally collect Information on ethnicity on a voluntary basis.

The rules for transmitting data are further specified in rules governing the activity of the agencies involved in the data collection. KSH is authorised by the Act XLVI of 1993 on Statistics to take personal data managed by the organs of the Official

---

5 In the three years data linkage was asked for only once, for connecting income tax declarations and the register of the Employment Service. The linked data are not suitable for migration related analyses

6 According to the Act “data shall be considered to remain personal as long as their relation to the data subject can be restored. An identifiable person is in particular one who can be identified, directly or indirectly, by reference to his name, identification code or to one or more factors specific to his physical, physiological, mental, economic, cultural or social identity”
Statistical Service and from administrative registers. This provides possibility for linking various databases. However those maintaining the registers often reject this obligation. Their argument is that this obligation is not involved in legislation directly ruling their activities.

The decree on the execution of the Act on Statistics in order to ensure privacy sets a minimum of three persons for a cell in a published table, it is a major reason why the KSH does not grant access to individual records.

In the recent years the access to information based on administrative registers and surveys improved considerably. This effected migration related data as well. The most information is available in aggregated form on the internet sites of concerned organisations.

Still, when requesting microdata one has to expect serious difficulties. The secondary use of administrative records, e.g. for research, is, with some exceptions not common: it is rather an exception than a rule to give access to microdata. The contradictious legal background, sector-specific regulations overriding general rules, the fear that quality deficiencies come to light, mistrust in the users (fear of misinterpretation), the lack of IT skills of those responsible, adherence to information monopoly and sometimes personal financial interests are worth to mention as reasons.

G. Conclusions - Recommendations

The official migration statistics concentrate on the demographic characteristics (based on the migration and the population registers). These statistics do not give enough information on social characteristics and labour market participation, which would be essential for studying integration.

Sample surveys targeting the whole population are generally not appropriate for gaining information on immigrants because of small and disproportional coverage in the sample. Even the use of some regular surveys with large sample (Labour Force Survey, Time Budget Survey) is limited because of the problematic selectivity. The appropriate representation should be ensured with special sampling methods and particular attention in realisation.

Several surveys were carried out among specific target groups of immigrants providing a wealth of information related to the integration of these groups. Still, no nationwide representative survey was conducted among immigrants in Hungary.

There are numerous administrative databases in various fields (education, health, taxation) with generally high quality data where foreigners could be distinguished. However, the use of these data is not common. In the published data immigrants are separated only exceptionally.

When evaluating the quality of migration related data one has to consider the heterogeneity and mobility of this specific population, and the dependence of the
phenomenon of migration, the definitions used, the categories applied on often changing legal rules. We can never reach full harmonisation of terminology, completely standard indicators can not be found. Statistics will never be as precise as in some other fields (e.g.: birth and death). Nonetheless, the present level of information and the quality of data could be improved.

The range of databases with information on migration is much broader than what is visible in the everyday practice of administration. The proportion of skilled workers and foreign graduates, their professional and geographic distribution, the return rate of foreigners graduated in Hungary, migration potential of Hungarian health professionals can be determined by the registers of education, employment, health insurance and professional associations. The existing registers could provide excellent information if they were accessible by the citizenship, place of birth and residence of those concerned.

The amount of data produced in the public sector, during administrative procedures and by research, is increasing. These data, based on appropriate conception and following a necessary data linkage could be suitable for the differentiated characterisation of international migration, including its socio-economic consequences.
Bibliography


COMPSTAT, Hungary


Referred legislations

Act LXIII of 1992 on the Protection of Personal Data and Public Access to Data of Public Interest
Act CI. of 2007 on Ensuring Availability of the Data Needed for Decision-Making
The European Directive on the Re-use of Public Sector Information (PSI Directive 2003/98/EC)

Websites

Hungarian Central Statistical Office: www.ksh.hu
Governmental portal: www.magyarorszag.hu
TÁRKI Data Archive: www.tarki.hu
Panta Rhei Social Research Group: www.pantarhei.org.hu
MIGRINFO meta-database: www.migrinfo.hu
Office of Immigration and Nationality: www.bmbah.hu
Commissioner for Data Protection and Freedom of Information: abiweb.obh.hu/dpc

List of abbreviations

KSH        Hungarian Central Statistical Office
BÁH        Office of Immigration and Nationality
KEK KH     Central Office for Administrative and Electronic Public Services
OSAP       National Statistical Data Collection Programme
CIR         Central Immigration Register
CPR         Central Population Register
OEP         National Health Insurance Fund
OH          Educational Authority
ÁFSZ       Public Employment Service
FSZH        National Employment Office
NKI         Demographic Research Institute
MEF         Labour Force Survey