

**SEEMIG Local Strategy for enhancing migration data  
production and utilization**  
*(Proposal for a local strategy data enhancement and utilization on  
migration, labour market and human capital processes)*

**Pécs, Hungary**



**2014**

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## **1. INTRODUCTION**

The purpose of the present strategy is to assist local policy and decision makers to integrate into evidence based urban development strategy making the very problem of data availability, data quality and the possibility to use enhanced data systems in the course of their work. The SEEMIG local strategy is presenting the state of the art as far as data systems are concerned in the area of migration, labour market and human capital and is offering concrete solutions for some of the pitfalls that are identified. The proposed enhanced version of a local data system enables policy and decision makers to address emigration and educational immigration as core local challenges, create local policy responses that utilize the positive potential of these migratory processes, while at the same time try to minimise the apparent negative effects of emigration.

The strategy builds on major prior outputs of the SEEMIG project: it applies the theoretical framework advanced in SEEMIG's conceptual study on migration, labour market and human capital processes, uses the historical analysis of migratory processes in the Hungarian country report in general and its local sections on Pécs in particular, and looks into the future of the time span of 7-8 years by drawing out the consequences of findings of the SEEMIG foresight exercise and the population projection. It also provides detailed analysis of the issues raised in the Hungarian country report on data systems and builds on its reform proposals. Very importantly, the present strategy is a reflection upon the input provided by stakeholders at a number of SEEMIG local partner events such as the training (January), the master class (April) and the local roundtable (June) in 2014 in Pécs (cf. Annex 1).

The strategy assumes that the proposals of the SEEMIG project in its transnational strategy and in the "Hungarian National Strategy for enhancing migration data production and utilization" will be soon translated into practical results and uses those developments as building blocks of proposed local interventions. This is especially true for SEEMIG's call for the harmonization of address registration, the harmonization of migration related definitions used throughout data systems, the improvement and integration of administrative data systems and the claims for targeted funding.

## **2. BACKGROUND**

SEEMIG's theoretical framework for understanding migration, labour market and human capital processes of our age is a revised version of the push and pull model of migration research: it assumes that the role of migration as a source of labour force and human capital is increasing as a result of an intensifying integration of local societies and economies into EU and global flows of capital, services and labour. The position of Pécs and its region within this global context is straightforward: it lies on the southern outskirts of a semi-peripheral Central European growth region that extends from south-western Poland through the Czech Republic and western Slovakia to the north-western regions of Hungary (Bohle-Greskovits 2012). Pécs and its region have experienced economic depression since the collapse of socialist industry, with no development niche found locally, not even in "cultural industry" upon which the urban renewal strategy of PÉCS2010 European Capital of Culture program was predicated. This has resulted in the collapse of the local and regional labour markets, especially in sectors employing high skilled labour, except for public service, education and academia. Current urban development strategies foresee sustainable local and regional (partly autarchic) economic development, but hardly any substantial growth. All of this has reinforced local push factors that have been coupled by strong pull factors. Some of the pull factors are anchored in the advantageous opportunities offered by Pécs, most importantly the high quality of the local educational system from kindergarden to university, offering education in a wide array of fields, including some that are

international by nature such as arts, health, business, engineering, providing a relatively easy access to degrees. Another area of accumulating human capital is the increasing levels of command of foreign languages – due partly to high quality local elementary and high schools, a good number of which specialize in teaching and even in teaching in foreign languages (German, French, English, Spanish, Croatian). This makes up a sizeable asset of marketable human capital which can hardly find labour market opportunities locally, except in the fields of public service, health, education and academia, but even there to a limited extent. The pull factor of intensified integration into other domestic, EU or international labour markets is also an important aspect: by now everyone knows somebody who is/has been abroad or moved to the Central European growth region – either as domestic emigrant, as an EU citizen moving as “freely flowing labour force” within European realm, or as an actor of international migration: emigration has been arguably registered in the thinking of locals as being on the horizon of possibility. Also, as communication and travel costs become stabilized at comparatively low levels, the technical infrastructure of migration becomes more and more calculable and stable. Finally, the lively international setting present locally because of a large body of foreign students at the University of Pécs, provides locals with positive expectations about foreign milieus, fuelling other drivers of emigration.

As a consequence of these push and pull factors, there has been a steady stream of brain and elite drain during the past two decades: the domestic emigration part of this can be analysed very well on the basis of census data that includes information on prior residence and enables the dynamisation of datasets (Németh 2011), but an assessment of EU and international emigration has practically very little data to rely on as pointed out in studies of WP3 and WP4 of SEEMIG. We have personal, anecdotic and some labour migration related mirror statistical data available – the latter accessed by a professional of the local Labour Services Office who contacted counterparts in Germany to run a data checking on their files for work permit applicants from Pécs. The picture we gather on the basis of these “data” is that the chief emigration destination countries for local emigrants are similar to that of Hungarian emigrants in general: Austria, Germany, England and Italy are among the most frequent destinations. Obviously, this is an issue that should be further investigated, preferably in a local survey that should include elements of the SEEMIG pilot study designed to assess emigrants by interviewing stay-at-home household members. As to the potential quantity of emigrants, we can rely on the SEEMIG local population projection for Pécs which predicted a population loss of 16% by 2050 (where the figure also reflects population loss due to natural effects of fertility and mortality) as well as locally relevant results of the foresight exercise, with its emphasis on people’s perceptions of economic circumstances. The strong contrast that is likely to prevail between the potentials of the growth region (serving as a reference point for many, given that it is relatively close and people “like us” have also migrated there) and the local circumstances, will act as a permanent push force, driving people away from Pécs and its region, and pulling them away to growth regions, global cities, etc.

It is against this background of a lack of foreign direct investment, domestic investments, or until May 2010 even a proper highway, that the counter flow of incoming university students, domestic and foreign has to be appreciated: the University of Pécs attracts one of the largest student bodies in the country, currently providing tertiary education for more than 20.000 students, among them for about 2000 foreign students, including about 1000 Germans and 300 Norwegians who study at the Medical Faculty’s German and English language degree programs. The central strategic goal of the university is to expand its foreign student base by investing in human and physical infrastructure to be able to admit more of the foreign students who are ready to study here, thereby to counter the gradual loss of domestic students: complete enrolment numbers were namely around 30.000 ten years ago.

On the terrain of local policy making, there has been a favourable turn to local capacity building and away from practices of outsourcing local strategy making to global and/or Budapest based consulting

firms. Evidence based local strategy making is becoming more and more sophisticated as policy and decision makers come to appreciate it more and more and local professionals practice better and better the art of such strategy making. Thus the momentum is there for improved use of enhanced data systems to overcome decades of practice of “searching for data at the local government” -- which it never really had.

### **3. MAIN CHALLENGES RELATED TO MIGRATION IN YOUR AREA**

On the basis of the above analysis, we find two dominant migratory trends affecting the local society of Pécs and its region: one is emigration and the associated brain and elite drain, and the other is educational migration currently bringing more than 20.000 students every year to the city. Both of these trends have development potentials that have not been properly treated thus far in local development strategies.

The issue of university students is less complicated: they stimulate the local economy in many respects as they require a number of services from housing through entertainment, to health and leisure. Foreign students alone spend an estimated amount of 4 billion Forints yearly (beside tuition which is another 4 billion Ft revenue for the university) and assist the creation of 400 extra jobs locally (Pozsgai 2014). Equally importantly, most of the students studying at the University of Pécs develop a sense of belonging and affection to the city of Pécs (as many recollections of student times in Pécs would have it: “a piece of my heart always stays there”). These graduates could, therefore, be considered as members of a quasi Pécs diaspora -- and not only the alumni of the University of Pécs. Except for fostering remittances, all other kinds of diaspora policies could be applied in their case such as facilitating diaspora investments, having them act as ambassadors for Pécs who spread the word around about its beauties, niceties – and of course its investment opportunities. Already during their studies but later on as quasi Pécs diaspora members, they can be approached as stakeholders in participatory strategy planning and projects. In terms of data on them, we are lucky to have access to the anonymised registry ETR datasheets of the University of Pécs, but also those of the FIR, the national registry data sheets of the Higher Education Information System. The national graduate career path survey (DPR) is a vital source of migration analysis locally as well.

The development potential of emigration is less obvious. Locations with extensive experiences of emigration have come to appreciate the resources made available locally from far away places via remittances, the transfer of knowledge, networks, and technology. Such potentially positive outcomes depend heavily on both the destination context (jobs, levels of salary relative to local living expenses) but also on the local home front: active contact with the diaspora either via informal or some public means is essential for creating the possibility for counter flows of money, goods, information, knowledge and ultimately, migrants themselves. Return migration is highly unlikely if relations to family, friends, former neighbourhood, professional contexts or alumni are not maintained. It is thus of public interest to assist the maintenance of locals’ connections to emigrants. Such efforts will result in some cases in the emigration of more locals, but the lack of connections or their poor quality will surely minimise the potential benefits of home transfers, and will definitely impede return migration.

Beside the above two major migratory challenges, there are two other interrelated trends that could be turned into developmental assets: one is the retirement migration that has intensified against the background of the natural, rural and urban beauties that Pécs and its region offers for Dutch and German retirees. These elderly people have accumulated material, human and social capital that could be tapped for foreign direct investment potentials, especially in the service areas that provide exactly for these groups: a wide array of health and personal services, entertainment, and special housing. The city of Pécs could be the centre for such services. The interrelated trend of leisure

migration is propelled chiefly by the region's wine and spa options: the spa of Harkány, the wine region of Villány and the Danube cruise travel attracts tourism that currently is not projected too intensively into the urban context of Pécs – if it were, the city would not lose either the purchasing power or the mouth propaganda potentials of these well-off travellers.

A number of local policy areas are relevant when it comes to addressing the above challenges.

Policies on the local economy should give priority to turning the negative tendency of brain and elite drain into development potentials by addressing the Pécs diaspora (including not only locals abroad but also the alumni of the university) and foster remittance, transfer of information, tools, investments into the local economy and society. Local economic policies should consider higher education as a vital development factor: this would presuppose a thorough understanding of the sector, the management of local, national and international stakeholders to make the most of the 20.000 students, among them, the increasing portion of foreigners. International educational migration is on the rise globally, and the local economy should make every effort to enjoy the benefits of the long-term (from two to five years long) stay of foreign students with significantly higher purchasing power than the local average. Similarly, the local economy should design (publicly assisted) services for the retirement migrants who spend a good part of the year at their second homes at various rural locations in the region of Pécs.

In close connection to local economic policies, city marketing needs to address educational and retirement migration as a potential source of personal propaganda: tourism as well as foreign direct investments have to be targeted by marketing tools.

Local public services also need to better respond to the high numbers of secondary and university students who use public spaces and infrastructure. This is especially true for local transportation, transportation infrastructure (like bike routes), IT services. These service providers should be able to communicate with foreigners as well, in bilingual sign posts and translated written material at the minimum, but also in the course of servicing foreign clients at their offices and shops. This is an area where the help of Migration Certificate holders might be of great assistance for service providers.

Migration has also has to become a more pronounced issue of local strategy making. This is the area where the need for solid evidence makes improvements in data systems most visible. Locally available data on educational migration (such as ETR, the electronic registry of the University of Pécs) but also new data, e.g. on the use of public spaces and infrastructure by various local groups (university students, the elderly, etc.) needs to be integrated into a local databank to assist strategy making and monitoring of implemented policies. Evidence based strategy making that addresses migration trends as well could rely upon the assistance of Migration Master Degree (M.A.) holders who are capable of gathering and interpreting migration related data and can design policy options by using good practices, innovative local ideas, turning these elements into project proposals.

The local strategy on equal opportunities should include immigrants as a target group and explain how either foreign university students or other foreigners can integrate into local society, e.g. by taking language courses, or requesting the assistance of Migration Certificate holders when dealing with local service providers or authorities.

Given the complexity of migration, local strategies and policies have rely on the input of a wide array of local stakeholders, from service providers through users, to university strategy makers. This calls for the employment of various methods of participatory strategy making which go beyond traditional partnership arrangements. One of the methods to be used is that of foresight exercise, exceptionally well-suited for the purposes of looking into the future in a structured way, as well for fostering local development coalitions along issues of common interest.

#### **4. KEY PROBLEMS IN THE DATA SYSTEM**

The SEEMIG local strategy focuses on the local policy areas that need to be based on solid evidence. Good evidence has to tap into high quality and reliable data that is available locally and can be systematically used by local actors in designing, implementing and monitoring local strategies and policies. In what follows, we identify five key areas where data systems need to be improved.

##### ***Lack of integration of locally relevant data (LOCAL DATABANK)***

Beside local policy and decision makers, professionals involved in local urban strategy making as well as the local research community have repeatedly come across the problem of the lack of local databank that would integrate locally relevant data. The data sources that could be integrated into a publicly available databank would cover local data owners such as municipal service providers (BIOKOM, TÜKE Busz, Pécs Holding, municipal social employment and social services offices), the University of Pécs annual register datasheets (ETR, electronic registry) on Hungarian and foreign students as well as currently developed alumni data (DPR, career path tracking system), annual student register data from local elementary and high schools (KLIK, regional education management agency). Beyond data produced locally in the course of administrative, official or service providing processes, other types of data produced locally should also be integrated such as local surveys (including archives of prior data sheets as well as research reports), opinion polls, population projections, results of foresight exercises. The databank should also channel locally and regionally relevant data from other databanks such as TeIR (spatial information system), STADAT (, IKIR (integrated public service information system), SEEMIG, the electoral data sheets and Hungarian university register (FIR, higher education information system) data on university students who come from Pécs but are enrolled elsewhere in the country or abroad.

##### ***Lack of access to Hungarian Central Statistical Office (HCSO) micro data (LOCAL ACCESS POINT TO HCSO MICRO DATA)***

Similarly to the lack of an integrated databank, local policy and decision makers, as well as professionals in local urban strategy making have perceived it as a great problem that there is no local access to (anonimized) micro data handled by HCSO. Data types relevant here would be the census (persons, households, apartments), various statistical data (population, businesses), statistical analysis of administrative data connected via statistical PIN, as well as reference data in large sample surveys such as LFS, EU-SILC or time use surveys.

According to recent local experiences with the access point in Budapest at HCSO headquarters, it is useable only to a limited extent because in the case of more complex analyses syntaxes for statistical analysis have to be run on large data sets which then need to go through a so called output checking process which guarantees data protection. It cannot be planned when the results become available so that the next round of analysis can be launched on the basis of results – at each and every turn data users have to travel to Budapest and adjust timing of their work depending on when output checking can be scheduled at the HCSO Budapest access point. A local access point would be staffed by people servicing a local clientele that would make the use of micro data more calculable and less costly for local and regional actors.

### ***Lack of survey data for monitoring local development (PÉCS STUDIES LOCAL MONITORING SYSTEM)***

Evidence based local policy making currently lacks local survey data on development indicators like motivations, attitudes related to migration, evaluations of labour market, human capital potentials locally and globally (under the revised push and pull model advanced in SEEMIG WP3).

In order to understand current migration patterns and to proactively devise local policy responses to them, the quality and quantity of data at the local level needs to be improved which can be accomplished by designing the Pécs Studies survey in such a way as to allow for cross-sectional analysis integrating migration, labour force and family aspects. As migration involves chiefly young people who face acute challenges currently on the EU labour markets, it is vital that the proposed Pécs Studies survey focuses on the strategies of young cohorts concerning migration, family formation and labour market integration. Survey results can complement statistical data analysis by providing otherwise not available information on a number of subjective indicators, well-being indicators and social capital.

### ***Capacity and coordination problems among local data owners and users (DATA LIVING LAB)***

Local governments lack crucial capacities in the area of strategic policy making, which is all the more acute when it comes to collecting and interpreting locally relevant data on migration and development. The SEEMIG project has tested partnerships on national and transnational levels and offered platforms of cooperation for statistical offices, administrative agencies with vital datasets as well as research institutions to think and act together on improving data systems to assist policy makers in using high quality empirical evidence in their decisions and strategies. Local partnerships are all the more important as local resources are scarce and the prior practice of outsourcing local strategy making to global and/or Budapest based consultancy firms has been costly in two ways: it has been financially burdensome on the municipal budget or its project funds, but it has also prevented local capacity building both within municipal institutions as well as among local actors such as local consultancy firms, the University of Pécs or the Regional Research Centre of the Hungarian Academy of Sciences (HAS RRC).

Even though the most recent urban strategy making process has made a serious attempt to overcome the pitfalls of prior practices, there are still problems remaining to be solved in coordinating local actors around data issues generally and migration, labour market and human capital data issues in particular. In fact, the Pécs2030 urban development strategy has been composed by a consortia of local actors, bringing them into a workshop of sorts where experienced local professionals bonded with younger experts and interacted to some extent with local policy makers and professionals at local research institutions such as UP, HAS. This development coalition has been especially valuable in matters of access to data, interpretation of results, and the improvement of data availability in vital areas of empirical evidence for sectoral and complex area based strategy making. These interactions have been boosted by SEEMIG local events as well, such as the training and the local roundtable (in January and June 2014, respectively), both of which specifically targeted data problems and potentials as well as policy responses. Building upon this momentum of cooperation among local actors, a data Living Lab has been proposed by the Head of Urban Planning at the Municipality of Pécs to carry on the work of the “strategy making workshop”, to utilize the experiences gained in the course of devising the Pécs2030 strategy and to create a permanent data framework for evidence based local strategy making. Living Labs bring together stakeholders into a sustained effort to jointly produce outputs that are of benefit to all of them: the proposed creation of a local databank, the Pécs Studies Survey, and the local access point to HCSO micro data, would be of great service not only to local policy and decision makers but also for the local research community and any member of the interested public who wants to access readily available information on the local society, labour market, economy, etc.



***Lack of coordination among local stakeholders in the area of local migration policy (LOCAL MIGRATION FORUM)***

In spite of the fact that emigration is perceived as a central problem, and the presence of a large body of university students (domestic and foreign) is understood to be a great potential, only little has been accomplished in the way of cooperation among local actors to deal with these development issues resulting from migration. Given the fact that migration in any direction involves human needs of similar kinds, local policy responses could handle both emigration and educational migration within the same framework of cooperation among local stakeholders. Outstanding among local stakeholders is the University of Pécs, the organization with the most vested interest in educational migration: it is a strategic goal of the university to recruit more foreign students and provide them not only with high quality education but also complex services to assist them in many aspects of urban life in Pécs. Their initiative of an International Student Service Centre needs input from many local service providers and a number of local actors to make the local urban milieu more intercultural. There seems to be a niche for specialized professional assistance in this regard: tertiary educational programs such as a practice oriented Migration Assistance Certificate Program, and more complex theory, policy and practice oriented Migration BA and Migration MA programs could be developed in order to provide professional assistance both for foreign students as well as for local actors who provide services for them. In growth regions, transnational companies could also employ these professionals to contribute to a multinational corporate culture capable of integrating high skilled employees into the company and the Hungarian local societies where they are located. The local migration forum can discuss the issue of such degrees. More importantly, though, the forum has to become a vehicle of turning migration trends (both positive and negative ones) into motors of local development. This is a highly complex matter, one which calls both for joint thought and action: the participatory method of foresight exercise allows relevant stakeholders to look together into the future and at the same time forge a local development coalition that is a vital partnership in the course of carrying out any measures under the jointly developed local migration strategy.

The following table provides a summary of the five key areas related to migration that need local policy responses in the context of data systems.

## Overview table:

<b>Key Challenge</b>	Lack of local databank that would integrate data from local data owners (BIOKOM, TÜKE Busz, Pécs Holding, PTE, local high schools), local surveys (including archiving prior data sheets as well as research reports), projections, foresights, and channel locally relevant data from other databanks such as TeIR, STADAT, IKIR, FIR, SEEMIG	Lack of access to (anonymized) micro data at HCSO (census, statistical data, statistical analysis of administrative data connected via statistical PIN, reference data in large sample surveys)	Lack of local survey data on development indicators like motivations, attitudes related to migration, evaluations of labour market, human capital potentials locally and globally	Problems in capacity and coordination among local stakeholders around data issues generally and migration, labour market and human capital data issues in particular	Lack of coordination of local stakeholders in the area of migration
<b>Key proposed activities to handle the challenge</b>	Setting up local databank (via outsourcing and/or as joint effort of key local data owners/users)  Capacity building at Pécs Municipality to assist setting up, updating and ensuring high quality use of the databank	Installing HCSO (micro) data access point in Pécs	Annual Pécs Studies survey: partly on-line, partly via traditional questionnaire  Special focus on young cohorts, emigrant household members (as in SEEMIG pilot)  Pécs2030 strategy	Data living lab	Local migration forum

			indicators		
<b>Level of intervention</b>	Municipality of Pécs: Head of Urban Planning to coordinate initiatives of the Data Living Lab, Head of Mayor's Cabinet or Vice-Mayor to coordinate work of Local Migration Forum	<p>HCSO has a policy to meet user needs and install such access points (conditional upon co-financing) beyond its original single location at its headquarters (recent examples are its local office in Szeged and the Social Science Faculty at ELTE)</p> <p>Municipality of Pécs: Head of Urban Planning to coordinate initiatives of the Data Living Lab, Head of Mayor's Cabinet or Vice-Mayor to coordinate work of Local Migration Forum</p>	Platform for cooperation between urban policy making departments and decision makers at the Municipality of Pécs and University of Pécs research centres, doctoral schools	<p>Upon the initiative of the Head of Urban Planning at the Municipality of Pécs, local stakeholders are offered the chance to interact in a joint effort to devise a local data strategy – including the local databank, the local HCSO access point and the local monitoring survey: the method used is that of living labs</p> <p>Learning by doing way of self-teaching and capacity building assisted by available local professional capacity at HCSO, University of Pécs, HAS RRC</p>	Top local policy and political decision makers
<b>Relevant stakeholders</b>	Head of Urban Planning at Municipality of Pécs, policy and decision makers at Municipality of Pécs, (local office of) HCSO, companies providing local public services (BIOKOM, TÜKE Busz, Pécs Holding, Family Support Agency, Social Assistance Offices),	Municipality of Pécs, University of Pécs (research and education), HAS local institute, local consulting firms, Pécs Urban Development Agency, South Transdanubian Regional Development Agency	Head of Urban Planning at Municipality of Pécs, University of Pécs	Head of Urban Planning at Municipality of Pécs, policy and decision makers at Municipality of Pécs, (local office of) HCSO, companies providing local public services (BIOKOM, TÜKE Busz, Pécs Holding, Family Support Agency, Social Assistance Offices), University of Pécs, local	<p>As with data providers and users:</p> <p>Head of Urban Planning at Municipality of Pécs, policy and decision makers at Municipality of Pécs, (local office of) HCSO, companies providing local public services (BIOKOM, TÜKE Busz, Pécs Holding, Family</p>

	University of Pécs, local office of KLIKK (management agency of public education), local consulting firms, research community at University of Pécs and local institute, the Regional Research Centre of the Hungarian Academy of Sciences, Pécs Urban Development Agency, South Transdanubian Regional Development Agency			office of KLIKK (management agency of public education), local consulting firms, research community at UP and HAS local institute, Pécs Urban Development Agency, South Transdanubian Regional Development Agency	Support Agency, Social Assistance Offices), University of Pécs, local office of KLIKK (management agency of public education), local consulting firms, research community at UP and HAS local institute, Pécs Urban Development Agency, South Transdanubian Regional Development Agency  Student recruitment strategy makers at University of Pécs  Pécs diaspora – to assess return migration, diaspora investment and remittances
<b>Relevant political level endorsers</b>	Mayor of Pécs, City Council of Pécs, Head of Planning at Municipality of Pécs	Municipality of Pécs, Mayor of Pécs, President of HCSO, Deputy President of HSCO for Social Statistics	Mayor of Pécs, City Council of Pécs, Head of Planning at Municipality of Pécs	Head of Planning at Municipality of Pécs, Head of Mayor's Cabinet	Mayor of Pécs, City Council of Pécs, Head of Planning at Municipality of Pécs
<b>Previous policy attempts to tackle the issue (if any)</b>	GIS developed and annually updated by Geodézia Kft. – layers cover chiefly physical infrastructure with the possibility of additional	In the course of recent urban strategy making processes (Pécs2030 urban strategy), for the first time ever, analysis of micro data of the 2011	Szeged Studies successfully run annually since 2000 – serves as good example for cooperation between municipality and university	In recent urban strategies (Pécs2030 urban strategy of 2014), the issue has been made into an important strategic point of short term development, under	Stakeholder meeting in summer of 2014 bringing together decision maker of the UP and Mayor's Office of Pécs, as well as heads of local service providers (Pécs

	<p>layers for social indicators</p> <p>MTA RKK ÁROP IKIR</p> <p>TÁRKI longitudinal local government survey</p> <p>TeiR by VÁTI</p>	<p>census was carried out, as an exercise in evidence based policy making – the difficulties of accessing data at the Budapest access point reinforced the need for a local access point</p>	<p>TÁRKI Longitudinal Survey of Local Governments – based on local data providers, covers non-traditional fields such as grey and black employment, suitcase trade, estimation of emigration</p> <p>MTA RKK ÁROP IKIR</p> <p>List of development/sustainability indicators in Pécs2030 Urban Development Concept and Pécs2030 Integrated Local Development Strategy</p>	<p>the heading: social monitoring system, indicators of sustainability and local “database” within the framework of a strategic program: Smart City</p> <p>Local professionals interested in participating in urban development have made an attempt to articulate the problem and bring together relevant actors during 2012-2013 under the aegis of City Cooperation</p> <p>SEEMIG’s local training and local roundtable also provided a venue for a local development coalition building by providing all local stakeholders the possibility to meet and discuss local data system issues</p>	<p>Holding, Tüke Busz and BÍOKOM) to find solutions for current practical challenges (local transportation by bus and by bike) and to commit themselves to designing a joint strategy “Pécs UniverCity” aiming at providing better local services for the increasing foreign student body at UP</p>
<p><b>Short term (2/3 years) outcomes/achievements of the proposed activities</b></p>	<p>Setting up of local databank</p> <p>Local capacities improved</p> <p>First wave of monitoring</p>	<p>HCSO installs a local access point in Pécs</p> <p>First wave of monitoring urban development strategy carried out by</p>	<p>Data on motivations, attitudes related to migration, assessment of development potential of emigration (remittances, transfer of knowledge,</p>	<p>Local stakeholders intensively cooperate on the matter of a local data strategy</p>	<p>Immigrants included as a relevant group into the local equal opportunities program</p> <p>Migration Assistance</p>

	<p>urban development strategy carried out by use of databank – enhanced quality of evidence based policy making esp. in areas of migration, labour market and human capital</p> <p>Local research community uses and contributes to databank</p>	<p>analysis of micro data at the access point – enhanced quality of evidence based policy making esp. in areas of migration, labour market and human capital</p> <p>Local research community uses access point</p>	<p>potentials for diaspora investments) to be used in local development strategies in general and local migration strategy in particular</p>	<p>Local data strategy devised</p> <p>Local data bank set up</p> <p>Local HCSO access point installed</p>	<p>Certificate Program, Migration BA and MA programs accredited</p> <p>International Student Service Centre established at UP in cooperation with local stakeholders</p>
<b>Long-term (6/8 years or longer) outcomes/achievements of the activity</b>	<p>Updating of urban strategies is carried out using the databank – enhanced utilization of migration, labour market, human capital and demographic data in the course of evidence based local policy making</p> <p>Local research community is relying on databank in education, design of new research proposals</p> <p>Pécs Local Databank is used as an example by other municipalities</p>	<p>Updating of urban strategies is carried out by analysing micro data at the access point – enhanced utilization of migration, labour market, human capital and demographic data in the course of evidence based local policy making</p> <p>Local research community is relying on HCSO access point in education, design of new research proposals</p> <p>Pécs local access point is used as an example by other municipalities</p>	<p>Data on motivations, attitudes related to migration, assessment of development potential of emigration (remittances, transfer of knowledge, potentials for diaspora investments) to be used in local development strategies in general and local migration strategy in particular</p>	<p>Local databank and local access to micro data, as well as local capacity to operate and use the databank</p>	<p>Local migration strategy devised</p> <p>Migration Assistance Certificate holders employed by UP at the International Service Centre</p> <p>Migration BA and MA degree holders employed by Municipality of Pécs, UP Rector's Strategy Department</p>
<b>Potential risks and suggested</b>	Insufficient funds, lack of	Lack of contributing funds	Lack of funds for setting up	Recent urban strategy	lack of interest on the part

<b>solution to overcome risks</b>	<p>project funding as an obstacle to setting up databank and/or development of necessary human capacities</p> <p>financial sustainability endangered by other funding needs of other priorities</p> <p>underuse by policy and decision makers, or by local research community – lack of commitment and attention endangers quality</p>	to assist HCSO to install the access point	and annually running the survey	<p>making processes have been prolonged and turned out not to have been as intensively participatory as intended, which might demobilise local actors and prevent them from taking an active part in the data living lab initiative</p> <p>Emphasis has to be put on the concreteness and short-term results that can be achieved via living lab cooperation</p>	of local actors: they do not perceive immigration as a challenge and/or feel powerless in the face of emigration (brain and elite drain)
<b>Links to national/EU level policies // transnational character</b>	Horizon 2020 emphasis on developing urban areas/regions -- needs to be based on high quality evidence, ensured by the proposed databank	Horizon 2020 emphasis on developing urban areas/regions -- needs to be based on high quality evidence, ensured by the proposed access point	Horizon 2020 emphasis on developing urban areas/regions -- needs to be based on high quality evidence, ensured by the proposed monitoring survey	<p>CLLD</p> <p>EU network of Living Labs</p>	CLLD
<b>Financial feasibility and sustainability</b>	<p>Set up and capacity building needs funding – foreseeably from project funds</p> <p>Update and use are expected to become business-as-usual and not</p>	Installing an access point depends upon local initiative which has to extend to financial commitment as well, but only in the initial, not in the operational phase	Both setting up the survey and its annual rounds need funding	<p>Living lab needs relatively little financial resources</p> <p>Living lab needs a lot of time and attention from cooperating partners</p>	<p>Migration forum needs relatively little financial resources</p> <p>Migration forum needs a lot of attention and change of mind set from cooperating actors</p>

	require extra funding – in contrast, the databank will significantly reduce the costs associated with “data finding” in urban strategy making, and local research				International Service Centre needs start-up funds and continuous funding – to be covered from tuition of extra foreign student enrolment
<b>Monitoring implementation</b>	Head of Urban Planning at Municipality of Pécs	Head of Urban Planning at Municipality of Pécs		Head of Planning at Municipality of Pécs	Head of Planning at Municipality of Pécs, UP Vice Rector for Strategy
<b>Pipeline interventions</b>	Data Living Lab currently being initiated  as EU 2014-2020 project funds open up, the databank needs to be put high on the local priority list in order for its potentials to be exploited during the Horizon 2020 period	As EU 2014-2020 project funds open up, the access point needs to be put high on the local priority list in order for its potentials to be exploited during the Horizon 2020 period	As EU 2014-2020 project funds open up, the monitoring survey needs to be put high on the local priority list in order for its potentials to be exploited during the Horizon 2020 period	Data Living Lab is currently being initiated -- momentum for cooperation is there against the background of Pécs2030 strategy making and SEEMIG local partnership building	Momentum for cooperation is there against the background of Pécs2030 strategy making and SEEMIG local partnership building



## 5. SUGGESTIONS AND POLICY RECOMMENDATIONS

The SEEMIG local strategy offers recommendations on two chief policy areas: the local data system and its reform, and the local migration policy. In both areas the strategic steps, the potential pitfalls, the relevant actors, and the national and international development context shall be discussed.

The key strategic step that is necessary to address the data system challenges discussed above is **the launching of a data living lab** that brings together local stakeholders to discuss and deliberate upon a local data strategy. High quality and reliable data for evidence based local strategy and policy making will be ensured in case a local databank is set up that integrates data from local data owners, calculated data transferred from the HCSO access point as well as from the local development survey, the annual Pécs Studies. The data living lab is to bring all local actors who have interest, influence or responsibility in the matter of setting up a local databank. From among stakeholders, it is the Municipality of Pécs that has the most vested interest in the new development tool of the local databank. It is the Head of Planning at the Municipality who is designated by law and is capable of in practice to initiate and coordinate the conceptualization and creation of such a databank within the framework of a data living lab. The information technology and GIS (geographic information system) solutions to be applied have to be entrusted to IT professionals, either via outsourcing or as joint effort of key local data owners or users. Whichever way the databank shall be set up, capacity building at Pécs Municipality is necessary to assist setting up, updating the databank and ensuring high quality use of the its contents.

The short term impact of the data living lab should be the very setting up of the local databank, the instalment of the local HCSO access point and the design and first data collection of the Pécs Studies research plan. The long term impact will be local strategy and policy making on the basis of improved evidence from relevant, reliable and regularly updated datasets. The data living lab and its results, a routinely updated local databank, data calculated from micro data accessed at the HCSO local access point, as well as data from the annual Pécs Studies research scheme, shall make possible the monitoring of social trends in the field of migration, labour market and human capital, vital for targeted policy responses.

In the area of data systems, there are a number of very real potential conflicts among the strategic aims: first of all, the quality and usability of the local databank can be jeopardized if the local HCSO access point or the Pécs Studies monitoring system is not set up promptly. In order to avert such a danger, the Municipality, in particular, the Head of Planning should assume a proactive posture and use his and the stakeholders' lobby power to make sure that the (co-)financing is there for both of these new strategy tools. Another potential conflict might be posed by the conflict of interests among local actors around who should host the local databank, as well as over the management of the Pécs Studies monitoring system: there a number of local actors who might want to control either of these two new tools: the University of Pécs (or one of its departments), the Regional Research Centre of HAS, local consulting firms with prior practice of data collection and analysis, local data management firm with existing contract to run the city's GIS database of physical infrastructure.

Instead of building a development coalition among local stakeholders, the data living lab might be turned into a local battlefield on the terrain of which stakeholder fight it out. Only a professional management and proper participatory methods (e.g. Delphi, foresight exercise) can offer the chance of avoiding such risks.

The steps that are necessary for implementing the planned actions have to commence with the personal initiative of the Head of Urban Planning whose mandate to bring together local stakeholders in a data living lab has to be backed by the Mayor of Pécs. The very activity of the data living lab has to revolve around the matter of a local databank, which implies lobbying and securing co-financing for the instalment of a local HCSO access point as well as the design and testing of the Pécs Studies monitoring research scheme. As soon as the concept of the databank, the access point, and the monitoring system are discussed, local stakeholders have to proceed immediately to very concrete actions to implement common aims. The part of the local databank that integrates prior empirical research (research reports and, where available, datasheets) is a practical case in point: this is an area that needs commitment and some time from local actors but no significant financial resources, and is therefore a potentially successful point of departure for concerted action. The databank's design should strive for being usable for any interested local actor, from decision makers through development strategy makers to interested local citizens, and researchers as well as for those who would like to gain empirical insight into the local society (open data policy).

On the national level, interoperability of administrative data at HCSO and a sustained policy of installing local HCSO access points (to micro data) are indispensable for the realisation of the planned local data reforms. On the EU level, inclusion of former residence into census and address or employment registration would properly widen the scope of potentially available data, provided that beside citizenship, country of birth, and mother's country of birth are recorded as well. The local databank would find appropriate reference data in the Census Hub in case settlement would be included into the census datasheets made available on the Census Hub.

The local data reform recommendations of SEEMIG have partly already evolved into expressis verbis points of local development strategies. The current documents (Pécs 2030 urban development concept and Pécs 2030 integrated urban development strategy) already contain reference to the need to install a local HCSO access point and to set up a "social monitoring system", including regular data collection on subjective indicators, such as willingness to emigrate or the evaluation of the potentials of the local economy. In case the data living lab will be a successful effort, the updated versions of the local strategies will no doubt reference how the local databank, the Pécs Studies survey, and the local HCSO access point feed into the data needs of evidence based strategy making.

The second set of recommendations of the SEEMIG local strategy concerns the **local migration strategy**. The first strategic step in this area would be to include immigrants as a relevant group into the local equal opportunities program, beside the poor, disabled, children, youth and women. In terms of a complex grasp on the challenges posed by migration, local stakeholders are to be brought together into a local migration forum, where the a local migration strategy is to be developed using participatory strategy making methods such as the foresight exercise. Both the Municipality of Pécs and the University of Pécs have a vested interest in devising appropriate local responses to the needs

of an increasing body of foreign students studying in Pécs, therefore the Vice Rector for university strategy and relevant decision and policy makers at the municipality (Mayor, Vice Mayor, Head of Planning) have to take the initiative to bring local actors together into the local migration forum. Two of the issues at hand that can be first discussed in the forum could be the International Student Service Centre established at the University of Pécs in cooperation with local stakeholders and the professional educational programs related to migration, the Migration Assistance Certificate Program, the Migration BA and MA programs. Migration Assistance Certificate holders could be readily employed by the University of Pécs at the International Student Service Centre, while Migration BA and MA degree holders could be employed by the Municipality of Pécs and by the Rector's Strategy Department at the University of Pécs in order to assist both of these institutions in their efforts to manage the opportunities and challenges related to migration.

In the short run, the migration forum brings together local stakeholders, while in the long run the local migration strategy makes the two principal stakeholders, the Municipality of Pécs and the University of Pécs capable of making the most of educational migration and minimising the effects of brain drain associated with the essential exiting of graduates.

In order for the first recommendation to be implemented, the national regulations stipulating the content of local equal opportunities programs (a prerequisite for project applications for any EU funds) do not have to be changed, as the inclusion of yet another protected group is in harmony with the spirit of the law's concept. It would, however, be appropriate that immigrants are included as target group by law and dealt with in equal opportunities programs in a mandatory way.

The local migration strategy is a genuine partnership product as the social processes at hand are highly complex, involving a number of local actors. The migration strategy can become part of local urban development strategies.

## **ANNEX 1: Stakeholder events, scholarly analyses and policy documents used to develop the strategy proposal.**

The SEEMIG strategy proposal has been developed using/referring to the following stakeholder events, scholarly analyses and policy documents, detailed SEEMIG analyses:

### **SEEMIG STAKEHOLDER EVENTS**

- Training – 14 January 2014, Municipality of Pécs
- Foresight Exercise – 23 November – 6 December 2013, HCSO Budapest
- Master Class – 8 April 2014, Municipality of Pécs
- Focus Group 26 March 2014, Municipality of Pécs
- Local Roundtable – 2 June, 2014 Municipality of Pécs

### **REFERENCED SCHOLARLY ANALYSES AND POLICY DOCUMENTS**

- National Migration Strategy of Hungary (Government Decree 1698/2013)
- Pécs 2030 Urban Development Concept (2014)
- Pécs2030 Integrated Local Development Strategy (2014)
- Dorothee Bohle, Béla Greskovits. Capitalist Diversity on Europe's Periphery. Cornell University Press, 2012.
- Zsolt Németh, Az urbanizáció és a térbeli társadalomszerkezet változása. Magyarországon 1990 és 2001 között. KSH NKI, 2011.
- Gyöngyi Pozsgay Komlódiné, A külföldi hallgatók szerepe a helyi gazdaságélénkítésben. <https://www.facebook.com/pecsavarosaholjoelni/posts/345939468893368> (partnership website of Pécs2030 urban strategy), accessed on August 15, 2014

### **DETAILED SEEMIG ANALYSES**

SEEMIG project outputs are available under <http://seemig.eu/index.php/downloads-project-outputs>:

- Conceptual framework for modelling longer term migratory, labour market and human capital processes in 8 South East European countries
- Dynamic historical analysis of migratory, labour market and human capital processes – country report for Hungary, local chapter on Pécs
- Dynamic historical analysis of migratory, labour market and human capital processes - synthesis report 8 South East European countries
- Analysis of existing migratory data production systems and data sources – country report for Hungary, local chapter on Pécs
- Action Plan to improve and enhance the migratory data production system and data sources in Hungary
- Analysis of existing migratory data production systems and data sources – synthesis report 8 South East European countries
- Surveying emigration - report on the first stage of the pilot study in Hungary and Serbia
- Comparative analysis of existing major population projections in South East European countries

- Population projections and forecasts in Hungary and Slovakia
- Foresight synthesis report on Hungary