



DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT
ECONOMIC AND SCIENTIFIC POLICY **A**



Economic and Monetary Affairs

Employment and Social Affairs

Environment, Public Health and Food Safety

Industry, Research and Energy

Internal Market and Consumer Protection

Integration of Refugees in Greece, Hungary and Italy

Annex 2: Country Case Study Hungary

Study for the EMPL Committee

DIRECTORATE-GENERAL FOR INTERNAL POLICIES
POLICY DEPARTMENT A: ECONOMIC AND SCIENTIFIC POLICY

Integration of Refugees in Greece, Hungary and Italy

Annex 2: Country Case Study Hungary

STUDY

Abstract

This country case study is part of the Study on the Integration of Refugees in Italy, Hungary and Italy. It provides an overview of recent policy developments in the reception and integration of refugees in Hungary.

The focus of the analysis is on progress achieved in the last three years in the adaptation of the reception and integration system for the high numbers of new arrivals and the main challenges encountered, with focus on labour market integration measures.

Special attention is also given to the changes in perceptions in public opinion with respect to the asylum and integration of refugees and how the political and public discourse influenced policy strategies.

This document was requested by the European Parliament's Committee on Employment and Social Affairs.

AUTHOR(S)

Szilvia BORBÉLY PhD in Economics, freelance researcher

RESPONSIBLE ADMINISTRATOR

Susanne KRAATZ

EDITORIAL ASSISTANT

Laurent HAMERS

LINGUISTIC VERSIONS

Original: EN

ABOUT THE EDITOR

Policy departments provide in-house and external expertise to support EP committees and other parliamentary bodies in shaping legislation and exercising democratic scrutiny over EU internal policies.

To contact Policy Department A or to subscribe to its newsletter please write to:

Policy Department A: Economic and Scientific Policy

European Parliament

B-1047 Brussels

E-mail: Poldep-Economy-Science@ep.europa.eu

Manuscript completed in December 2017

© European Union, 2017

This document is available on the Internet at:

<http://www.europarl.europa.eu/supporting-analyses>

DISCLAIMER

The opinions expressed in this document are the sole responsibility of the author and do not necessarily represent the official position of the European Parliament.

Reproduction and translation for non-commercial purposes are authorised, provided the source is acknowledged and the publisher is given prior notice and sent copies of text.

CONTENTS

LIST OF FIGURES	4
LIST OF TABLES	4
EXECUTIVE SUMMARY	7
1 THE DIMENSIONS AND MAIN FEATURES OF THE INFLOW OF REFUGEES AND OTHER MIGRANTS	11
1.1 Evolution of the inflows of refugees and other migrants in the country since 2010	11
1.2 Evolution of the profile of recent inflows	15
1.3 Overview of the level of integration of refugees in the country	16
2 EVOLUTION OF THE POLICY FRAMEWORK	17
2.1 Evolution of the legal and policy approach	17
2.2 Management and governance of reception and integration measures	23
2.3 Examples of concrete measures implemented in the country – integration in practice	24
3 THE ROLE OF EU SUPPORT	27
3.1 The use of EU support and funding for reception	29
3.2 The use of EU support and funding for migrants' and refugees' integration	30
4 EVOLUTION OF THE DEBATE IN THE COUNTRY	33
5 CONCLUSIONS AND POLICY RECOMMENDATIONS	36
MAIN REFERENCES	41
ANNEXES	44
ANNEX I - LIST OF (LEGAL) DOCUMENTS	44
ANNEX II - ADDITIONAL TABLES/FIGURES	47
ANNEX III – (GOOD) PRACTICE FICHE	67

MAIN STUDY:

[http://www.europarl.europa.eu/RegData/etudes/STUD/2017/614194/IPOL_STU\(2017\)614194_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2017/614194/IPOL_STU(2017)614194_EN.pdf)

LIST OF FIGURES

Figure 1	Evolution of asylum applicants 2010-2016 (number of persons)	11
Figure 2	Refugees' recognition rate, 2010-2017 (%)	13
Figure 3	Number of recognitions, according types of recognition, 2010–2016	14
Figure 4	Total number of Asylum seekers according age groups, 2010/2016	15
Figure 5	Asylum applicants by sex, 2010-2016 (%)	16
Figure 6	Distribution of all received budget from Asylum, Migration and Integration Fund according the objective and the type of recipient, all calls	28
Figure 7	Frequency of topics, projects with target of integration (Asylum, Migration and Integration Fund) – all calls	31
Figure 8	Asylum, Migration and Integration Fund, winning projects, all calls, received budget, HUF	65

LIST OF TABLES

Table A	Asylum, Migration and Integration Fund, EUR 2014–2020	27
Table 1	Hungary- Evolution of number of asylum applicants, persons with refugee, subsidiary protection and admission status 2010-2016 (Number of persons)	47
Table 1.b	Definition of used key concepts	48
Table 2	% of first time applicants	48
Table 3	Number and yearly change of registered asylum seekers and illegal border crossings, 2014-2017	49
Table 4	Number of asylum-applications and blocked entries, July-December 2016	49
Table 5	First instance decisions on applications, Extra-EU28	49
Table 6	First instance decisions on applications, according to granted type of status (EUROSTAT)	50
Table 7	Suspension, rejections, pending cases, detention, 2015-2016	50
Table 8	Measures taken by Hungarian law enforcement authorities against irregular migrants, based on the “8 km” rule, 2017 first half	50
Table 9	Asylum-seekers and accepted applications over the population rate	51
Table 10	Refugee recognition rate, total recognition rate and rejection rate	51
Table 11	Asylum-seeker arriving from war-zone, 1st half 2017	52
Table 12	Immigration into Hungary by citizenship, 2010/2015, number of persons	52
Table 13	Non-national populations by group of citizenship, January 1st, 2016	52
Table 14	Main countries of foreign population in Hungary according to citizenship and birth, at January 1st 2016	53
Table 15	Persons, having acquired citizenship in Hungary, 2015	53
Table 16	Relation of inflow of asylum-seekers and other migrants, number of persons	53

Table 17	% in total inflow of other migrants + asylum seekers	53
Table 18	Hungary: asylum-applicants by country of origin, 2010-2016, extra-EU 28 countries	54
Table 19	Hungary: five main countries of origin of (non-EU) asylum-applicants, 2010/2016	54
Table 20	Number of accepted asylum application according to countries of origin, 2010/2016	54
Table 21	Asylum rejections, according countries of origin, 2010/2016	56
Table 22	Hungary: asylum-applicants by sex, 2010-2016, extra-EU 28 countries	56
Table 23	Hungary: First instance decisions on applications by sex, 2010-2016, extra-EU 28 countries, Annual aggregated data (rounded)	56
Table 24	Hungary: asylum-applicants by age, 2010-2016, extra-EU 28 countries	57
Table 25	Asylum applicants considered to be unaccompanied minors	57
Table 26	First instance decisions on applications by age, Extra-EU28 Annual aggregated data (rounded)	57
Table 27	Activity rate - natives, EU-born and non-EU born by age groups, 2016	58
Table 28	Employment rates - natives, EU-born and non-EU born by gender, 2016, %	58
Table 29	Unemployment rates for the population aged 20-64, by place of birth and by sex, 2016 (%)	59
Table 30	Unemployment rates, by place of birth and by age, 2016 (%)	59
Table 31	Occupation of employees by migration status. Top three activities of first-generation immigrant employees, 2014	59
Table 32	Top three activities of first-generation immigrant employees, 2014	59
Table 33	Stock of refugees and persons with subsidiary protection status with identity card and their percentage in all migrants and settled down people in Hungary, including residents beyond 3 months	60
Table 34	Items in the Hungarian central budget in concern of refugees, 2015-2017	60
Table 35	% of main expenditures on migrants in central budget total expenditure	61
Table 36	Costs of Asylum and Migration Office	61
Table 37	1st round: winning projects projects in case of the call on 30 June 2015 within the framework of Asylum, Migration and Integration Fund	62
Table 38	2nd round: winning projects in case of the call on 20 November 2015 within the framework of Asylum, Migration and Integration Fund	62
Table 39	3d round: winning projects in case of the call on 1st September 2016 within the framework of Asylum, Migration and Integration Fund – end of projects on 30 June 2018	63
Table 40	1st round: winning projects in case of the call on 30 June 2015 within the framework of Asylum, Migration and Integration Fund and supporting integration	63

Table 40b	2nd round: winning projects in case of the call on 20 November 2015 within the framework of Asylum, Migration and Integration Fund and supporting integration	64
Table 40c	3d round: winning projects in case of the call on 1st September 2016 within the framework of Asylum Migration and Integration Fund – end of projects on 30 June 2018 - supporting integration	64
Table 41	Asylum, Migration and Integration Fund, winning projects, received budget, HUF	65
Table 42	Asylum, Migration and Integration Fund, winning projects, frequency of topics (numbers) in case of integration target	65
Table 43	Opinion polls on „yes“ or „no“ whether the EU should have the right to settle migrants in Hungary without the consent of Parliament?	66

EXECUTIVE SUMMARY

Hungary is a country located at the crossroads of migratory movements in central Europe and along the eastern border of the European Union. Between 2010 and 2012 there were only few migrants from third countries in Hungary and a relatively high proportion of them were given protection. The situation started to change in 2013; the number of asylum seekers grew and accelerated. During the ‘migration crisis’ in 2015 an unprecedented number of asylum seekers (177 135 persons) entered Hungary. It represented close to 14 % of all first-time asylum seeker applications in the EU, and relative to its population in 2015, Hungary received the largest number of asylum applications in the EU and the number of **irregular border crossings** reached their peak at 441 515 persons (IOM 2017)¹. Due to the radical measures of the Hungarian government (closure of southern border, legislative amendments allowing police to move any migrant caught within 8 km of the border fence to the Serbian side without submitting their asylum application) drastic changes took place. As a result, in 2016 six times fewer asylum seekers (29 432 persons) presented at the borders and in the first half of 2017 – as a result of measures to physically slow down the possibility of entering the transit zones – their number decreased to 1 979 persons (Annex II, Table 1). In 2010–2016 the major number of asylum applicants arrived from Syria (28.3 %) and Afghanistan (25.8 %) (19 Annex II, Table 17, Table 18, Table). Around 80 % were male and young, 60 % from 18 to 32 years old, 16.5 % of them were 0–17 years old and 4.15 % were unaccompanied minors. In 2016, 4.14 % of the total number of asylum seekers were unaccompanied children (1 220 persons) (Table 25).

In September 2015 the government declared an ‘emergency situation caused by mass immigration’ in Bács-Kiskun and Csongrád counties and later extended it to Baranya, Somogy and Zala counties, and in spring 2016 to the whole country (Government decree 41/2016). After border fences were erected, asylum seekers were required to enter initially into ‘transit zones’ built into the fence. In September 2015 the *Criminal Code* was amended establishing the *offences of unauthorised (illegal) crossing, vandalism in relation to the border fence and obstruction of the construction works related to the border fence*. The transit zones processing capacity used to be limited, and by August 2016 only 15 persons could enter the zones daily. From 28 March 2017 – as the ‘reinforced legal border closure’ had entered into force – people were only allowed to ask for asylum and wait for resolution in transit zones. The houses previously planned for 50 persons have been enlarged to accommodate 250 persons. ‘The purpose of the restrictions is to prevent migrants with an unclear status from moving freely around the territory of the country and the European Union, and to thereby reduce the security risk of migration’ (Sándor Pintér, 2017).

Following this decision those asylum seekers who received refugee or subsidiary protection status (for definitions see in Annex II, Table 1b) go to *areception centre* in Vámosszabadi (previously also in Bicske) and have the right to remain there for only 30 days (the others are sent back to Serbia). According to the authorities this time is enough to prepare their personal identification documents (28 days is the official time for it) and also the symptoms of ‘hospitalisation’ would be avoided. Civil organisations can meet them as future clients, present their programmes and interview and offer choices to the interested refugees. In the reception centre people are entitled to accommodation, board, travel allowances and health care. Monetary support is given for leaving the country permanently.

¹ 413,043 persons according Immigration and Asylum Office, see Annex II, Table 3

*It is important to emphasise that Hungary is not a destination for the asylum seekers, it is a transit country on the way into western Europe. Many people applying for asylum in Hungary leave for other Schengen countries without even waiting for the result of the evaluation by the Hungarian authorities. The refugee recognition rate (according to UNHCR methodology) used to be extremely low; in 2013–2015 it was only around 4 %, in 2016 it was 3 % and in the first half of 2017 it was only 1.68 % . The rejection rate reached its peak in 2016: it was near to 96 %. As it is very difficult to sustain a family in Hungary, and pay rent for a house even in the case of having a job, the majority of those who achieve protected status leave the country during the support period. It means that *only few remain in Hungary, who would need to have support in their (real) integration. On 30 June 2017 3 375 refugees and persons with subsidiary protection status stayed in Hungary (that is 1.87 % of all type of migrants and settled down people, including foreign residents in Hungary beyond three months) in need of help in their integration* (Annex II, Table 31). The integration care has changed drastically since 2010. Now the financial support, the relatively good practice of integration agreement (1 January 2014–1 June 2016) has been stopped, with the argument that *despite of all these possibilities the majority of the refugees could not get job and their housing conditions were not good*. Also, many of refugees receiving the first lump sum left the country.*

According to the legal amendments of March 2016 submitted by Ministry of Interior to parliament, beneficiaries of *international protection **should not have more advantages than Hungarian nationals***. Such (cash) benefits as monthly pocket money, educational allowances and financial support for housing were stopped. Refugees and persons admitted for subsidiary protection are entitled to social aid and support provided for by law and local regulations under the same terms as for Hungarian citizens.

Following the end of the practice of integration agreements, the integration care strategy relies on the *increasing role of civil and ecclesiastical organisations* through projects of the Asylum, Migration and Integration Fund (MMIA in Hungarian) (financed 75 % by AMIF 2014–2020 and 25 % by the Hungarian government).

Support additional to the EU funds to assist recognised refugees to integrate into the labour market and society came from charity and NGO (civil, ecclesiastical and international) organisations.

Within AMIF the integration is supported by measures on:

- promoting needs assessment regarding of migrants' access to education;
- developing efficient language and professional training in accordance with the labour market demand;
- developing measures increasing the employability of vulnerable persons;
- developing programmes to help access to housing;
- preparing institutions to meet citizens from third countries with special focus on vulnerable persons who are under international protection;
- auxiliary services to deal easier with the Hungarian welfare system;
- capacity development of institutions for unaccompanied minors under international protection;
- developing statistical databases on migration issues;
- cooperating with the media in the interest of professional and objective information;
- training of staff working with citizens from third countries.

Until now there have been three rounds of calls on projects, on 30 June 2015, 20 November 2015 and 1 September 2016.

The projects helping 'first steps' are realised by authorities running transit zones and reception centres, and the projects with an integration purpose run by civil, ecclesiastical and municipal organisations. We have to underline the *highly motivated attitude of staff* working with refugees and the existing cooperation of all types of stakeholders and their *willingness to cooperate*. This was experienced during all interviews carried out within the framework of the present research, independently from that with civil organisations or the Immigration and Asylum Office, Metropolitan Municipality Methodological Social Centre, District family support and the child welfare centre or in the Budapest office of UNHCR. The *important role of volunteers* should also be stressed (helping as language teachers, interpreters, organisers of cultural and children programmes, etc.) regarding integration and getting all kind of support. This includes for example *psychosocial support* during the refugee crisis, to masses of people in a very hard situation. The difficulties for refugees begin when they leave the reception centre and have to look for accommodation. Mainly civil, ecclesiastical and municipal organisations help them to find private accommodation. Accommodation is financed in the first period (1–2 years) by programmes under AMIF. Refugees and persons admitted for subsidiary protection are entitled to social aid and support provided for by law and local regulations under the same terms as to Hungarian citizens. The 1–2 year projects promoting integration are carried out by *local authority bodies*, such as:

- district level family support, children's welfare services and the Methodological Social Centre and its institutions of Budapest of Capital Local Government (BMSZKI);
- civil organisations (e.g. Menedék Migránsokat Segítő Egyesület (Migrants' Help Association);
- Jövőkerék Public Utility Foundation, MigHelp, SOS Children' Villages, Cordelia Foundation, Artemisszió Foundation, Migration Aid, Syrius.help, Kalunba Social Service;
- Foundation of Subjective Values (Szubjektív Értékek alapítvány), International Organisation for Migration (IOM);
- Migrant Help for Hungary Association, MigHelp (Migráns Segítség Magyarországiért Egyesület);
- churches and their institutions e.g. the Hungarian Baptist Aid – Baptist Integration Centre, Reformed Church Refugee Mission, Integration Service of Hungarian Evangelical Diakonia – Diaconal Service of the Evangelical Lutheran Church in Hungary, Maltese Care Nonprofit Ltd;
- the Hungarian Jesuit Refugee Service.

The concrete measures financed by the integration projects help, first of all, housing, language training, labour market integration (job finding), cultural and community integration.

Despite the attempts of all stakeholders in Hungary, real integration has taken place only in few cases. The main cause of it is that the asylum seekers and even those who have been entitled to refugee status or subsidiary protection status do not consider Hungary a suitable place for the long term. Following the period of protected integration in Hungary is very difficult to sustain a family, pay the rent of a house even in the case of having a job. Therefore, the majority of the asylum seekers/refugees leave the country even during the support period. Another obstacle to integration is the *limitations in the system of support*; according to the experiences reported (interview with Acsai) the financial support is inadequate to achieve self-maintenance without other services. This may include helping to find accommodation and maintain it, support to navigate everyday life, how to manage a household in Hungary, etc. The proper, practice-oriented language training has a key importance. A general problem is what will happen to the refugees at the end of the housing

programme. Several bodies (agencies, civil and religious organisations) are running housing programmes but after the programme – with the few exception of those who could get decently paid job – find themselves in real trouble.

Admission of asylum seekers in transit zones and refugees in reception centres could be supported by strengthening migration-specific intercultural and antidiscrimination training. This should include police and staff working on borders and in transit zones, in detention and refugee centres. Also, their numbers should be increased to be able to deal with the increased volume of work.

Integration could be promoted by increasing the state responsibility in the process, maintaining the complementary role of civil and ecclesiastical organisations. The time spent in the transit zones is very tight too. Despite this, measures to help to integrate – such as Hungarian language training – could already be started in the transit zone. Not only should the projects financed by AMIF be as extensive as possible but also after they finish, the care for refugees must not end as 1 or 2 years are not enough to be integrated.

To get an exact and full picture on the integration of refugees in Hungary there could be need for 1) a *survey on integration of refugees with help of a questionnaire* (asking refugees with an address in Hungary) and 2) *structured interviews with all relevant civil and ecclesiastical organisations* dealing with integration and carrying out projects financed by AMIF.

1 THE DIMENSIONS AND MAIN FEATURES OF THE INFLOW OF REFUGEES AND OTHER MIGRANTS

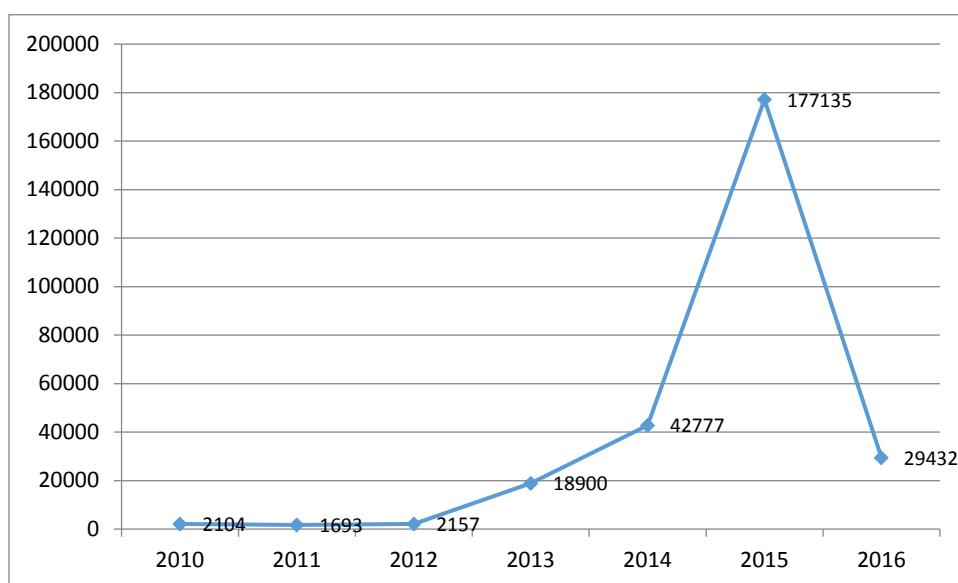
1.1 Evolution of the inflows of refugees and other migrants in the country since 2010

At the border – asylum seekers

In 2010–2012 slightly more than 2 000 asylum applicants entered Hungary. In 2013 the number of registered asylum seekers started to grow rapidly. In 2013 the number of registered asylum seekers was 776 % higher than in the previous year, the following year their number grew by 126 % and in 2015 by 314 %. The number of *asylum seekers registering in Hungary in 2015 was unprecedented (177 135 persons, 64 % of the total number of asylum seekers during 2010–2016)*. In 2015, the number of *irregular border crossings* also reached their peak (441 515 persons) (IOM, 2017). *First-time applicants (174 435 persons) represented close to 14 % of all first-time asylum seeker applications in the EU, the largest share following that of Germany. Relative to its population, in 2015, Hungary received the largest number of asylum applications in the EU.* Syrians accounted for close to 37 % of all first-time asylum applications, followed by applicants from Afghanistan at 26 % (IMF (2016 April), p. 18).

Due to measures by the Hungarian government – the closure of southern border by mid-October 2015 and a legislative amendment allowing police from 5 July 2016 to move any migrant caught within 8 km of the border fence to the Serbian side without submitting their asylum application – radical changes took place. *In 2016 six times fewer asylum seekers (29 432 persons, of them 28 218 first-time applicants) presented at the borders than in 2015. In first half of 2017 as a result of the slowing down to enter the transit zones, their number continued to fall, to 1,979 persons* (Annex II, Table 1).

Figure 1 Evolution of asylum applicants 2010-2016 (number of persons)



Source: Annex II, Table 1

During the whole period – with few exceptions – all the *asylum seekers were first applicants* in Hungary (Annex II Table 2)). In 2010–2012 around 16 % of first-time applicants were evaluated to assess entitlement to some kind of protected status. In 2013 this proportion decreased to 2.2 %, in 2014 to 1.2 %, in 2015 to 0.3 %, and in 2016 to 1.5 % (calculation in Annex II, Table 1). *In 2010/2016 almost 88 % of the decisions were rejections and only 12 % were positive decisions* (calculation in Annex II, Table 5). *Overall, 87 % of applications from first-time asylum seekers were suspended in 2015* (152 260 suspensions), 21 % (36694 cases) were *pending at the end of the year*. A total of 49 479 cases were suspended and 3 413 applications were pending in 2016 (calculation in Annex II, Table 7.) The overwhelming majority of the positive decisions in 2010/2016 – 59 % – meant *subsidiary protection status*, and only 35 % *refugee status* and 6 % *temporary (humanitarian) status* (calculation in Annex II, Table 6).

After 15 September 2015 the refugees crossing the border illegally were detained and brought to court. Several thousand persons were brought to court, and the processes ended in general with suspended jail sentences and expulsion from the country. The expulsion could not be carried out as the Serbian authorities refused to take back the refugees, so after release the refugees left the country, possibly towards western Europe. In 2015, *detention* affected 2 393 persons, and in 2016 a few more, 2 621 persons.

Until the new regulations came into effect on 5 July 2016², an average of 130 people crossed the fence every day; after this, a big mass of people (according to estimates in spring 2017 around 7 000 people) had to wait to enter Hungary legally, through one of two transit zones at Horgos and Kelebia (Annex II, Table 8).

As a result of the legalisation of push-backs, between 5 July and 31 December 2016, 19 219 asylum seekers were prevented from applying for international protection or escorted back to the Hungarian–Serbian border. Most of them came from war zones – Syria, Iraq or Afghanistan.

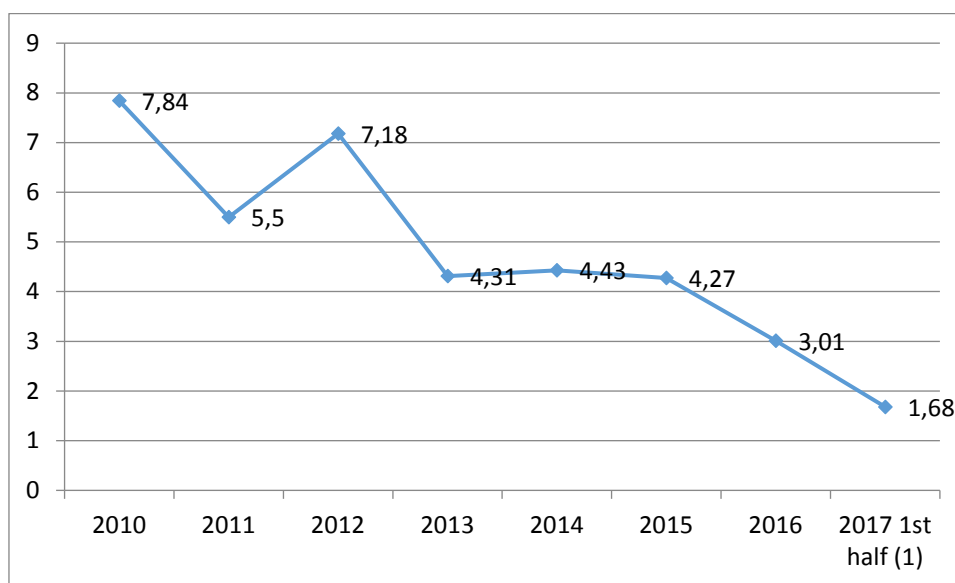
In 2010–2016, with the exception of 2015, the *share of asylum seekers in the population was insignificant*. In 2010–2012 it did not even reach one hundredth, and in the other years it was 1 %. In 2015 the share of asylum applicants reached 1.8 % of the overall population (9.85 million persons.) The share of asylum applicants receiving refugee or any other status (subsidiary protection or admission) was even lower, not reaching even one thousandth (Annex II, Table 9).

² Act XCIV of 2016 on the amendment of necessary modification in order to the broad application of the border procedures

Recognition rate

The *recognition rate in Hungary used to be very low*. Many people apply for asylum in Hungary and then leave for other Schengen countries without waiting for the result of the evaluation by the Hungarian authorities. The *total recognition rate*³ since 2012 drastically decreased; in 2013–2014 it was around 9 %, in 2015 it was near to 15 %, in 2016 it was 8.4 % and in the first half of 2017 it was 11.7 %. The *refugee recognition rate*⁴ was even lower; in 2010 and 2012 it was higher than 7 %, in 2013–2015 it was only around 4 %, in 2016 it was 3 % and in the first half of 2017 it was only 1.68 % (Annex II, Table 9.) The *rejection rate*⁵ reached its peak in 2016: it was near to 96 %.

Figure 2 Refugees' recognition rate, 2010-2017 (%)



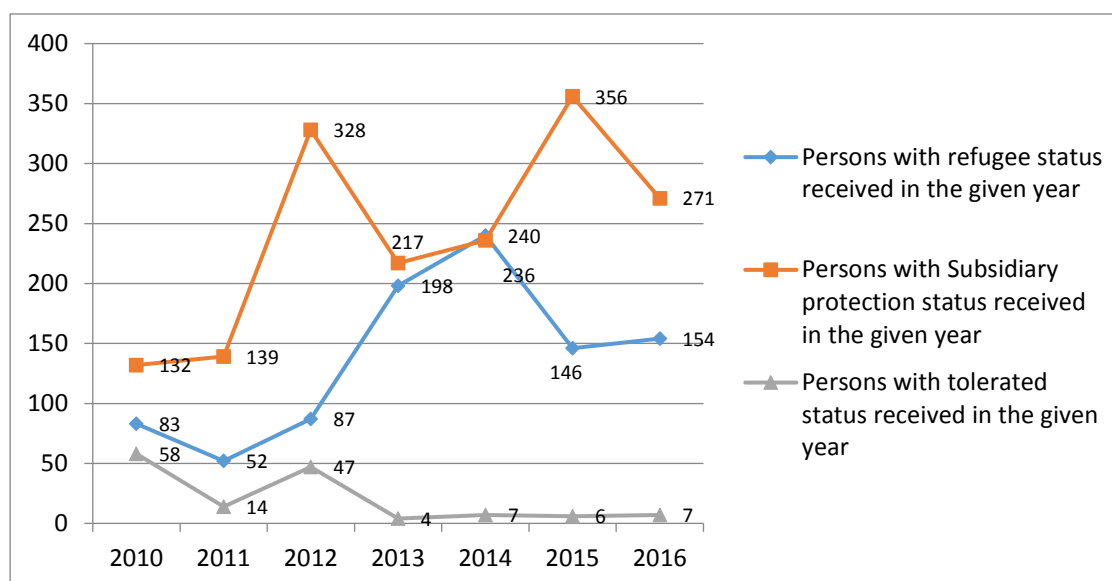
Source: Annex II, Table 10

The number of persons with recognised refugee and subsidiary status in *comparison to the total number of other migrants* and settled people in Hungary (including the residents beyond three months) is insignificant: at the end of 2014 the number of recognised refugees and persons with subsidiary protection was slightly less than 3,000 and at the end of 2015 and 2016 slightly more than 3 000 (3 170 and 3 373 respectively). *On 30 June 2017 in Hungary, 3 375 refugees and person with subsidiary protection status used to stay, which meant 1.87 % of all kind of migrants and settled people, including foreign residents in Hungary beyond three months* (Annex II, Table 31).

³ The Total Recognition Rate is the percentage of the total number of accepted cases (refugees and other complementary protected) in the % of sum of all granted protection + rejected cases (UNHCR methodology)

⁴ The Refugee Recognition Rate is the percentage of persons granted refugee status in the sum of all granted protection cases and rejected cases (UNHCR methodology)

⁵ The Rejection Rate is calculated as follows: 100 minus (the total number of accepted cases divided by the total number of accepted cases + number of rejected)

Figure 3 Number of recognitions, according types of recognition, 2010–2016

Source: Annex II, Table 1. See the definitions of refugee status, subsidiary protection status, tolerated status at Annex II, Table 1.

Other migrants

In 2011 the number of foreign citizens living in Hungary was 206 909; in 2016 their number was only 156 400 (166 030 in 2017): 56 % men, 44 % women. The majority – 54.4 % – are from EU countries, mainly from Romania and Germany. Among those from third countries there is a large Chinese population (Annex II, Table 12 and 13). The *majority were born in Romania*, the second and third biggest group of migrants were born in Ukraine and Serbia, and *they characteristically speak the Hungarian language* (Annex II, Table 12 and 13). Near to 70 % of the first-generation migrants live in central Hungary (characteristically in Budapest), in contrast to 30 % for the entire population. (<http://econ.core.hu/kiadvany/mt.html>)

In 2016, 30 % of foreigners in Hungary arrived with the purpose to work. In 2016 and 2017, the Government of Hungary repeatedly stated the country's need for skilled labour, targeting Ukraine as a particular country of origin (IOM, 2017). The proportion of asylum seekers in the total inflow of persons has increased drastically since 2013, reaching its peak in 2015 (75 %) (Annex II, Table 5 and 16). From 2013 until the beginning of 2017 there were 7 309 permissions of residency issued on the right of 'investor residency' – for those who

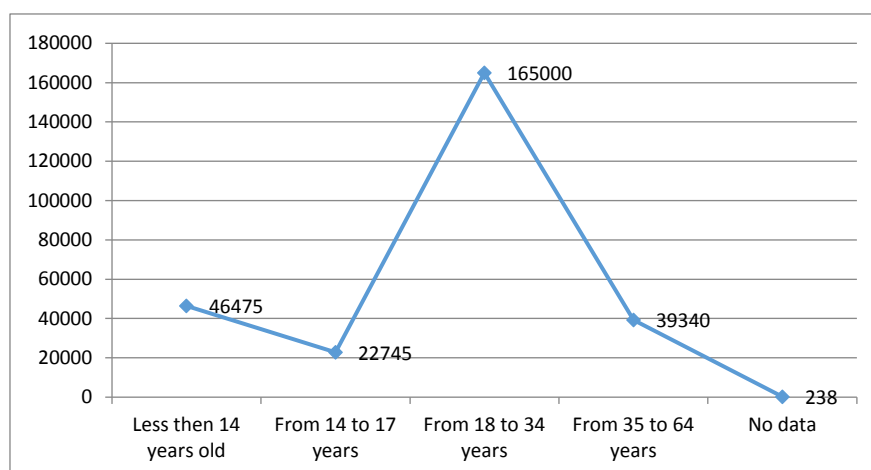
bought the so-called residency bonds⁶ – plus 13 171 family members. Altogether 20 480 persons achieved residency in such a way in Hungary and 87 % came from China⁷.

1.2 Evolution of the profile of recent inflows

In 2010–2016 the greatest number of asylum applicants arrived from *Syria* (28.3 %) and *Afghanistan* (25.8 %) – mainly in 2014–2016 – and from *Kosovo* (near 20 %), mainly in 2014–2015. A much smaller percentage of asylum seekers arrived from Pakistan (8.4 %), Iraq (4.9 %), Bangladesh (1.9 %) and Iran (1.3 %) in 2010–2016, all reaching a peak in 2015. Among the others (less than 1 % of asylum seekers during the period of 2010–2016 as a total) we find Palestine and Nigeria (Annex II, Table 17, Table 18, Table 19).

During the 2010–2016 period the majority of the asylum seekers – *around 80 %* – *were male and young*, from 18 to 34 years old (60 %). (Annex II, Table 23). In 2010–2016, 16.5 % of the 0–17 years old group and 4.15 % of all asylum applicants were unaccompanied minors. In 2015 their share of the 0–17 years old group was near to 20 % and their share of asylum applicants was 5 % (Annex II, Table 24).

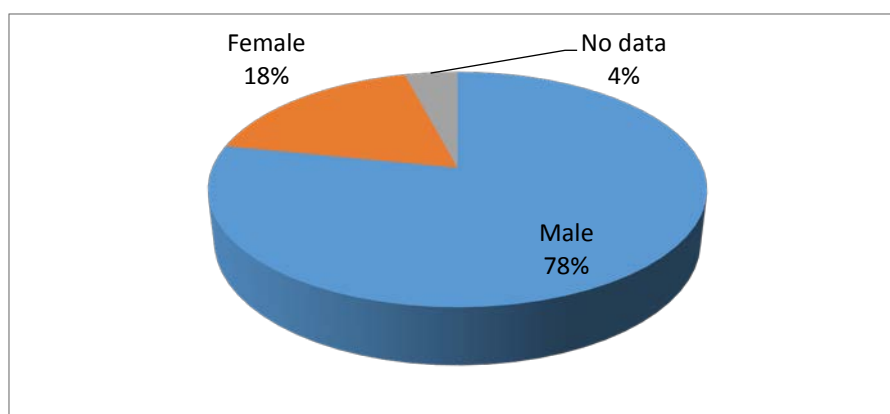
Figure 4 Total number of Asylum seekers according age groups, 2010/2016



In 2016 there were 8 551 children asking for asylum, representing near to 30 % of all asylum seekers. (Source IAO). In 2016 the number of unaccompanied children was 1 220, which is 4.14 % of total number of asylum seekers (Table 25).

⁶ According to the regulation adopted by the Hungarian Parliament in 2012 on 'investor residency' in Hungary, permanent residency is offered under preferential conditions for non-EU nationals who have at least EUR 360,000 to invest. EUR 300,000 will be refunded after five years. The participants in the programme get a residency identification card for an indefinite period of time, valid in all EU countries and they can apply for Hungarian citizenship after eight years. There is no need to live in Hungary to keep the residence permit. Applications were accepted from the summer of 2013 until 30 March 2017. The scheme was advertised as 'Last chance to get the best EU permanent residency.' For more about the programme see: <http://www.residency-bond.eu>

⁷ Sándor Pintér, Minister of Home Office's answer to the question from Mária Demeter, independent parliamentary representative, <http://www.parlament.hu/irom40/13325/13325-0001.pdf>

Figure 5 Asylum applicants by sex, 2010-2016 (%)

On the basis of Annex II, Table 21

1.3 Overview of the level of integration of refugees in the country

Labour market integration

Hungary is among the few European countries where the labour market indicators of immigrants in the 15–64 age group are better than those of the native population. The *activity rate* of EU-born immigrants in all age groups was higher in 2016 than the activity rate of nationals. The activity rate of third-country nationals in the 20–64 years old age group is similar to the natives (75 %), and the activity rate of the 55–64 years age group (78.7 % against 51.8 %) is much higher than the activity rate of native population (Annex II, Table 25).

In 2016, the EU-born migrants' *employment rate* (78.3 %) is higher than the employment rate of natives

(71.4 %) and migrants from third countries (68.4 %), and also exceeds the EU-28 average value (72 %). In 2016 the *non-EU-born migrants' employment rate in Hungary (68.4 %) is higher than in the EU28 (61.2 %)*. The third-country born population *unemployment rate* in Hungary is higher (9.3 %) than for native-born people (5 %), but lower than the average unemployment rate of the third-country born population in EU28 which is 16.2 % (Annex II, Table 27, 28). The top three activities of first-generation immigrant employees used to be in the *wholesale and retail trade, manufacturing, and accommodation and food service* activities (Annex II, Table 30).

The foreign-born population is generally more likely to live in an overcrowded household than the native-born population. The *overcrowding rate*⁸ is usually correlated with other social inclusion indicators, in particular on income. In 2015 in Hungary for native population the overcrowding rate was 40.4 % and 51.2 % for the foreign-born population (20–64 years old). (Eurostat 2017, p 41).

⁸ Overcrowding rate is the percentage of the population living in an overcrowded household. A person is considered as living in an **overcrowded** household if the household does not have at its disposal a minimum number of rooms equal to one room for the household; one room per couple in the household; one room for each single person aged 18 or more; one room per pair of single people of the same gender between 12 and 17 years of age; one room for each single person between 12 and 17 years of age and not included in the previous category; one room per pair of children under 12 years of age. Source: Eurostat

2 EVOLUTION OF THE POLICY FRAMEWORK

2.1 Evolution of the legal and policy approach

Legal background

The law on asylum – transposed from the relevant EU asylum-related Directives – was adopted in June 2007 (Act LXXX of 2007 (in force since 1 January 2008)). It was followed by Government Decree No. 301/2007 (XI.9) implementing provisions covering the *structures and procedures to determine and provide international protection, reception and integration services*. An *asylum applicant* is a third-country national or stateless person arriving in Hungary who applies for refugee status at the authority of refugee affairs. The person has the *right to remain in the country until the decision on eligibility* for international protection is taken and has right to *get care and support according to EU rules and guidance*. As the result of the evaluation process in the transit zone *the given status could be refugee or subsidiary protection status*. If the authority does not grant refugee status or subsidiary protection, the authority will check whether the *principle of non-refoulement applies* to the applicant. If yes, the applicant will be *given temporary protection*. If claim is rejected because the Asylum Office thinks country of origin is safe, and an applicant does not accept the negative decision, they can return to the court within eight days and request a personal hearing. If the court rejects the appeal and agrees with the Asylum Office, the person can still submit a new asylum application in the case of presenting any new facts. *During the second asylum procedure the asylum seeker is only entitled to shelter but no food. If they do not challenge the negative decision, they will be returned to Serbia.*

Act CXXXV of 2010 (XI.22.) followed by Government Decree 290/2010 (XII.21.), provided the detention of asylum seekers while their cases were pending in the in-merit procedure: an increase in the maximum length of administrative detention from six to twelve months, and the detention of families with children up to 30 days. In addition, the amendments introduced the concept of manifestly unfounded applications. Section 80/A of Act LXXX of 2007 on Asylum (as inserted by Act CXL of 4 September 2015) determines the conditions and modalities for declaring a *crisis situation caused by mass immigration*.

Practice of open reception facilities

Before 2010, the reception system in Hungary was camp based. The Office of Immigration and Nationality (OIN) *ran three open reception facilities* and provided in-kind material assistance to asylum seekers and refugees.

Policy of extensive detention of asylum seekers unlawfully entering Hungary – practice of permanent and temporary detention facilities since 2011

As at 2010 a *policy of extensive detention of asylum seekers unlawfully entering or staying in Hungary* started to be implemented as most of asylum seekers entered the country in an irregular way. They were accommodated in one of the *four permanent administrative detention facilities* run by the police in Budapest, Győr, Kiskunhalas and Nyírbátor. Families with children, married couples and single women are accommodated in the *temporary detention facility* in Békéscsaba. Unaccompanied children seeking asylum in Hungary were hosted in the Home for Separated Children run by the Ministry of National Resources in Fót. In cases where Hungary was directly responsible for the assessment of the asylum claim, asylum seekers were accommodated in the *open reception centre in Debrecen*, or remained in detention facilities.

Recognised refugees were transferred to an open facility (Bicske). Since June 2011 asylum seekers, after 12 months in detention and who repeated an application, were placed in an open community shelter in Balassagyarmat.

Extending 'emergency situation caused by mass immigration'

Due to migration wave in 2015, on 15 September 2015 the government declared an *'emergency situation caused by mass immigration'*⁹ in Bács-Kiskun and Csongrád counties and on 18 September 2015 extended it to Baranya, Somogy and Zala counties. In spring 2016 the *emergency situation was extended to the whole country*¹⁰. In June 2015 Hungary started to build fences (175 km long and 4 m high) on its border with Serbia and Croatia to prevent asylum seekers entering the country illegally and so entering the Schengen Zone. Hundreds of migrants remained stranded at the Serbia–Hungary border after the closing of the frontier¹¹. To apply for asylum people needed to enter the 'transit zone' that had been built into the fence. According to Section 71/A of the Act on Asylum – amended in September 2015 – *foreigners submitting a claim in a 'transit zone' shall not be entitled to enter Hungary*. In September 2015 the *Criminal Code* was amended establishing the *offences of unauthorised (illegal) crossing, vandalism in relation to the border fence and obstruction of the construction works related to the border fence*¹². There was the possibility of 'house arrest' of asylum seekers in reception and asylum/aliens detention centres if criminal proceedings could be initiated for border fence offences. Also, if an individual is sentenced for any of the above-mentioned offences, he or she *must be sentenced to expulsion* as well¹³.

Drastic reduction of processing capacity in the transit zones

The transit zones at Röszke and Tompa by the Serbian border became operational from 15 September 2015 and the transit zones at Beremend and Letenye at Croatian border from 21 October 2015. In practice, asylum applications used to be presented in transit zones by the Serbian border. According to the 15 September communication of the Ministry of Interior *10 asylum seekers would be permitted to enter each transit zone at one time*; from 21 February a maximum of 100 asylum seekers, 50 persons/day per zone, between 6 a.m. and 10 p.m. would be processed. On 22 March 2016 – after implementing the second security level regarding the whole of Hungary – this number was reduced to 30 persons/day. Since February 2017 the daily limit of people admitted to transit zones is 5 persons during working days. (Magyar Helsinki Bizottság, 2017). *As a result of low capacity of transit zones, on 12 June 2017 the Immigration and Asylum Office hosted only 463 asylum seekers in its facilities*;

⁹ Government Decree 269/2015

¹⁰ Government Decree 41/2016 (III. 9)

¹¹ Hungarian authorities said more than 9,000 people – a new record – crossed into the country on the Monday before the border was closed. Some 20,000 crossed into Austria from Hungary. Police said they had arrested 60 people accused of trying to breach the fence on the border with Serbia. Hungarian government spokesman Zoltan Kovacs said: 'The official and legal ways to come to Hungary and therefore to the European Union remain open. That's all we ask from all migrants – that they should comply with international and European law. The European Commission said it was seeking clarification of parts of the new Hungarian legislation, to check whether it was in line with EU asylum rules.' BBC News, 15 September 2015, <http://www.bbc.com/news/world-europe-34260071>

¹² Sections 352/A to 352/C of Act C of Criminal Code as inserted by Section 31 of Act CXL of 4 September 2015

¹³ Section 60 (2a) of the Criminal Code. According to the Szeged court, '2,353 individuals were convicted of unauthorised crossing of the border fence between 15 September 2015 and 31 March 2016. Of these, 1331 were sentenced to expulsion for one year, 943 to expulsion for two years, 33 to expulsion for three years, one to expulsion for four years and one to expulsion for five years. In addition, two were sentenced to actual imprisonment, 36 to suspended imprisonment, four were issued a warning and two were put on probation.' (UNHCR, 2016 p. 57)

8 of them were at open reception centres, 76 were detained in asylum detention centres¹⁴, and a total of 379 people were detained in the two transit zones. (Magyar Helsinki Bizottság, 2017).

Procedure in transit zones – Horgos-Röszke and Kelebija-Tompa

From 28 March 2017 – as the reinforced legal border closure entered into the force – the only places where it is possible not only to ask for asylum but *also to wait for resolution are in the transit zones*, Horgos-Röszke and Kelebija-Tompa. The Minister of Interior emphasised that ‘the purpose of the restrictions is to prevent migrants with an unclear status from moving freely around the territory of the country and the European Union, and to thereby reduce the security risk of migration.’ (Sándor Pintér, 2017). All asylum seekers including families with small children and unaccompanied children between the ages of 14 and 18 have to stay in the transit zone during the entire asylum procedure. The children between age 14 and 18 are in the transit zone but in separated sector. As part of the procedure, the asylum seeker has to have an interview with the Asylum Office, presenting the reasons for leaving the home country, to report if they have asked for asylum previously somewhere in Serbia, Croatia, Greece or Bulgaria. There must be available interpretation. If fingerprints were taken in another EU country, the asylum seeker must to be sent back to that country to deal with the asylum claim there. On the basis of the *child protection regulation* the *unaccompanied minor – child under 14 years old* – has to be placed in the child protection institution (in Fót) provided the asylum authorities stated their age. The Asylum Office will ask the doctor in the transit zone to do an age assessment. *They are entitled to the same child protection service as Hungarian children*. Theoretically, persons with special treatment needs¹⁵ are exempt from border procedure in the transit zone; they follow the right to enter Hungary to pursue their asylum application (‘in-country procedure’)¹⁶.

Family reunification

The asylum seeker in the transit zone – according to the Dublin system – may apply for family reunification with wife/husband or minor unmarried children, or a child can ask for reunification with parents and other relatives. The Act II of 2007 on the admission and right of residence of third-country nationals and the Government Decree No. 114/2007. (V.24.) implement the Family Reunification Directive. Family reunification is possible on the basis of any kind of residence permit. Furthermore, family reunification can be applied for in cases when the family member has already obtained a residence permit and also when it is being applied for. The Hungarian Helsinki Committee provides information, legal counselling and legal representation, free of charge, for the families working on their family reunification procedure in Hungary. IOM¹⁷ Budapest provides logistical support in the application process, as well as support at the beginning of the integration process. It runs a pilot project **to assist in family reunification in Hungary** (August 2016 –June 2018) and helps to establish contact with the family members, asking – if necessary – for the cooperation of UNHCR, the

¹⁴ Detention centres for asylum seekers are in Tompa, Röszke, Békéscsaba, Nyírbátor and Kiskunhalas. Immigration detention takes place in Győr, Budapest, Nyírbátor and Kiskunhalas

¹⁵ According to the Act on Asylum persons with special treatment needs are unaccompanied minors or vulnerable persons, such as minor, elderly or disabled persons, pregnant women, single parents raising a minor child and a person who has suffered from torture, rape or any other grave form of psychological, physical or sexual violence

¹⁶ According to a UNHCR report ‘Vulnerable people are not systematically prioritized and the lack of a clear admission system leads to frustration among the asylum seekers.’ (UNHCR (2016) 23)

¹⁷ IOM, the UN Migration Agency, is present in 150 countries

Red Cross and other IOM offices. This project is co-financed by AMIF and the Hungarian Ministry of Interior.

Care in transit zones

The houses previously planned for 50 persons in spring 2017 have been enlarged to accommodate 250 persons. Here, the asylum seekers are entitled to spend three months.

During the assessment of first application, asylum seekers are given a bed and food. During the second asylum procedure, when the first decision of the Asylum Office was negative, the asylum seeker is only entitled to shelter but not food. 'In the transit zones migrants will have access to beds, bedding, personal hygiene packages, lockable storage facilities for the storage of their personal belongings, continuous hot water supply, toilet facilities, mass media and telecommunication equipment, and (ecumenical) premises for the practice of religion. Three meals a day – five meals a day in the case of children under the age of 14 years – will be provided in the transit zones. Expectant women and mothers with young children as well as children under the age of 14 years will have access to dairy products and fruit daily' (Sándor Pintér, 2017). 'There are separate sectors for single men, single women and unaccompanied minors over the age of 14, and families. Families are assigned private accommodation containers. Each accommodation section is furnished with WC and shower facilities as well as a laundry unit, dining hall and community hall. In case of a health problem health service can be accessed. A social worker is available and charity – civil and ecclesiastical – organisations visit the transit zones regularly to provide additional assistance to asylum seekers. They also organise activities for the children. Upon a written request to the Asylum Office a lawyer working with the Hungarian Helsinki Committee or state lawyer can be asked for, for free' (Interview with Dézsi).

Monitoring transit zones – critical voices

The procedures in the transit zones are monitored by UNHCR and its NGO partners – the Menedék Hungarian Association for Migrants and the Hungarian Helsinki Committee (HHC). According to UNHCR it 'has not always been possible because of difficulties in obtaining full and unimpeded access to the transit zones' (UNHCR, 2016, 21). There are critics of conditions in the transit zones, first of all is the concern about the restrictions on people moving and the insecurity of how much time must be spend here¹⁸.

Legal amendments in March 2016 – restrictions

According to the legal amendments submitted by the Ministry of Interior to the parliament, beneficiaries of *international protection* **should not have greater advantages than Hungarian nationals**. Such (cash) benefits as monthly pocket money, educational allowances, and financial support for housing were stopped¹⁹. The *mandatory and automatic revision of refugee status at least every three years was introduced*. The maximum period of stay in *open reception centres* after recognition was reduced from *sixty to thirty days*²⁰. On

¹⁸ There are critical voices on the conditions in transit zones. 'The people kept in the transit zones feel as though they live in a prison, not a camp ... The situation grows worse in that no one knows just how long they will be locked up.' Tímea Kovács – Hungarian Helsinki Committee (Index (2017))

¹⁹ Government Decree 62/2016 (III.31) amending Government Decree 301/2007 (XI.9) on the implementation of Asylum Act

²⁰ In May, the national assembly passed a set of amendments significantly cutting access to housing, health care and integration programmes for people with protection status. (Amnesty International (2017))

31 March 2016 the government's list of 'safe countries of origin' and 'safe third countries' was expanded to include Turkey²¹.

Actual situation: decrease of time allowed spent in a refugee centre (one month)

Following the decision, those asylum seekers who are entitled to receive the refugee or subsidiary protection status – and are not sent back to Serbia – go to the reception centre in Vámoszabadi (previously also in Bicske)²² and have the opportunity to remain there for 30 days. According to the authorities 30 days are enough as the documents (identity card, social security card, etc.) must officially be ready in 28 days and after that there is no reason for the refugee to spend more time in the centre as they may face the danger of hospitalisation (Dézsi). The civil and ecclesiastical organisations helping further integration meet their future clients in the reception centre, present their programmes and interview the interested refugees. The refugees can choose and they look for programmes which are as extensive as possible. During the interview the civil organisations look first of all at the applicant's motivation, and their willingness to remain in Hungary. (Dézsi). At the reception centre people under international protection are entitled to accommodation, board, travel allowances, health care, reimbursement of the costs of learning and education and financial (monetary) support for leaving the country permanently.

Integration care from 2010

The integration care has changed considerably since 2010/2011. From April 2011 the previous financial support to rent a house after leaving refugee camp was significantly reduced (from HUF 170 000 to HUF 60 000) and also the rental contract had to be presented. In 2012, following their recognition the refugees and persons with subsidiary protection status had the right to stay at reception centres for six months or longer if somebody could not create conditions for independent living. *They were given three meals a day, clothes, health care, vaccinations for children, schooling and some pocket money (7 125 HUF/month),* and they were allowed to work within the camp, receiving a maximum wage of HUF 24 000. A Hungarian language course, the completing of elementary school, the ECDL exam and help in translation of diplomas and certificates were also available. Refugees could receive relocation and housing assistance, living support and child benefit as well. For families able to repay, the state provided a loan of HUF 1.5 million for the purchase of property.

*Despite of all these possibilities the majority of the refugees could not get job and their housing conditions were not good*²³.

Practice of integration agreement from 1 January 2014 until 1 June 2016

Since 1 January 2014 Hungary has restructured the system of financial support of recognised refugees and persons with subsidiary protection. The *time to spend in reception centre was*

²¹ Government Decree 63/2016 (III.31) amending Government Decree 191/2015 (VII/21) on national designation of safe countries of origin and safe third countries

²² Vámoszabadi used to be the establishment of the Bicske reception centre. The Vámoszabadi reception centre started to operate on 1 August 2013 to help the other reception centres. In late 2015 the government closed the country's largest open-door reception centre in Debrecen, and in spring 2016, the reception centre at Nagyfa as well, while the tent camp at Körmen built as a temporary solution was made permanent. In December 2016, the relatively well-equipped refugee camp at Bicske was closed too

²³ Report of UNHCR in April 2012 on the Hungarian refugee situation

reduced to two months but there raised a new possibility to sign a so-called *integration agreement* with the Immigration and Asylum Office. According to this, if a refugee commits to remaining in Hungary, they would be given a monthly subsidy of HUF 90 000, to be reduced every six months by HUF 22 500 over the two years of funding. (In the case of families the amount was higher but could not exceed the HUF 215 000/month per family). The possibility to conclude an integration agreement ²⁴ stopped on 1 June 2016. (The agreements concluded until this date are still valid as their length could be two years maximum). The Immigration and Asylum Office had *cooperation agreement with the district level family support and child welfare centre to monitor the refugees under an integration agreement*. The monthly support is transferred by the Immigration and Asylum Office to the bank account of the refugee upon the report of the family support centre whether the refugee fulfilled the obligation to appear personally in the district family support and child welfare centre, initially weekly and later only monthly. If a refugee did not attend at the centre then they would lose the support.

Despite that it was a good practice from the point of view of refugees and the majority of the organisations dealing with integration (interview, Kocsis), the authority decided to end this practice. According to other (critical) opinion the weak points of the integration agreement could be seen already from the beginning: *mere financial support is not enough* – a refugee needs more help to organise their life (interview, Acsai). According to the authority this measure did not meet the expectations as *more than the half of the persons – around 1000 – who signed the integration agreement left the country even during the contracted period*. To make the start of independent life easier and, for example, to be able to pay the deposit needed in renting a flat, there was the possibility for the refugee to receive in one lump sum for the whole – first semester – support. Many of the refugees receiving this first lump sum left the country (interview, Dézsi).

Change in integration system from June 2016 - increasing role of civil organisations in care

The Immigration and Asylum Office cooperates with the member organisations of *Charity Council*. It includes civil and ecclesiastical organisations²⁵. The original aim was to provide *additional activities and care* – e.g. children's programmes, interpretation and intercultural intermediaries – *next to the state responsibilities*. Following the end of the practice of integration agreements, the new strategy is based on the *increasing role of civil and ecclesiastical organisations through projects financed by AMIF*. In June 2016 the government also provided special support – HUF 50 million – to five member organisations of the *Charity Council* (the Hungarian Charity Service of the Order of Malta, Caritas Hungarica, Hungarian Reformed Church Aid, the Hungarian Red Cross and Hungarian Interchurch Aid). These operated at the southern border and other refugee centres to provide care primarily for families, children, elderly and sick people. (The Hungarian Charity Service of the Order of Malta for example offers medical support two days a week to refugees waiting for the processing of their asylum requests in the transit zones in Röszke and Tompa.)

²⁴ In 2015 60 % of those receiving refugee or subsidiary protected status – 306 persons – asked to conclude such an agreement, which indicates the popularity of the tool. In the same year the central budget had to spend HUF 186 million (around EUR 390,000 EUR) for this purpose. Source: http://index.hu/belfold/2017/03/16/abcug_menekultvalsag_civil_szervezetek_civilek_integracio/

²⁵ The Charity Council was established in 2000 by Government Decree 65 (9 May 2000). The President of Charity Council is the Minister of State for Church, Nationality and Civil relations. <http://karitativtanacs.kormany.hu>. Members of the Charity Council: Caritas Hungarica, Hungarian Reformed Church Aid, the Hungarian Charity Service of the Order of Malta, Baptist Aid, the Hungarian Red Cross and Hungarian Interchurch Aid, together with the Knights of St. John Aid Service and the Greek-Catholic Saint Luke Charity Service

Life and integration after the reception centre

On leaving the reception centre refugees have to look for accommodation. Mainly civil, ecclesiastical and local government organisations help them to find *private accommodation*. Accommodation is financed in the first period (1–2 years) by programmes under AMIF. Refugees and persons admitted for subsidiary protection are entitled to *social aid and support* provided for by law and local regulations under the same terms as to Hungarian citizens. In accordance with Act III of 1993 on Social Administration and Social Welfare Benefits they *have right to social benefits if they do not have assets available in Hungary to support themselves*. Another condition is that the per capita monthly income of family should not exceed 150 % of the minimum of old-age pension benefits in the case of single persons, or the minimum of full old-age pension benefits in the case of a person with a family. Asylum seekers, refugees and persons with subsidiary protection status are entitled to *primary healthcare*, including screenings, examinations, medical treatment provided under general medicine and specialised care in cases of emergency. This entitlement covers a period of *six months* after the qualification resolution becomes final. The *expenses of this health care are covered by Immigration and Asylum Office*. Act LXXX of 1997 on the Eligibility for Social Security Benefits and Private Pensions and the funding for these services concerns the refugees too. According to 16§ (j) health services are also available to refugees and persons with subsidiary protection status; according to 16§ (l), to minors with refugee or subsidiary protection status if residing in Hungary.

2.2 Management and governance of reception and integration measures

Cost for processing and accommodating asylum seekers

The fiscal cost of the refugee crisis has increased substantially. In 2015, the government allocated HUF 83.9 billion (about ¼ of one per cent of GDP) to cover security and humanitarian expenses. Of this, about HUF 45.7 billion was spent in 2015, with the majority of spending directed to strengthening border control and security. Future fiscal costs will critically depend on the number of new arrivals, which is highly uncertain. (IMF (2016 April, p. 18)). Notwithstanding this, the short-term fiscal costs of caring for the asylum seekers in Hungary in 2015 was less than 0.1 % of GDP and in 2016 it did not even reach 0.1 % (IMF, 2016, p. 12.) As mentioned, monthly (monetary) allowances provided to asylum seekers has been stopped.

Costs for integration of recognised refugees

Additional support to assist recognised refugees to integrate into the labour market and society in addition to the EU funds came from charity and NGO (civil, ecclesiastical, international) organisations. The main source to support integration used to be the AMIF created by the European Commission for the period 2014–2020. The Immigration and Asylum Office (Bevándorlási és Menekültügyi Hivatal) since 1 January 2017 (formerly Office for Immigration and Nationality, Bevándorlási és Állampolgársági Hivatal, BÁH since 1 January 2000) used to be responsible for asylum determination procedures, the provision of reception services and limited integration services to asylum seekers and refugees. It is under the supervision of the Ministry of the Interior.

Meanwhile the projects helping reception are now run by authorities such as the Asylum and Migration Office and its institutions; the projects promoting the integration are run by civil organisations.

The projects promoting integration are carried out by

Local authority bodies:

- district level family support;
- children's welfare services;
- the Methodological Social Centre and its Institutions of Budapest of Capital Local Government (BMSZKI).

Civil organisations:

- Menedék Migránsokat Segítő Egyesület (Migrants' Help Association);
- Jövőkerék Public Utility Foundation, MigHelp, SOS Children's Villages, Cordelia Foundation, Artemisszió Foundation, Migration Aid, Syrius.help, Kalunba Social Service;
- Foundation of Subjective Values (Szubjektív Értékek alapítvány), International Organisation for Migration (IOM); Migrant Help for Hungary Association, MigHelp (Migráns Segítség Magyarországért Egyesület);

Churches and their institutions:

- Hungarian Baptist Aid;
- Baptist Integration Centre;
- Reformed Church Refugee Mission;
- Integration Service of Hungarian Evangelical Diakonia;
- Diaconal Service of the Evangelical Lutheran Church in Hungary;
- Maltese Care Nonprofit Ltd;
- the Hungarian Jesuit Refugee Service.

The concrete measures financed by the integration projects help first of all housing, language training, labour market integration (job finding), cultural and community integration. They are mainly financed by the Asylum and Migration Fund established by the European Union for the years 2014–2020, and they last 1–2 years.

2.3 Examples of concrete measures implemented in the country – integration in practice

In Hungary, real integration has taken place only in few cases. The main cause of it is that the asylum seekers and even those who have been entitled to refugee status or subsidiary protection status *do not consider Hungary a proper place for the long term as following the period of protected integration in Hungary it is very difficult to sustain a family, and pay the rent for a house even in the case of having a job.* It is no wonder that the majority of the asylum seekers/refugees leave the country even during the support period. Another obstacle to integration is the *limitations in the system of support*; according to the experiences (interview with Acsai) *the financial support is inadequate to achieve self-maintenance without other services* such as helping to find accommodation and maintain it, support to navigate in everyday life, how to manage a household in Hungary. The proper practice-oriented language training has a key importance. The refugees find themselves in a vicious circle: the Hungarian

language knowledge is of key importance in being able to integrate into the labour market. The problem is that having mostly temporary and auxiliary jobs, refugees cannot manage their time and cannot visit the language lesson. A general problem is what will happen to the refugees at the end of housing programme. Several bodies (agencies, civil and religious organisations) are running housing programmes but after the programme – with the few exceptions of those who could get decently paid job – find themselves in real trouble. Hopefully, the next tender within AMIF will target more extensive programmes. (Interview with Acsai).

Labour market integration

There are measures to promote young people's labour market integration:

- labour market service for students;
- needs assessment;
- measuring competences;
- developing skills;
- mentoring the young refugees, increasing their entrepreneurship capacity (Jövőkerék Alapítvány).

The Diaconal Service of the Evangelical Lutheran Church in Hungary has a job search/counselling programme. Maltese Care Nonprofit Ltd has a programme promoting labour market integration (Job to You!) financed until March 2018. Their services include, among others, individual labour market counselling, labour market training to work in the EU and help with job search. They offer services to those who hold an official residence permit (including beneficiaries of international protection) and are third-country nationals.

Cultural and community integration

The *Jövőkerék Foundation* runs community programmes for refugee and immigrant women to improve their (Hungarian) language skills (classes and conversation club). They also run free-time and cultural programmes, excursions, sport programmes and community integration programmes. *Menedék Migrants' Help Association* has operated for more than two decades in the field of helping refugees. It offers a complex system of services, help in interpretation, translation, assistance in official affairs, events for social and cultural integration and psychosocial help. *Menedék* complements the activity of district level family support and children's welfare centres. It runs training courses for professionals who deal with immigrants (social workers, teachers, security guards working in immigration detention centres). In Hungary the educational and cultural programmes to build a bridge between the host society and refugees are very important to counterbalance the widespread xenophobia, fear and distrust towards refugees. The *Artemisszió Foundation* helps migrants in language training, labour market integration with career guidance, and schooling. It gives special attention to young and female migrants. Artemisszió organises intercultural programmes for women and a drama group. The mentors of the Foundation help young people to finish school and volunteers are involved such as teachers or mentors. *Kalunba Social Services Non-profit Ltd* runs several programmes on housing, language training, preparing to enter labour market, job searching, etc. in a highly efficient way.

Integration of refugees with their active participation

MigHelp – Migrants' Help Association of Hungary – is an NGO initiated by a migrant, Peter James from Sierra Leone, in 2009. It has the objective of empowering refugees and migrants and facilitating their integration into Hungarian society. This involves working with people who have been granted permanent status in Hungary, and with those who are still in the process of gaining their status. The speciality of MigHelp *is to stimulate migrants to help themselves and emphasise sustainable solutions*. According to the experiences the main obstacle for refugees to integrate is to find a job and to have a recognised certificate. MigHelp offers courses which give a certificate. As a major number of refugees have an interest in working in the IT sector²⁶, a project Job and Integration – IT Courses for Migrants was successfully carried out with the participation of 30 refugees. MigHelp cooperated in this project with Avicenna College and McDaniel College. It offered other language courses (not only Hungarian but also German, French, Spanish and English) led by voluntary teachers. Among other courses MigHelp run:

- elderly care skills course giving certification (July 2017 – September 2017);
- car driving course;
- B category driver's licence;
- truck driving course;
- C category driver's licence (August 2017 – February 2018).

At present there are other courses such as Business Handcraft for Potential Entrepreneurs; Basket Weaving and Knitting (November 2017 – May 2018); Microsoft Certified Systems Administrator (MCSA); Server System Administrator Course And Certification (October 2017 – February 2018). The House of Cultures in Budapest run also by MigHelp presents art exhibitions, concerts, film screenings, workshops, training, language conversation clubs and literary events. All events are in English and free to the public. The mission of the House of Cultures is to generate a dialogue between the host (Hungarian) and migrant communities and help integration or social inclusion of migrants through joint activities.

Accommodation programmes for refugees

To solve the accommodation issue is a major difficulty for refugees. SOS Children's Villages together with the Budapest Methodological Centre is running accommodation programmes for refugees. The district level family support and children's welfare services have a role to help to find accommodation at the end of period of supported housing. They cooperate with BMSZKI – Budapest Methodological Social Centre – where the colleagues help to apply for accommodation. The integration services run by churches also have an important role in this. Baptist Aid runs five temporary accommodation units, three for single persons and two for families with a possibility to remain there for two years as a maximum. In their project 'Housing for the integration' they can take part refugees already reaching a certain degree of integration and are looking for a job or are already working. The parties sign a housing contract of one year (may be extended to two years). In the Baptist integration centres a lawyer, psychologist, interpreter and special developmental teacher support the integration. The Evangelical Diakonia has short-term housing programmes too.

²⁶ See the interview with Peter James, one of the founders of MigHelp Association, http://budapest.hu/Documents/20130626_migracios_kerekasztal_hirlevel.pdf

3 THE ROLE OF EU SUPPORT

The Hungarian Migration Strategy and the seven-year strategy in relation to AMIF established by the EU for 1 January 2014 – 31 December 2020 was accepted by Government Decree 1698/2013 (4 November). Two funds run by Ministry of Interior manage the EU (AMIF) resources. They are the Asylum, Migration and Integration Fund (Menekültügyi, Migrációs és Integrációs Alap (MMIA) and the Internal Security Fund (Belső Biztonsági Alap (BBA), together called Internal Funds (Belügyi Alapok)²⁷. Before launching the Internal Funds for 2014–2020, in 2008–2013 the Ministry of Interior managed the Solidarity Funds which included the European Integration Fund, European Asylum Fund, European Returning Fund and External Border Funds. The Commission Decision C(2015)1680 approved the national programme of Hungary (submitted on 13 March 2015) which was needed to get support from AMIF. On 27 November 2015, Hungary submitted a revised national programme to take into account the Decisions (EU) 2015/1523 and 2015/1601²⁸. The revised national programme of Hungary was approved by the Commission on 14 December 2015 (C(2015) 9397 final). According to this, Hungary can spend within the framework of AMIF EUR 31 877 477 (instead of the original sum of EUR 24 113 477) and an additional amount of EUR 7 764 000 for the relocation of applicants for international protection from Greece and Italy would be available²⁹. Yet before this, in February 2015, the Commission transferred an extraordinary support – EUR 1.2 million – from AMIF to increase the capacities to meet the growing number of asylum seekers in Hungary.

Table A Asylum, Migration and Integration Fund, EUR 2014–2020

Year	EU support
2015 (as planned in 2014 by the law on central budget)	EUR 23 067 735 (HUF 7 265 875 170)
2016 (as planned in 2015 by the law on central budget)	EUR 24 113 477 (HUF 7 551 135 322)
2017 (as planned in 2016 by the law on central budget)	EUR 31 877 477 (HUF 9 884 886 842)

Based on: 2016. évi XC. törvény Magyarország 2017. évi központi költségvetéséről; 2015. évi C. törvény Magyarország 2017. évi központi költségvetéséről; 2014. évi C. törvény Magyarország 2015. évi központi költségvetéséről³⁰.

In July 2011 the Commission launched a communication on the integration of third-country nationals, the European Agenda for the Integration of Third-Country Nationals (COM (2011) 455). According to this, 'a better use of existing EU instruments should therefore support migrants' participation and the implementation of bottom-up integration policies. The European Fund for the Integration of Third-Country Nationals and the European Refugee Fund

²⁷ See: Government decree 1691/2013. (X. 2.) on accepting 7-year strategy connected to Internal Security Fund and the Government decree 1698/2013. (X. 4.) on accepting 7-year strategy connected to the Asylum, Migration and Integration Fund

²⁸ Decisions (EU) 2015/1523 and 2015/1601 provide for a temporary and exceptional relocation mechanism from Italy and Greece to other Member States of persons in clear need of international protection; the Member State of relocation is to receive a lump sum of EUR 6,000 for each relocated person. The Member States must therefore adapt their national programmes to take account of those lump sums

²⁹ <http://ec.europa.eu/transparency/regdoc/rep/3/2015/EN/C-2015-9397-F1-EN-MAIN-PART-1.PDF>

³⁰ Conversion is on http://ec.europa.eu/budget/contracts_grants/info_contracts/inforeuro/index_en.cfm

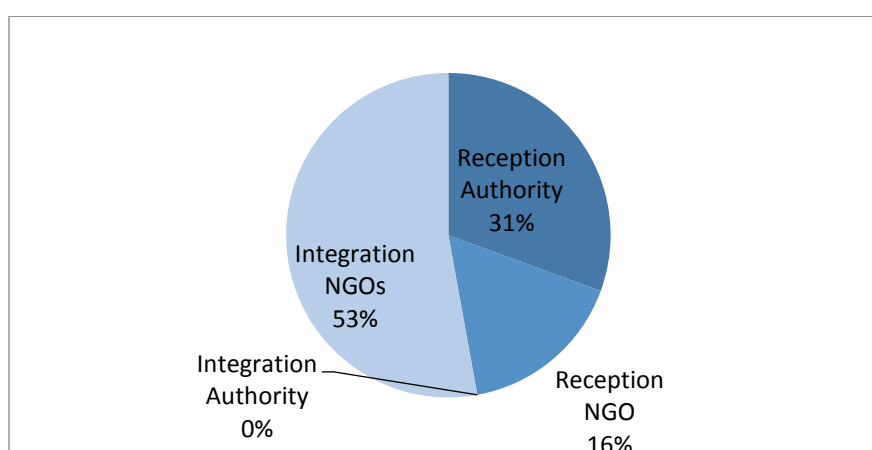
support measures such as reception and introductory schemes, participation in social and civic life, and equal access to services. They are complemented by measures to facilitate access to and integration into the labour market funded under the European Social Fund, and the European Regional Development Fund can support a large range of integration measures in the context of regional development.’ (p. 6.)

By using the AMIF in accordance with the relevant strategy, Hungary plans to make progress in the following fields:

- to improve the asylum procedures and reception conditions;
- to promote the integration of the foreigners legally residing in Hungary into society by increasing pre-departure measures supportive of integration, supporting the services helping directly the integration of persons from third countries;
- *increasing the inclusive attitude of the Hungarian society;*
- to act effectively against illegal migration and to promote voluntary return home with developing reception centres which are human and able to serve special needs as well;
- to develop the authority’s passenger vehicle capacity and promote participation in supported home return and reintegration programmes, and to develop forced removal.

AMIF 2014–2020 gave the possibility to apply for funds to finance projects helping ‘first steps’ realised by authorities running transit zones, asylum centres and promoting the integration process. In Hungary the integration of people under international protection is helped first of all by the financial resources of the AMIF. *Around 47 % of budget granted to the project promoters is targeted to the reception issues and a little more, 53 % to the integration of refugees. The projects targeting the reception issues are mostly run by authorities: they spend 31 % of the total received budget for reception issues, with NGOs at 16 %. The projects promoting the integration are run (only) by NGOs*³¹. (Annex II, Table 41)

Figure 6 Distribution of all received budget from Asylum, Migration and Integration Fund according the objective and the type of recipient, all calls



Source: Annex II, Table 41

³¹ Government decree number 301 (9 November 2007) (4§) allows to the asylum authority to sign a contract with civil organisation, local government, ecclesiastical institution, foundation, companies or other legal persons to offer different services for the refugees which help their integration

3.1 The use of EU support and funding for reception

Within the framework of the modified 2014–2016 working programme of the AMIF 28 aid measures were published on 1 September 2016 by the last call to apply for grant; among them the following were entitled to support funding reception:

- auxiliary support for vulnerable persons (MMIA-1.1.1, MMIA-1.1.-10), unaccompanied minors and young adults (MMIA-1.1.4);
- legal help at every stage of the asylum procedure (MMIA-1.1.7);
- improvement of asylum procedures with the inclusion of good practices of other countries (MMIA-1.2.1);
- inclusion of a control mechanism in the asylum procedure to guarantee the transparency of the official procedure, the control of the respect of the principle of non-refoulement;
- raising the standard of asylum procedures (MMIA-1.2.3);
- monitoring the forced return (MMIA-3.1.5);
- help in the forced return, in case of need organising charter flights (MMIA-3.2.2);
- voluntary return (reintegration) programmes (MMIA-3.2.1).

There were three rounds of calls on projects within the framework of AMIF on 30 June 2015, 20 November 2015 and 1 September 2016, and HUF 1 966 713 390 (approximately EUR 6 556 000) was given to the project promoters.

During the first round (call on 30 June 2015) among the winners were:

- the National Police Headquarters (support services for persons under immigration proceedings and increasing professionalism and competence of staff);
- the Office of Immigration and Nationality (psychosocial support in the community shelter in Balassagyarmat);
- civil organisations, e.g. the International Organisation for Migration (to help voluntary returning home) and Kalunba Social Service Nonprofit Ltd (national relocation programme).

In the second round, the following won funding:

- the Office of Immigration and Nationality;
- the reception centre in Bicske and the Office of Immigration and Nationality, Closed Reception Centre, Békéscsaba to help the start of a 'new life';
- the Office of Immigration and Nationality to train staff working in asylum procedure against burn-out and quality assurance in the asylum procedure;
- the National Police Headquarters for safe transport of persons under the aliens policing procedure;
- the National Judicial Authority to developing efficiency of juridical procedures in case of migrants under surveillance;
- one nonprofit organisation, the Maltese Care Nonprofit Ltd to prepare staff to meet asylum seekers and migrants.

In the third round (call on 1 September 2016) the winners were:

- the Office of Immigration and Nationality;
- the Békéscsaba Closed Reception Centre project 'In the hope of a better life';

- the Office of Immigration and Nationality for auxiliary supporting services in transit zones with a special focus on the vulnerable groups, and intercultural training for staff working in the regional directorates;
- the Office of Justice for psychosocial rehabilitation of vulnerable, traumatised foreigners;
- the National Judicial Authority for efficient legal help to asylum seekers;
- one civil organisation, the International Organisation for Migration with the project on complex reintegration support for voluntary returning migrants. (Annex II, Tables 35, 36, 37)

3.2 The use of EU support and funding for migrants' and refugees' integration

Within the AMIF the following targets and measures are used to be entitled to support integration:

- needs assessment with regard to migrants' access to education (MMIA-2.2.1);
- development of efficient language training for citizens of third countries (MMIA-2.2.4);
- development of professional training in accordance with the labour market demand (MMIA-2.2.5);
- development of measures increasing the employability of vulnerable persons from third countries (MMIA-2.2.6);
- programmes to help access to housing (MMIA-2.2.8);
- preparing institutions to meet citizens from third countries with a special focus on the vulnerable persons who are under international protection (MMIA-2.2.9);
- auxiliary services for persons under international protection to deal easier with the Hungarian welfare system (MMIA-2.2.15);
- capacity development of institutions for unaccompanied minors under international protection (MMIA-2.3.4).

There are other targets as well, e.g. *developing statistics*, statistical databases on migration issues (MMIA-2.3.1, MMIA-3.3.1); *cooperation with the media* in the interest of professional and objective information (MMIA-2.2.14); *systematic training* of staff working with citizens from third countries (MMIA-2.3.3); and elaborating professional healthcare, psychological procedures helping the detention procedure to eliminate uncertainties (MMIA-3.3.3).

For the purpose of integration, in the first round nine civil organisations, one university, one metropolitan organisation and one ecclesiastical organisation won grants to deal with projects such as:

- training projects (Hungarian language training, skills developing, competences training);
- support services for the labour market;
- a carrier centre for migrants;
- mentoring in job seeking;
- helping independent housing of people through an extensive housing integration programme (Annex II, Table 38).

In the second round, 11 civil organisations won with topics such as:

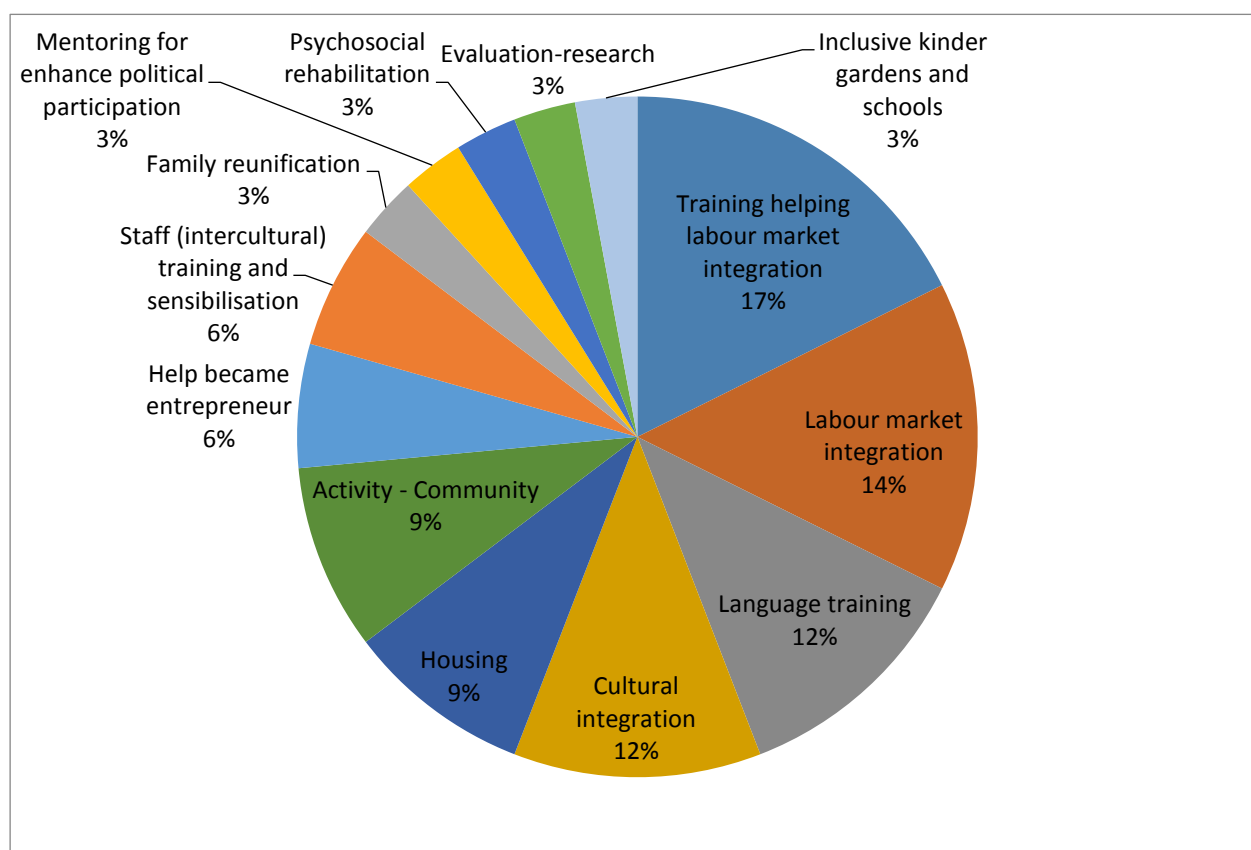
- a pilot project to support family reunification in Hungary;

- supporting migrants to become entrepreneurs;
- an extensive training and mentoring programme for migrants to enhance their political participation;
- training to orientate and integrate;
- specialists' migrant specific and intercultural training;
- community activity and cultural programmes e.g. ImmigroFeszt – the Inclusive City, World travel in the colourful village and the Colours Festival 3.0 (Annex II, Table 39).

In the third round there were 13 projects; nine were won by civil organisations, three by ecclesiastical organisations and one by a language school. The topics included

- psychosocial rehabilitation of traumatised and vulnerable foreigners;
- university-level official interpreter training and other Hungarian language training;
- training alternatives in the hope of marketable knowledge and jobs;
- supporting the labour market integration;
- housing for integration;
- developing local integration services in Budapest;
- preparing staff (Annex II, Table 40).

Figure 7 Frequency of topics, projects with target of integration (Asylum, Migration and Integration Fund) – all calls



Source: Annex II, Table 42

Most of the projects with the aim to integrate, target training to help labour market integration (17 %) and try to help the labour market integration in other ways (14 %). If language training (12 %) is considered as an important condition to get job, near half of the projects (46 %) target *the labour market integration* in some way. The second biggest group of projects promotes *cultural and community integration* (21 %), and the third most important topic is *housing* (9 % of projects tackle it).

4 EVOLUTION OF THE DEBATE IN THE COUNTRY

Media on refugees

Since the migration crisis of summer/early autumn 2015, the question of asylum seekers and refugees used to be an everyday topic in news media (TV channels, daily newspapers, electronic media). This was primarily in the public media (public service TV channel M1) where the topic is tackled first of all as *security issue (security threat)*, explaining also the need to maintain the emergency aspects. The webpage of *public television M1* offers 656 news/videos for the period 1 January 2013 – 27 August 2017) on searching *menekült* (refugee). The latest titles are: 'Italy is full, France does not ask from economic refugees' (14 July 2017); '13 illegal border invaders were caught in the territory of country by the police', source: police.hu; 'Bakondi: continuous pressure on the Serbian and also Romanian borders', (26 August 2017), etc.

Politically independent and left-wing media outlets (RTL Klub, index.hu, and before its termination, Népszabadság, the weekly ÉS (Life and Literature), etc.) try to present also the *humanitarian side* of the refugee crisis. Web searching on 'menekültek Magyarországon' (refugees in Hungary) offers 287 000 results; searching index.hu offers 1 036 results (some titles from August 2017: The number of asylum seekers in Hungary decreased to a tenth (18 August 2017); movie-like fights at the southern border (9 August 2017); Hungary is the world's first in fearing refugees (8 August 2017). On the webpage of cultural newspaper ÉS we can find articles such as Gábor Schein: Refugee mirror (15 October 2015); Interview with the Central European representative of UNHCR, Monserrat Feixas Vihé (19 May 2017), Paul Scheffer: The exodus and our conscience (4 December 2015), etc.). The latest short videos of RTL Klub 'Refugee' issues include 'parallel realities' (1 May 2017), 'Misleading and dangerous policy' (27 November 2015); 'Refugees could be useful' (30 October 2015).

Public opinion

Public opinion used to be formed mostly by public media (television) and the government campaigns. The slogans on giant roadside billboards (June 2015) were 'If you come to Hungary, don't take the jobs of Hungarians!' 'If you come to Hungary, you have to keep our laws.' Public opinion polls demonstrate the influence of the Hungarian government's campaigns: according to the opinion poll by Társi in 2010, only 29 %, in 2011 32 %, in 2013 36 %, and in 2014 39 % of Hungarians were characterised by xenophobia. In 2015 this was 41 % and at the end of 2016 their proportion increased again to 58 %. The percentage of those who expressed affection for foreigners in 2010 was 12 %, in 2015 it was 6 % and in 2016 it was only 1 % (Társi Omnibusz (1992–2016)).

In May 2015 the Government launched the *National Consultation on Immigration and Terrorism*. The questionnaire sent by post to the population contained questions linking the danger of terrorism with migration, the money spent on migrants linking with the welfare of Hungarians.

Opinion polls. According to a survey conducted by the Századvég Institute in late September 2015 asking about the planned fence construction along the Croatian border, 66 % supported the plan (86 % on the right, 39 % on the left and 63 % in the centre). As a result of a poll conducted by Századvég in early November asking the question 'Do you tend to agree or disagree with a plan to distribute migrants arriving in the European Union based on a mandatory quota system?' 65 % tended to disagree and only 30 % agreed.

According to a survey published on 24 September, 2015 by *Nézőpont*, 87 % were opposed to illegal immigration, 55 % supported the border fence and 28 % supported the EU's quota system.

According to an *Ipsos* survey, between June/July and September 2015 there was a slight increase in the perception that migrants pose a threat to Hungary and thus should not be allowed to enter the country (from 64 % to 67 %); 53 % believe the current arrivals are motivated by war and 28 % think that economic and financial considerations are more dominant motivations for the arrivals, with the latter position enjoying a majority only in the Jobbik camp.³²

Referendum – October 2016. In 2016 a media campaign introduced the Referendum on 2 October on whether the EU should have the right to settle migrants in Hungary without the consent of parliament, yes or no? (It was a reaction to the decision of the European Council obliging Hungary to temporarily settle 1 294 asylum seekers while processing their applications for asylum)³³. Also, several opinion polls have been carried out since February 2016 on the issue of the quota (Annex II, Table 41). As a result of the referendum 43.77 % of the eligible voters cast a valid vote; there were 222 000 invalid votes. The overwhelming majority of voters – 3 233 000 persons (98.34 %) voted 'no' and 1.6 % voted in favour of quotas³⁴. *'The new unity is wide and strong'...* and the goal of this new unity is to *keep the country that is Hungary a Hungarian country*³⁵.

Civil society and NGOs

Civil society and the NGOs (civil and ecclesiastical) played important role in handling and mitigating the migration crisis in 2015.

In August and September 2015 when an increasing number of refugees gathered at Budapest Keleti train station, and when trains to Austria were suspended, it was mostly volunteers who tried to ease the situation (Kallius et al.). Without their help the humanitarian crisis would be much deeper. They were working in the transit zones opened at Budapest Keleti train station, tried to help the migrants, families, children, women, men trapped in Budapest. According to TÁRKI Omnibusz, in summer of 2015, thousands of Hungarian volunteers organised themselves to help the asylum seekers that crossed the country, 3 % of the population took part in the aid work and 7 % claimed to have an acquaintance who had participated (Tárki, 2016, p. 101).

Also civil and ecclesiastical organisations helped the asylum seekers in the transit zones and the already recognised refugees in the reception centres. The care of refugees and their integration rely mostly on civil and ecclesiastical organisations; they work with several volunteers (e.g. language teachers, interpreters).

³² The Budapest Times (18 March 2016) <http://www.budapesttimes.hu/2016/03/18/anti-migrant-campaigns-bend-public-minds>

³³ The government – together with the Slovakia – challenged the legality of the European Council decision on relocation quotas at the Court of Justice of the European Union

³⁴ See articles: Viktor Orbán explains what the October 2nd referendum was really about, 18 OCTOBER 2016, <http://budapestbeacon.com/politics/viktor-orban-explains-what-the-october-2nd-referendum-was-really-about/41157>

³⁵ This was said by the Prime Minister in parliament, opening the debate over the amendment to the Fundamental Law he submitted. See: <http://www.miniszterelnok.hu/the-new-unity-is-wide-and-strong/>

Political landscape and refugee crisis

The *ruling party* (FIDESZ – Hungarian Civic Alliance) together with its coalition party (KDNP, Christian Democratic People's Party) has clear policy.

Hungary's position represents the view that, before everything else, the focus must be on the protection of external borders and the need to concentrate on the external dimension of migration rather than relocation ... Hungary's firm position is that the solution to the current migrant situation cannot be any kind of automated distribution mechanism, partly because this will create a pull factor, and partly because it is not possible to prevent secondary movements. The main causes of migration must be dealt with outside the EU, and for this to occur, the strengthening of border protection must be assigned greater priority in order to ensure its effectiveness. At the same time, it is also Hungary's firm position that international protection should be provided for migrants suffering persecution and others genuinely in need of international protection. (Századvég, 2017/5; Kloppfer, p. 12))

The *Right-wing Movement for a Better Hungary* (Jobbik) has consistently advocated a *total ban* on resettlement of refugees and – in contrast to the ruling party – rejected even the selling of the so-called residency bonds. Jobbik – together with the other opposition party, the Hungarian Socialist party (MSZP) – did not vote in the parliament during the voting on the amendment of basic law in relation to reject EU quotas stipulating how many refugees and migrants must the Member States accept because the amendment did not concern the ban of residency bonds³⁶. The *Hungarian Liberal Party* (MLP) was the only political party to openly campaign in favour of the compulsory quota system and asked its supporters to vote 'yes' to the quota. Regarding the opposition parties, the Hungarian Socialist Party (MSZP) agreed that approval of the National Assembly was indispensable to the resettlement of migrants to Hungary, but also demanded referendums on other issues and a new land law. The Democratic Coalition (DK) argued also that, beside the migrant quota system, the government should hold referendums on other topics; otherwise they would call for a boycott.

Dialogue for Hungary (PM) called the government's referendum plan 'legal nonsense' and a 'desperate attempt to distract'. MSZP, PM, DK and Együtt called for a boycott. The party Politics Can Be Different (LMP) did not take a position on the issue³⁷. Several NGOs and left-wing opposition parties were calling on voters to either boycott the referendum or cast an invalid vote in October 2016. As a result, the amendment of the basic law could not get the ⅔ majority as from the 199 members of parliament only 131 members voted positively for the modification and it would be needed to receive 133 'yes' votes. Jobbik and MSZP did not vote at all, and three members in opposition voted 'no'.

³⁶ The amendment of the basic law could not get the ⅔ majority as from the 199 members of parliament only 131 members voted positively for the modification and it would be needed to receive 133 'yes' votes. Jobbik and MSZP did not vote at all, three members of the opposition voted with 'no'

<http://www.origo.hu/itthon/20161108-szavazott-az-orszaggyules-az-alaptorveny.html>

³⁷ Hungarian migrant quota referendum, 2016,

https://en.wikipedia.org/wiki/Hungarian_migrant_quota_referendum,_2016#cite_note-11

5 CONCLUSIONS AND POLICY RECOMMENDATIONS

Conclusions

*Hungary is a country located at the crossroads of migratory movements in Central Europe and along the Eastern border of the European Union. During the migration crisis in 2015 an unprecedented number of asylum seekers (177 135 persons) entered Hungary and the number of **irregular border crossings** also reached their peak (441 515 persons). It represented close to 14 % of all first-time asylum seeker applications in the EU, the largest share following that of Germany. Relative to its population, in 2015, Hungary received the largest number of asylum applications in the EU. Due to the radical measures of the Hungarian government (closure of southern border and by *extending the emergency situation caused by mass immigration* the number of asylum seekers in Hungary drastically decreased (to 1 979 persons in the first half of 2017). The *refugee recognition rate* (according to UNHCR methodology) used to be extremely low, in 2013–2015 it was only around 4 %, in 2016 it was 3 % and in the first half of 2017 it was only 1.68 %. The *rejection rate* reached its peak in 2016: it was near to 96 %.*

*It is important to emphasise that Hungary is not a destination for the asylum seekers, it is a transit country on their way into western Europe; many people applying for asylum in Hungary leave for other Schengen countries without even waiting for the result of Hungarian authorities' decision. As in Hungary it is very difficult to sustain a family, pay the rent of a house even in the case of having a job, the majority of those who achieve protected status leave the country during the support period. It means that *only few remain in Hungary, who would need to have support in their (real) integration*. On 30 June 2017 in Hungary had 3 375 refugees and persons with subsidiary protection status, which used to be only 1.87 % of all (types of) migrants and settled people, including foreign residents in Hungary beyond three months. So, when we speak of integration of people under international protection we speak about a little more than 3 000 persons!*

The *main source to support integration* used to be the AMIF created by the European Commission for the period 2014–2020. Additional support to assist recognised refugees to integrate into the labour market and society in addition to the EU funds came from charity and NGO (civil, ecclesiastical, international) organisations. The projects helping reception are mostly run by the authorities – the Asylum and Migration Office and its institutions; the projects promoting integration are run only by civil organisations.

High motivation and conscientiousness of the staff working with refugees

The interviews carried out within the framework of present research show that the staff working with refugees are *highly motivated in all types of institutions*. Behind the compulsory tasks, staff help with a lot of other issues (interviews with district level family support and child welfare centre). The projects helping refugees' integration could not be successful without the full support of staff assisting in the activities and clients independently from whether they are officially named (financed) by the project or not. Kalunba also employs refugees integrated previously by the same organisation (interview with Acsai, Kalunba). The *conscientiousness of persons working with asylum seekers and refugees mitigate the difficulties they have to face, not least the serious psychosocial stress*.

Cooperation of stakeholders

The other lesson based on interviews within the present research is that the *cooperation of stakeholders* is of great importance and it also happens today (the district level family support and child welfare centre reported its cooperation with the Asylum and Immigration office, Budapest Methodological Social Centre (BMSZKI) and Menedék; Kalunba cooperates with several other ecclesiastical organisations; BMSZKI reported its cooperation with Menedék Hungarian Association for Migrants, Baptist Aid, The Lutheran Diaconia; district level family support centres, Jesuit Refugee Service (see all interviews)).

Factors which make the asylum seekers' situation difficult

Low processing capacity in the transit zones

As consequence of the new rules, on 12 June 2017 the Immigration and Asylum Office hosted 463 asylum seekers in its facilities, among them 379 people in the (two) transit zones³⁸. *Due to the low processing capacities asylum seekers – including families with small children – have to wait outside the transit zones in difficult circumstances.*

Care in transit zones only during the first application

The houses previously planned for 50 persons at spring 2017 have been enlarged to accommodate 250 persons. Here the asylum seekers are entitled to spend three months. During the assessment of first application, asylum seekers are given food and accommodation. After rejection – during a possible second application process – they can only receive accommodation.

Difficulties in monitoring transit zones

The procedures in the transit zones are monitored by UNHCR and its NGO partners – Menedék Hungarian Association for Migrants and the Hungarian Helsinki Committee (HHC). According to UNHCR, monitoring has not always been possible because of difficulties in obtaining full and unimpeded access to the transit zones (UNHCR (2016), 21).

Use of accelerated procedures

Also, UNHCR reports asylum applications declared inadmissible the same day that they were submitted to the transit zone, with no individual assessment of cases. They include an order for expulsion and for a one-year or two-year entry ban to the EU to be entered as an alert in the Schengen Information System (UNHCR, 2016; 21 and 25).

Factors which make integration in Hungary difficult

Decrease of time to be spend in refugee centre (one month)

Following the decision, asylum seekers getting any kind of protection status go to the reception centre in Vámoszabadi (previously also in Bicske). They have right to remain here only 30 days and to prepare themselves for life outside the centre. The authorities consider 30 days sufficient as the official time to receive identity documents (ID card, social security card, etc.) lasts 28 days and the symptoms of 'hospitalisation' could be avoided too. In the

³⁸ From 463 asylum seekers, 8 were at open reception centres, 76 were detained in asylum detention centres, and a total of 379 people were detained in the two transit zones. (Magyar Helsinki Bizottság, 2017). (Detention centres for asylum seekers are in Tompa, Röske, Békéscsaba, Nyírbátor, Kiskunhalas. Immigration detention takes place in Győr, Budapest, Nyírbátor, Kiskunhalas.)

reception centre people are entitled to accommodation, board, travel allowances and health care. At the present time, financial support is given for leaving the country permanently.

Factors making life difficult after the reception centre

Legal amendments in March 2016 – restrictions

According to the legal amendments submitted by Ministry of Interior to the parliament, beneficiaries of *international protection* ***should not have greater advantages than Hungarian nationals***. Such (cash) benefits as monthly pocket money, educational allowances and financial support for housing were stopped. Refugees and persons admitted for subsidiary protection are entitled to social aid and support provided for by law and local regulations under the same terms as to Hungarian citizens.

Maintaining independent housing

Even if somebody has access to a job, due to the low wage level in Hungary it is not easy to maintain independent housing, to pay rent. As the practice of the so-called integration agreement – giving some kind of financial support tool – stopped, refugees have the only possibility to rely, with the only exception of BMSZKI run by Budapest municipality, on the civil and ecclesiastical organisations to have accommodation after leaving the reception centre, but they offer only temporary help.

Constraints to finding proper job

It is not easy finding job either, despite that the labour market demand is growing and the country struggles with a labour shortage. The main constraints are the lack of knowledge of the Hungarian language and the lack of proper education (although civil and ecclesiastical organisations try to help offering language courses and professional courses). Most of the projects financed by EU funds target labour market integration and training.

Fear and distrust of Hungarians

Even with a proper qualification, the applicant for a job has to face with the xenophobic feelings (and fear) of the Hungarian common rank people. The problem is the same when looking to rent an apartment.

Policy recommendations

Asylum seekers and refugees' reception and integration policies

Increase the role and responsibility of the state in the integration

The role of state would be very important in handling the issues of refugees and the questions of integration.

The integration should be the duty of the state as well and not only the duty of the civil and other NGOs. The state should guarantee supported workplaces, language training, supported housing (interview with Podina). The role of civil organisations could be only complementary to the state role (interview with Acsai). The state main tool to integrate refugees was the practice of an 'integration agreement' between the state and refugees. It meant financial support for two years; during this time the refugee could prepare for self-reliance and an independent life. As this kind of financial support has stopped, other support programmes run by civil and ecclesiastical organisations have started to be the main tools for integration. Despite the practice of the integration agreement having its weaknesses, its elimination left a vacuum. The previous practice needs to be restored with changes – 'a model guaranteeing

gradually decreasing financial support based on a contract between the state and the recognised refugee or person with subsidiary protection status' (Magyar Helsinki Bizottság (2017), p. 35).

Asylum seekers' reception policies are highly politicised, the refugees' integration policies to a lesser extent. The security factors dominate the reception policies (and strategies) over humanitarian factors. Regarding integration policies, the principle of 'equal rights with the Hungarian nationals' dominates. Notwithstanding this, a possible positive discrimination could be justified by refugees' precarious situation.

Highly competent and high-sensibility staff with enough capacity

It is very important to strengthen migration-specific intercultural and anti-discrimination training in public administration, to raise professional levels and the sensibility of staff (including police and staff on borders and transit zones, in detention and refugee centres and other local government, civil or ecclesiastical organisations). It would also be important to increase the capacity (number) of staff, which would (possibly) also help to ease fluctuations.

Transit zones and integration – measures to start integration in the transit zone

A revision of the period to reach self-reliance is needed in the case of persons receiving protected status.

The time allowed to spend in a reception centre is too short, notwithstanding that the authority has its own explanations and reasons. It is difficult to prepare well to enter into the external life over 30 days. They need to be provided with proper language courses, programmes for cultural orientation and information while in the reception centre. Already in the transit zone better information is needed for the refugees on the possibilities and on the stakeholders running the integration programmes. At the moment several organisations **compete** to offer certain (mostly fragmented) support. The future clients should choose among them. It would also be necessary to prepare refugees to help them to choose.

Extension of integration policy and measures

The integration policy should also be extended after the period when the projects financed by the AMIF are finishing. It is big problem what will happen afterwards, first of all after the supported housing ends. Several bodies (municipality agencies, civil and religious organisations) are running such projects but after they finish – with the exception of those few refugees who could get a decently paid job – refugees find themselves in real trouble.

Increasing complexity of programmes

There are several – mostly fragmented – projects trying to help the integration run by different organisations (see Annex II Chapter 3) but without services regarding a number of targets. Complex projects would be needed to promote the integration, which would include language and other training, housing support, job finding support, help in administrative procedures, cultural issues, etc. (interview, Acsai).

Key importance of teaching the Hungarian language from the beginning

Almost all stakeholders working with the integration of refugees agree that it is essential to guarantee real access to Hungarian language teaching and as early as possible. To be efficient, the proper quality, methodology and timetable of courses are important (interview, Acsai).

Special – simplified proceedings to finish professional studies in Hungary

Help would also be needed so that adult refugees can continue and complete their studies in Hungary, and to elaborate tests to be able to recognise their already obtained qualifications even in the absence of documents (Magyar Helsinki Bizottság, 2017, p. 39).

Special focus on the vulnerable groups

There should be more attention and special measures paid to the vulnerable groups of refugees, first of all to women and children, among them the unaccompanied children.

Need to regulate ‘vis major’ regarding EU funds

In the case of funds such as the Asylum and Migration Fund and EU Funds, it would be good to regulate the case of *vis major* which can happen if there is a change in the national systems or regulations. For example in Hungary the integration system has changed during the validity (running) of the projects financed by the funds, meaning also the changes in external conditions and the refugees’ needs (interview with Acsai).

Data collection and research

The basic data on all kinds of migration (including asylum seekers and refugees) are collected by the Immigration and Asylum Office, and edited monthly data is published on the web page. Also, the Hungarian police collect data on unlawful entrances and detentions. The Hungarian Statistical Office (KSH) gathers and presents data according to Eurostat requirements and also presents analyses on the situation (KSH, 2016). There are several – mostly civil – organisations and research institutes producing reports and results from their own monitoring. Notwithstanding this, according to one of organisations with a critical voice ‘systematic monitoring of the health system, education and social services would be needed from the special point of view of the integration of refugees too’ (Magyar Helsinki Bizottság, 2017, p. 35).

Need of a systematic survey and research on integration

To get an exact and full picture on the integration of refugees in Hungary there could be need for (i) a *survey on integration of refugees with the help of a questionnaire* (asking refugees with an address in Hungary) and (ii) *structured interviews with all relevant civil and ecclesiastical organisations* dealing with integration and carrying out projects financed by the Asylum and Migration Fund.

MAIN REFERENCES

- Amnesty International (2015) Hungary: fenced out. Hungary's violations of the rights of refugees and migrants, <file:///C:/Users/Herminal/Downloads/EUR2726142015ENGLISH.pdf>
- Amnesty International (2017)) Amnesty International Report 2016/2017 – Hungary <http://www.refworld.org/cgi-bin/tehis/vtx/rwmain?page=country&docid=58b033f23d&skip=0&coi=HUN&querysi=integration&searchin=fulltext&sort=date>
- Anna, Varga (2016) Szeged Ma, 17 August 2016, <http://szegedma.hu/hir/szeged/2016/08/niedermuller-peter-a-menekultugyi-eljaras-lassusaga-nem-a-szakmai-munkan-hanem-a-politikan-mulik.html#more-656777>
- Dr. Ágnes Töttös: Family reunification rules in the European Union and Hungary, <http://migrationtothecentre.migrationonline.cz/en/family-reunification-rules-in-the-european-union-and-hungary>
- Eurostat (2017) Migrant Integration 2017 , <http://ec.europa.eu/eurostat/web/products-statistical-books/-/KS-01-17-539>
- Eurostat (2016) A migrációra és a migráns népességre vonatkozó adatok - http://ec.europa.eu/eurostat/statistics-explained/index.php/Migration_and_migrant_population_statistics/hu
- Gábor Gyulai (2009) Practices in Hungary concerning the granting of non-EU-harmonised protection status, Migrációs Hálózat, 2009 September, http://emnhungary.hu/sites/default/files/non_eu_harmonised_protection_statuses_hungary_final1.pdf
- Gábor Bernáth and Vera Messing (2016) Infiltration of political meaning production: security threat or humanitarian crisis? The coverage of the refugee 'crisis' in the Austrian and Hungarian media in early autumn 2015, CEU School of Public Policy
- <https://www.ceu.edu/sites/default/files/attachment/article/17101/infiltrationofpoliticalmeaningfinalizedweb.pdf>
- Hungary today (2017) MANUFACTURED HYSTERIA OR CONSTANT DANGER? – HUNGARIAN NEWSPAPERS STILL DIVIDED OVER MIGRANT CRISIS, 10/08/2017, <http://hungarytoday.hu/news/manufactured-hysteria-constant-danger-hungarian-newspapers-divided-over-migrant-crisis-11609#>
- Hungarian Helsinki Committee (2017) Pushed Back at the Door: Denial of Access to Asylum in Eastern EU Member States, http://www.helsinki.hu/wp-content/uploads/pushed_back.pdf
- Hungarian Partnership Agreement for the 2014-2020 programme period, 2 of July 2013, file:///C:/Users/Herminal/Downloads/PA_final_draft_EN_20130701.pdf
- HVG (2016) Elképesztő szintre nőtt az idegenellenesség Magyarországon, HVG , 17 Nov 2016, http://hvg.hu/itthon/20161117_elkepeszto_az_idegenellenesseg_Magyarorszagon
- IMF (2016) The Refugee Surge in Europe: Economic Challenges. IMF Staff Discussion Note. January 2016, <https://www.imf.org/external/pubs/ft/sdn/2016/sdn1602.pdf>

- IMF (2016 April) HUNGARY 2016 ARTICLE IV CONSULTATION—PRESS RELEASE; STAFF REPORT; AND STATEMENT BY THE EXECUTIVE DIRECTOR FOR HUNGARY <https://www.imf.org/en/Publications/CR/Issues/2016/12/31/Hungary-2016-Article-IV-Consultation-Press-Release-Staff-Report-and-Statement-by-the-43878>
- Independent (2016) Márton Dunai, Hungary's nationalist Jobbik party to resubmit measure to ban resettlement of refugees, 14/11/2016, <http://www.independent.co.uk>
- Independent (2017) Dearden, Lizzie, Hungarian parliament approves law allowing all asylum seekers to be detained, 7/03/2017, Independent, <http://www.independent.co.uk>
- Index (2017) András Földes: Hungary's transit zones are prisons where pregnant women are handcuffed and children go hungry, Index, 03/08/2017
- IOM (2017) Migration issues in Hungary, <http://www.iom.hu/migration-issues-hungary>
- Kallius, Annastiina, Daniel Monterescu and Prem Kumar Rajaram (2016), 'Immobilizing Mobility. Border Ethnography, Illiberal Democracy and the Politics of the "Refugee Crisis" in Hungary', American Ethnologist, 43/1, pp. 25–37.
- <http://www.ksh.hu> - Statistical data on asylum seekers and persons under international protection in Hungary, 2013-2017, http://www.ksh.hu/docs/hun/xstadat/xstadat_evkozi/e_wvn001.html
- KSH (2016) Menekültek a világban, Statisztikai tükör, 25 July 2016, <http://www.ksh.hu/docs/hun/xftp/stattukor/menekult15.pdf>
- Magyar Helsinki Bizottság (2017) A menekültvédelem jövője Magyarországon, Magyar Helsinki Bizottság, http://www.helsinki.hu/wp-content/uploads/A_menekultvedelem_jovoje_Magyarorszagon_Web_black.pdf
- Magyar Helsinki Bizottság (2017 július) Magyar menekültügy a számok tükrében, 2017. július 1. <http://www.helsinki.hu/wp-content/uploads/Magyar-menekultugy-a-szamok-tukreben-2017-julius-1.pdf>
- Migrant Integration Policy Index (MIPEX) 2015, <http://www.mipex.eu>
- MSF (2017) Hungary: Widespread Violence Against Migrants and Refugees at Border, <http://www.doctorswithoutborders.org/article/hungary-widespread-violence-against-migrants-and-refugees-border>, March 08, 2017
- Napi.hu (2016) Menekültválság: ennyi pénzt kap Magyarország Brüsszeltől, 22/1/2016, http://www.napi.hu/magyar_gazdasag/menekultvalsag_ennyi_penzet_kap_magyarorszag_brusszeltol.609063.html
- Sándor Pintér Dr (2017) Border protection agencies fully prepared for entry into force of reinforced legal border closure, March 27, 2017, <http://www.kormany.hu/en/ministry-of-interior/news/border-protection-agencies-fully-prepared-for-entry-into-force-of-reinforced-legal-border-closure>
- Political Capital (2017) Recent changes in refugee-related policy in Hungary, 04/05/2017
- Századvég (2017/5), Ádám Kloppfer: The quota lawsuit, <https://szazadveg.hu/uploads/media/595277dff1266/szazadveg-foundation-focusing-on-hungary-052017.pdf>
- Origo (2017) Bővítették a röszkei tranzitónát, Origo, 2017.04.06., <http://www.origo.hu/itthon/20170406-tobb-migranst-fogad-be-a-roszkei-tranzitzona.html>

- TÁRKI (2016) Bori Simonovits and Anikó Bernát ed. The social aspects of the 2015 migration crisis in Hungary, March 2016, http://www.tarki.hu/hu/news/2016/kitekint/20160330_refugees.pdf
- Tárki Omnibusz (1992-2016), http://www.tarki.hu/hu/news/2016/kitekint/20160404_idegen.html
- UNHCR (2012), UN High Commissioner for Refugees, *Hungary as a country of asylum. Observations on the situation of asylum-seekers and refugees in Hungary*, 24 April 2012, available at: <http://www.refworld.org/docid/4f9167db2>.
- UNHCR (2016) UN High Commissioner for Refugees, Hungary as a country of asylum, May 2016, <http://users.ecs.soton.ac.uk/harnad/Hungary/2016UNCHR.pdf>
- UNHCR – Asylum in Hungary, http://helsinki.hu/wp-content/uploads/Infleaflet_english.pdf
- Zsuzsa Blaskó- Károly Fazekas ed. (2016) The Hungarian Labour Market 2016, MTI KRTK

ANNEXES

ANNEX I - LIST OF (LEGAL) DOCUMENTS

- Act I of 2007 on the Entry and Stay of Third Country Nationals
- Act II of 2007 on the Entry and Stay of Third Country Nationals
- Act LXXX of 2007 on Asylum
- Act CXXXV of 2010 (XI. 22)
- *Act LXXXIX of 2007 on the State Border* as amended by *Act CXXVII of 2015*
- *Act CXL of 2015* extended the 10 meters band to 60 meters.
- Act XXXIX of 2016 on the amendment of certain acts relating to migration and other relevant acts
- *Act XCIV of 2016* (VI.13) on the amendment of necessary modification in order to the broad application of the border procedures
- AIDA Asylum Information Database, <http://www.asylumineurope.org>
- Commission Decision C(2015)1680 approving the national programme of Hungary for support from the Asylum, Migration and Integration Fund for the period from 2014 to 2020
- COMMISSION IMPLEMENTING DECISION of 14.12.2015 amending Commission Decision C(2015)1680 approving the national programme of Hungary for support from the Asylum, Migration and Integration Fund for the period from 2014 to 2020
- <http://ec.europa.eu/transparency/regdoc/rep/3/2015/EN/C-2015-9397-F1-EN-MAIN-PART-1.PDF>
- Commission Decision C(2015)1680 approving the national programme of Hungary for support from the Asylum, Migration and Integration Fund for the period from 2014 to 2020
- COMMISSION IMPLEMENTING DECISION of 14.12.2015 amending Commission Decision C(2015)1680 approving the national programme of Hungary for support from the Asylum, Migration and Integration Fund for the period from 2014 to 2020, Brussels, 14.12.2015 C(2015) 9397 final
- <http://ec.europa.eu/transparency/regdoc/rep/3/2015/EN/C-2015-9397-F1-EN-MAIN-PART-1.PDF>
- COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS European Agenda for the Integration of Third-Country Nationals, Brussels, 20.7.2011 COM(2011) 455 final
- Government Decree 114/2007 (V.24) on the implementation of Act II of 2007
- Government Decree no. 301/2007 (X.9) on the implementation of Act LXXX of 2007 on asylum
- Government Decree 290/2010. (XII.21)
- Government Decree 62/2016 (III.31) on amending certain migration and asylum related Government Decrees

- Government Decree 63/2016 (III.31) on amending Government Decree 191/2015 (VII.21) on national designation of safe countries of origin and safe third countries
- Government decree 1691/2013. (X. 2.) on accepting 7-years strategy connected to Internal Security Fund
- Government decree 1698/2013. (X. 4.) on accepting 7-years strategy connected to the Asylum, Migration and Integration Fund.
- The Migration Strategy and the seven-year strategic document related to Asylum and Migration Fund established by the European Union for the years 2014-2020, <http://belugyialapok.hu/alapok/sites/default/files/Migration%20Strategy%20Hungary.pdf>

List of stakeholders interviewed

Name	Position	Organisation	Date of interview	Place of interview
Ms Zsuzsanna Puskás	Integration Associate	UNHCR	03/08/2017	Budapest 1022 Felvinci út 27
Ms Andrea Podina	professional manager	Metropolitan Municipality Methodological Social Centre of Budapest (BMSZKI) and its Institutions Refugees' housing programme	7/8/2017	Budapest 1134 Dózsa György út 152
Ms Gabriella Dézsi	administrator	Immigration and Asylum Office, Directorate of Asylum Department of Care and Integration	7/8/2017	Budapest 1117 Budafoki út 60
Mr Balázs Acsai	founder	Kalunba Social Services Nonprofit Ltd	8/8/2017	Budapest 1073 Budapest, Erzsébet körút 5
anonym	associate	District family support and child welfare centre Budapest	30/07/2017	

ANNEX II - ADDITIONAL TABLES/FIGURES

Tables Chapter 1. Evolution of the inflows of refugees

Table 1 Hungary- Evolution of number of asylum applicants, persons with refugee, subsidiary protection and admission status³⁹ 2010-2016 (Number of persons)

Year	<i>Asylum-applicants</i> in the year (1)	First-time applicants (2) for international protection	Persons with refugee status received in the given year (3)	Persons with Subsidiary protection status received in the given year (3)	Persons with admitted (tolerated) status received in the given year (3)
2010	2 104	...	83	132	58
2011	1 693	...	52	139	14
2012	2 157	...	87	328	47
2013	18 900	18 565	198	217	4
2014	42 777	41 215	240	236	7
2015	177 135	174 435	146	356	6
2016	29 432	28 215	154	271	7
2010-2016 total	274 198		960	1 679	143
2017 January-June (4)	1 979		46	275	

Source: (1) KSH, http://www.ksh.hu/docs/hun/xstadat/xstadat_eves/i_wvn003.html, downloaded 23/07/2017

Note: The Eurostat data are slightly different: 2010: 2095; 2011: 1690; 2012: 2155; 2013: 18895; 2014: 42775 ; 2015: 177135; 2016: 29430

source: <http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tps00191&plugin=1>, downloaded 28/07/2017

(2) <http://ec.europa.eu/eurostat/tgm/refreshTableAction.do?tab=table&plugin=1&pcode=tps00191&language=en>, downloaded 28/07/2017

(3) Source: KSH, http://www.ksh.hu/docs/hun/xstadat/xstadat_eves/i_wvn003.html, downloaded 23/07/2017

³⁹ "befogadott" - tolerated status - the Hungarian Central Statistical Office (KSH) translates to English as "admitted" status

Table 2.b Definition of used key concepts

Refugee status (menekült)	"A person who has a well-founded fear of being persecuted in his/her country of origin because of his/her race, religion, nationality, political opinion or membership in a "particular social group". <i>Refugee status</i> offers a status similar to that of a Hungarian citizen, but has not right to vote. The refugee gets travel documents, ID and address card, has the right to work and bring family here. Children have access to school. He/she get also some help with integration. The <i>mandatory and automatic revision of refugee status at least every three years was introduced in 2016</i> .
Subsidiary protection status („oltalmazott")	It is similar to the refugee status; a person is eligible for subsidiary protection status if he/she does not qualify legally to the refugee status but in case of returning home would face a real risk of suffering serious harm (death penalty; torture, inhuman or degrading treatment or punishment or faces serious threat because of indiscriminate violence in an armed conflict). He/she gets ID card, address card and can work, has the right to bring family here if has work and earns enough money, his/her children have access to school. He/she will also get some help with integration. The person with subsidiary protection status has not right to vote. Subsidiary protection status must be reviewed every three years.
Temporary (humanitarian) protection status ("menedékes")	It may be granted to groups leaving their home country in masses, on the basis of the decision of the Council of the European Union or the Government. Parliament grants <i>temporary protection</i> to foreign nationals arriving to Hungary in masses on account of being forced to flee their country due to an armed conflict, civil war, ethnic conflict or the general, systematic and gross violation of human rights, in particular torture, or cruel, inhuman or degrading treatment." (see: www.bmbah.hu). This status is granted for a year, with the possibility to prolong. Under the humanitarian protection he/she cannot work and cannot bring family here.
Tolerated status	(„befogadott" according to the English translation of Hungarian Central Statistical office is „admitted" status) is granted to asylum seeker who is not entitled to refugee, subsidiary nor temporary protection status, but he/she cannot be returned to his/her country of origin as is threatened in his/her country of origin on account of race, religion, nationality, political opinion, etc. and there is not a third country to send him/her. This kind of protection status "based on a more general (not individualised) risk of harm in the country of origin." In case of previously acquired work permit they are allowed to work but are not entitled to get Hungarian travel document. Bad economic or environmental conditions in country of origin do not usually give a right to any of these forms of protection.

Table 2 % of first time applicants

	2010	2011	2012	2013	2014	2015	2016
% of first time applicants	98.3	96.4	98.5	95.9

Source: <http://ec.europa.eu/eurostat/tgm/refreshTableAction.do?tab=table&plugin=1&pcode=tps00191&language=en>, downloaded 28/07/2017

Table 3 Number and yearly change of registered asylum seekers and illegal border crossings, 2014-2017

	2014	2013/ 2014	2015	2014/2015	2016	2015/2016	2017 1st half	2016/2017 1st half
Number of registered asylum seekers and change over the same period of the previous year	42 777	+126%	177 135	+314%	29 432	- 83%	1 937	-91%
Number of illegal border crossings ^{and} and change over the same period of the previous year	n.a.		413 043	na	19 069	-95%	304 (2017.Jan-Febr)	-90% (2016/2017.Jan-Febr)

Statistics of the Bevándorlási és Menekültügyi Hivatal [Immigration and Asylum Office] http://www.bmbah.hu/index.php?option=com_k2&view=item&layout=item&id=177. Last accessed 29 March, 2017

Rendőrség: Határrendészeti helyzetkép 2016. I-XII. [Police: Snapshot of the situation at the border 2016. I-XII.] http://www.police.hu/sites/default/files/hatarrendeszet_hk_2016_12.pdf. Last accessed 1 March, 2017

Table 4 Number of asylum-applications and blocked entries, July-December 2016

2016	July	August	September	October	November	December	Total
Asylum-applications	1 866	1 402	1 118	1 198	728	629	6 941
Blocked entries	4 369	4 017	2 354	3 102	2 365	3 012	19 219

Source: Hungarian Helsinki Committee (2017), p. 13

Table 5 First instance decisions⁴⁰ on applications, Extra-EU28

	2010	2011	2012	2013	2014	2015	2016	2010/2016
Total positive decisions	260	155	350	360	510	505	430	2 570
Rejected	785	740	750	4 180	4 935	2 915	4 675	18 980
Total	1 045	895	1 100	4 540	5 445	3 420	5 105	21 550

<http://appsso.eurostat.ec.europa.eu/nui/setupDownloads.do> migr_asydcfst

⁴⁰ Data on decisions on asylum applications are available for two instance levels, namely first instance decisions and final decisions. **First instance decision** means a decision granted by the respective authority acting as a first instance of the administrative/judicial asylum procedure in the receiving country. **Final decision on appeal** means a decision granted at the final instance of administrative/judicial asylum procedure and which results from the appeal lodged by the asylum seeker rejected in the preceding stage of the procedure

Table 6 First instance decisions on applications, according to granted type of status (EUROSTAT)

	2010	2011	2012	2013	2014	2015	2016	2010/2016
Refugee (Geneva Convention status)	75	45	70	175	240	145	155	905
Subsidiary protection status	115	100	240	185	250	355	270	1 515
Humanitarian status	70	10	40	5	20	5	5	155
Total	260	155	350	365	510	505	430	2 575

<http://appsso.eurostat.ec.europa.eu/nui/setupDownloads.do> migr_asydcfsta

Table 7 Suspension, rejections, pending cases, detention, 2015-2016

Year	Suspension	Rejection	Pending applications (31 dec)	Number of detentions ordered
2015	152 260	2 917	36 694	2 393
2016	49 479	4 675	3 413	2 621

Source: Magyar Helsinki Bizottság (2017)

<http://www.helsinki.hu/wp-content/uploads/Magyar-menekultugy-a-szamok-tukreben-2017-julius-1.pdf>

Table 8 Measures taken by Hungarian law enforcement authorities against irregular migrants, based on the "8 km" rule, 2017 first half

Measures	Number of persons
Blocked entries at the border fence	5 955
Escorts to the external side of the border fence	3 982
Irregular migrants apprehended	50
Total	10 486

Source: Magyar Helsinki Bizottság (2017)

<http://www.helsinki.hu/wp-content/uploads/Magyar-menekultugy-a-szamok-tukreben-2017-julius-1.pdf>

Table 9 Asylum-seekers and accepted applications over the population rate

	2010	2011	2012	2013	2014	2015	2016
Asylum-applicants as a % of population	0.02	0.02	0.02	0.19	0.43	1.80	0.30
% of <i>asylum-applicants</i> receiving or refugee status, or subsidiary protection or admission status as % of population	0.0027	0.0021	0.0047	0.0042	0.0049	0.0052	0.0044
Asylum-seekers per 100 000 population	21	17	22	191	433	1797	299
Accepted applications per 100 000 population	3	2	5	4	5	5	4

<http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tps00001>, downloaded 28/07/2017, Population 1st January 2010 -10014324; 2011 – 9985722; 2012- 9931925; 2013 – 9908798; 2014 - 9877365 ; 2015 – 9855571; 2016 - 9830485 persons source:

<http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tps00001>

Table 10 Refugee recognition rate, total recognition rate and rejection rate

	Applicants (asylum-seekers, person (2))	Refugee status, persons (3)	Subsidiary protection, persons (3)	Humanitarian protection, persons (3)	Rejection, persons (3)	Refugee recognition rate, %	Total recognition rate, %	Subs. Prot. rate, %	Hum. Prot. rate, %	Rejection rate, %
2017 1st half (1)	321	46	275	0	2 417	1.68	11.72	10.04	0	88.27
2016	29 432	154	271	7	4 675	3.01	8.46	5.30	0.13	91.53
2015	177 135	146	356	6	2 915	4.27	14.84	10.40	0.18	85.16
2014	42 777	240	236	7	4 935	4.43	8.91	4.36	0.13	91.09
2013	18 900	198	217	4	4 180	4.31	9.11	4.72	0.09	90.89
2012	2 157	87	328	47	750	7.18	38.12	27.06	3.88	61.88
2011	1 693	52	139	14	740	5.50	21.69	14.71	1.48	78.31
2010	2 104	83	132	58	785	7.84	25.80	12.48	5.48	74.20

Calculations based on

(1) <http://www.asylumineurope.org/reports/country/hungary/statistics>

(2) KSH, http://www.ksh.hu/docs/hun/xstadat/xstadat_eves/i_wvnv003.html, downloaded 23/07/2017

Note: The Eurostat data are slightly different: 2010: 2095; 2011: 1690; 2012: 2155; 2013: 18895; 2014: 42775; 2015: 177135; 2016: 29430

source: <http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tps00191&plugin=1>, downloaded 28/07/2017

(3) Source: KSH, http://www.ksh.hu/docs/hun/xstadat/xstadat_eves/i_wvnv003.html, downloaded 23/07/2017

Methodology notes. Refugee Recognition rate, total refugee recognition rate and rejection rate according to UNHCR: In the absence of an internationally agreed methodology for calculating recognition rates, UNHCR uses two rates to compute the proportion of refugee claims accepted during the year. The Refugee Recognition Rate is the % of persons granted refugee status in the sum of all granted protection cases and rejected cases; the Total Recognition Rate is the % of the total number of accepted cases (refugees and other complementary protected) in the % of sum of all granted protection+rejected cases. The rejection rate is calculated as follows: 100 minus

(the total number of accepted cases divided by the total number of accepted cases+number of rejected cases/100).

See more: <http://www.unhcr.org/4ce531e09.pdf>

Table 11 Asylum-seeker arriving from war-zone, 1st half 2017

	Refugee status	Subsidiary protection	Rejection	Refugee recognition rate	Total recognition rate	Subsidiary protection rate	Rejection rate
Afghanistan	9	108	1 058	0.77	9.96	9.19	90.04
Iraq	7	31	274	2.55	12.18	9.94	87.82
Syria	4	107	573	0.70	16.11	15.53	83.89
Somalia	1	7	3	9.09	72.73	63.64	27.27

Calculation based on data of Magyar Helsinki Bizottság (2017)

Table 12 Immigration into Hungary by citizenship, 2010/2015, number of persons

	2010	2011	2012	2013	2014	2015
Hungarian	1 635	5 504	13 362	17 718	28 577	32 557
EU-28 countries	:	:	:	10 448	10 537	10 549
Non-EU-28 countries	:	:	:	10 802	15 451	15 221
Stateless	0	0	0	0	7	8
Unknown citizen	171	209	1	0	9	9
Total	25 519	28 018	33 702	38 968	54 581	58 344

<http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>, downloaded at 26/07/2017

http://ec.europa.eu/eurostat/statistics-explained/index.php/Migration_and_migrant_population_statistics

Note: The Hungarian migration data for 2015 does not include asylum-seekers, but it includes refugees

Table 13 Non-national populations by group of citizenship, January 1st, 2016

	Number of persons	% of total foreign citizens	% of population
Another EU-member state	85 100	54.4	0.9%
Non-EU-member state	71 100	45.5	0.7%
Stateless	200	0.1	0
Total	156 400	100	1.6%

[http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Non-national_population_by_group_of_citizenship,_1_January_2016_\(1\).png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Non-national_population_by_group_of_citizenship,_1_January_2016_(1).png)

Table 14 Main countries of foreign population in Hungary according to citizenship and birth, at January 1st 2016

Citizens of	Number of persons	%	Born in	Number of persons	%
Romania	29 700	19 %	Romania	208 400	41.4 %
China	19 800	12.7 %	Ukraine	50 200	10 %
Germany	19 400	12.4 %	Serbia	40 400	8.2 %
Slovakia	9 400	6 %	Germany	31 700	6.3 %
Ukraine	6 400	4.1 %	Slovakia	21 100	4.2 %
Other	71 700	45.8 %	Other	151 000	30 %
Total	156 400	100 %	Total	502 800	100.00%

Calculated on the base of http://ec.europa.eu/eurostat/statistics-explained/images/a/a0/Main_countries_of_citizenship_and_birth_of_the_foreign_born_population%2C_1_January_2016_%28in_absolute_numbers_and_as_a_percentage_of_the_total_foreign_born_population%29.png

Table 15 Persons, having acquired citizenship in Hungary, 2015

Total	Former citizens of other EU-member states	% of total	Former citizens of non-EU states	% of total
4 000	2 900	72.3 %	1 100	27.7 %

http://ec.europa.eu/eurostat/statistics-explained/images/c/c1/Persons_having_acquired_the_citizenship_of_the_reporting_country%2C_2015_%28in_1000_persons%29.png

Table 16 Relation of inflow of asylum-seekers and other migrants, number of persons

	2010	2011	2012	2013	2014	2015
Other migrants	25 519	28 018	33 702	38 968	54 581	58 344
Asylum seekers	2 104	1 693	2 157	18 900	42 777	177 135
Total	27 623	29 711	35 859	57 868	97 358	235 479

Table 17 % in total inflow of other migrants + asylum seekers

	2010	2011	2012	2013	2014	2015
Other migrants, %	92.4	94.3	94.0	67.3	56.1	24.8
Asylum seekers, %	7.6	5.7	6.0	32.7	43.9	75.2

Table 18 Hungary: asylum-applicants by country of origin, 2010-2016, extra-EU 28 countries

Countries	2010	2011	2012	2013	2014	2015	2016	2010-2016	% of total number of asylum seekers
Syria	23	91	145	977	6 857	64 587	4 979	77 659	28.3
Afghanistan	702	649	880	2 328	8 796	46 227	11 052	70 634	25.8
Kosovo	379	211	226	6 212	21 453	24 454	135	53 070	19.4
Pakistan	41	121	327	3 081	401	15 157	3 873	23 001	8.4
Iraq	48	54	28	63	497	9 279	3 452	13 421	4.9
Bangladesh	4	3	15	679	252	4 059	279	5 291	1.9
Iran	62	33	45	61	268	1 792	1 286	3 547	1.3
Palestine	225	29	19	136	875	1 036	206	2 526	0.9
Nigeria	37	22	27	455	257	1 005	83	1 886	0.7
Others	583	480	445	4908	3121	9539	4087	23 163	8.4
Total	2 104	1 693	2 157	18 900	42 777	177 135	29 432	274 198	100.0

Table 19 Hungary: five main countries of origin of (non-EU) asylum-applicants, 2010/2016

2010	Afghanistan	Kosovo	Palestine	Iran	Iraq
2011	Afghanistan	Pakistan	Kosovo	Syria	Iraq
2012	Afghanistan	Pakistan	Kosovo	Syria	Iran
2013	Kosovo	Pakistan	Afghanistan	Syria	Bangladesh
2014	Kosovo	Afghanistan	Syria	Palestine	Iraq
2015	Syria	Afghanistan	Kosovo	Pakistan	Iraq
2016	Afghanistan	Syria	Pakistan	Iraq	Iran

Table 20 Number of accepted asylum application according to countries of origin, 2010-2016

		2008	2009	2010	2011	2012	2013	2014	2015	2016	2010/2016
Afghanistan	Geneva Convention status	20	5	10	10	30	35	20	20	30	180
	Subsidiary protection	25	25	75	75	130	50	65	65	70	580
	Humanitarian status	20	115	40	5	15	0	0	0	0	195
Total, Afghanistan		65	145	125	90	175	85	85	85	100	955
Syria	Geneva Convention status	0	0	0	0	0	75	115	20	10	220
	Subsidiary protection	0	0	0	0	30	55	65	140	85	375

	Humanitarian status	5	0	0	5	15	0	0	0	0	25
Total, Syria		5	0	0	5	45	130	180	160	95	620
Iraq	Geneva Convention status	25	10	5	0	0	0	5	5	10	60
	Subsidiary protection	15	10	0	5	5	10	15	40	60	160
	Humanitarian status	15	15	5	0	5	0	0	0	0	40
Total, Iraq		55	35	10	5	10	10	20	45	70	260
Palestine	Geneva Convention status	0	10	0	0	0	10	5	10	5	40
	Subsidiary protection	10	5	5	0	5	0	10	5	5	45
	Humanitarian status	5	0	10	0	0	0	0	0	0	15
Total, Palestine		15	15	15	0	5	10	15	15	10	100
Iran	Geneva Convention status	0	10	0	5	0	0	5	15	15	50
	Subsidiary protection	0	0	0	0	0	0	0	5	0	5
	Humanitarian status	0	0	5	0	0	0	0	0	0	5
Total, Iran		0	10	5	5	0	0	5	20	15	60
Pakistan	Geneva Convention status	0	0	0	0	0	0	0	5	5	10
	Subsidiary protection	0	0	0	0	10	5	0	5	5	25
	Humanitarian status	0	0	0	0	0	0	0	0	0	0
Total, Pakistan		0	0	0	0	10	5	0	10	10	35
Kosovo	Geneva Convention status	:	0	0	0	5	0	0	0	0	5
	Subsidiary protection	:	0	0	0	0	0	0	0	0	0
	Humanitarian status	:	0	0	0	0	0	10	0	0	10
Total, Kosovo			0	0	0	5	0	10	0	0	15
Lebanon	Geneva Convention status	0	5	0	0	0	0	0	0	0	5
	Subsidiary protection	0	0	5	0	0	0	0	0	0	5
	Humanitarian status	0	0	0	0	0	0	0	0	0	0
Total, Lebanon		0	5	5	0	0	0	0	0	0	10
Stateless	Geneva Convention status	0	0	0	0	0	0	0	0	0	0
	Subsidiary protection	0	0	0	0	0	0	0	0	0	0
	Humanitarian status	5	0	0	0	0	0	0	0	0	5
Total, stateless	Geneva Convention status	5	10	10	15	15	15	20	15	15	120
	Subsidiary protection	0	5	0	5	10	5	5	5	5	40

	Humanitarian status	0	0	0	0	0	0	0	0	0	0
Total, unknown		0	5	0	5	10	5	5	5	5	40
		290	435	330	230	525	500	655	690	620	

<http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>, migr_asydcfst

Table 21 Asylum rejections, according countries of origin, 2010/2016

	2008	2009	2010	2011	2012	2013	2014	2015	2016
Kosovo	:	650	85	135	40	1 010	3 565	1 220	25
Afghanistan	20	175	250	300	300	195	240	365	1 485
Iran	5	10	45	15	25	10	25	35	185
Iraq	25	20	10	20	25	5	10	70	485
Pakistan	40	10	20	40	130	900	135	255	535
Lebanon	0	0	0	5	5	0	0	0	5
Palestine	5	5	80	10	10	10	25	5	30
Syria	5	10	10	20	30	45	80	110	910
Stateless	0	0	0	0	0	0	5	0	0
Unknown	0	0	5	5	5	0	70	30	10

<http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>, migr_asydcfst

Table 22 Hungary: asylum-applicants by sex, 2010-2016, extra-EU 28 countries

	2010	2011	2012	2013	2014	2015	2016	2010-2016
Male	1 780	1 315	1 735	13 285	32 690	140 690	22 830	214 325
Female	315	390	420	1 005	10 085	36 425	6 600	48 640
No data	9	378	422	4 610	2	20	6 602	11 233
Total	2 104	1 693	2 157	18 900	42 777	177 135	29 432	274 198

Source: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=migr_asyappctza&lang=en, downloaded, 23/07/2017

Table 23 Hungary: First instance decisions on applications by sex, 2010-2016, extra-EU 28 countries, Annual aggregated data (rounded)

	Extra EU28	2010	2011	2012	2013	2014	2015	2016	2010/2016 total
Male	Refugee (Geneva Convention) status	50	:	35	30	170	110	110	505
	Humanitarian status	65	:	35	5	:	5	5	115
	Subsidiary protection status	100	65	135	85	210	305	215	1 115
	Temporary protection status	0	0	0	0	0	0	0	0
	Total received status	215	65	205	120	380	420	330	1 735

<http://appsso.eurostat.ec.europa.eu/nui/setupDownloads.do>, migr_asydcfst

	Extra EU28	2010	2011	2012	2013	2014	2015	2016	2010/2016 total
Female	Geneva Convention status	25	5	35	:	50	35	45	195
	Humanitarian status	5	:	10	0	:	0	0	15
	Subsidiary protection status	15	10	40	10	20	50	55	200
	Temporary protection status	0	0	0	0	0	0	0	0
Total		45	15	85	10	70	85	100	410

<http://appsso.eurostat.ec.europa.eu/nui/setupDownloads.do>, migr_asydcfsta

Table 24 Hungary: asylum-applicants by age, 2010-2016, extra-EU 28 countries

Number of persons	2010	2011	2012	2013	2014	2015	2016	2010/2016	% of all asylum applicants in 2010/2016
Less than 14 years old	280	345	390	790	8 310	31 070	5 290	46 475	16.9
From 14 to 17 years	185	115	245	590	3 525	14 825	3 260	22 745	8.3
From 18 to 34 years	1 340	950	1 245	15 030	24 215	105 020	17 200	165 000	60.2
From 35 to 64 years	285	280	270	2 470	6 645	25 805	3 585	39 340	14.3
No data	14	3	7	20	82	15	97	238	0.1
Total	2104	1693	2157	18 900	42 777	177 135	29 432	274198	100

Source: <http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>, downloaded at 23/07/2017

Table 25 Asylum applicants considered to be unaccompanied minors

	2010	2011	2012	2013	2014	2015	2016	2010/2016	% of all asylum applicants in 2010/2016
Number of persons	150	60	185	380	605	8 805	1 220	11 405	4.15

Source: <http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tps00194&plugin=1>, downloaded 28/07/2017

Table 26 First instance decisions on applications by age, Extra-EU28 Annual aggregated data (rounded)

		2008	2009	2010	2011	2012	2013	2014	2015	2016	2010/2016
Less than 14 years	Geneva Convention status	15	30	20	15	30	30	60	20	30	250
	Humanitarian status	:	15	5	5	10	0	5	0	0	40
	Subsidiary protection status	10	5	15	15	60	30	25	30	30	220
	Temporary protection status	0	0	0	0	0	0	0	0	0	0
From 14 to 17 years	Geneva Convention status	25	25	10	5	5	10	5	10	15	110
	Humanitarian status	:	10	10	0	0	0	0	0	0	20

	Subsidiary protection status	5	25	30	5	25	10	15	25	35	175
	Temporary protection status	0	0	0	0	0	0	0	0	0	0
From 18 to 34 years	Geneva Convention status	110	100	30	20	20	100	120	85	70	655
	Humanitarian status	:	115	45	5	25	5	10	5	5	215
	Subsidiary protection status	35	20	65	70	125	115	155	240	160	985
	Temporary protection status	0	0	0	0	0	0	0	0	0	0
From 35 to 64 years	Geneva Convention status	20	20	15	5	10	30	55	30	35	220
	Humanitarian status	:	15	10	0	5	0	5	0	5	40
	Subsidiary protection status	15	10	10	10	35	30	50	60	45	265
	Temporary protection status	0	0	0	0	0	0	0	0	0	0
65 years or over	Geneva Convention status	0	0	0	0	5	0	0	0	0	5
	Humanitarian status	:	0	0	0	0	0	0	0	0	0
	Subsidiary protection status	0	0	0	0	0	5	5	0	5	15
	Temporary protection status	0	0	0	0	0	0	0	0	0	0
Total		235	390	265	155	355	365	510	505	435	3 215

<http://appsso.eurostat.ec.europa.eu/nui/setupDownloads.do> migr_asydcfsta

Table 27 Activity rate - natives, EU-born and non-EU born by age groups, 2016

Native born			EU-born			Non-EU (third countries) born		
20-64 years	25-54 years	55-64 years	20-64 years	25-54 years	55-64 years	20-64 years	25-54 years	55-64 years
75.2	86.1	51.8	81.8	88.7	67.7	75.3	79.8	78.7

Source:

http://ec.europa.eu/eurostat/statistics-explained/images/d/d7/Activity_rates%2C_by_place_of_birth_and_by_age_group%2C_2016_%28%25%29_MI17.png, downloaded 28/7/2017

Table 28 Employment rates - natives, EU-born and non-EU born by gender, 2016, %

	Native born			EU-born			Non-EU (third countries) born		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Hungary	78.5	64.6	71.4	87.5	69.9	78.3	77.4	59.4	68.4
EU-28	77.1	66.5	71.8	79.8	66.4	72.6	71.5	52	61.2

Source: [http://ec.europa.eu/eurostat/statistics-explained/images/d/d9/Employment_rates_for_the_population_aged_20-](http://ec.europa.eu/eurostat/statistics-explained/images/d/d9/Employment_rates_for_the_population_aged_20-64%2C_by_place_of_birth_and_by_sex%2C_2016_%28%25%29_MI17.png)

[64%2C_by_place_of_birth_and_by_sex%2C_2016_%28%25%29_MI17.png](http://ec.europa.eu/eurostat/statistics-explained/images/d/d9/Employment_rates_for_the_population_aged_20-64%2C_by_place_of_birth_and_by_sex%2C_2016_%28%25%29_MI17.png), downloaded 28/07/2017

Table 29 Unemployment rates for the population aged 20-64, by place of birth and by sex, 2016 (%)

	Native born			EU-born			Non-EU (third countries) born		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Hungary	5	5	5	4.2	9.3
EU-28	7.7	7.9	7.8	8.8	10.8	9.8	15.1	17.1	16.2

Source: [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Unemployment_rates_for_the_population_aged_20-64,_by_place_of_birth_and_by_sex,_2016_\(%25\)_MI17.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Unemployment_rates_for_the_population_aged_20-64,_by_place_of_birth_and_by_sex,_2016_(%25)_MI17.png) downloaded 28/07/2017

Table 30 Unemployment rates, by place of birth and by age, 2016 (%)

	Native born			EU-born			Non-EU (third countries) born		
	Aged 20-64 years	of which 25-54 years	55-64 years	Aged 20-64 years	of which 25-54 years	55-64 years	Aged 20-64 years	of which 25-54 years	55-64 years
Hungary	5.0	4.5	4.4	4.2	4.4	...	9.3
EU-28	7.8	7.2	6	9.8	9.3	9.3	16.2	15.7	13.7

[http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Unemployment_rates,_by_place_of_birth_and_by_age,_2016_\(%25\)_MI17.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Unemployment_rates,_by_place_of_birth_and_by_age,_2016_(%25)_MI17.png) downloaded 28/07/2017

Table 33 Occupation of employees by migration status. Top three activities of first-generation immigrant employees, 2014

First	Second	Third
Wholesale and retail trade	Manufacturing	Accommodation and food service activities

Source: Eurostat, EU LFS AHM2014/2008, in (Eurostat (2017), p.82)

Table 32 Top three activities of first-generation immigrant employees, 2014

First	Second	Third
Wholesale and retail trade	Manufacturing	Accommodation and food service activities

Source: Eurostat, EU LFS AHM2014/2008, in (Eurostat (2017), p.82)

Table 33 Stock of refugees and persons with subsidiary protection status with identity card and their percentage in all migrants and settled down people in Hungary, including residents beyond 3 months

	31/12/2014	31/12/2015	31/12/2016	06/30/2017
Refugees with identity card, number of persons	1 743	1804	1 833	1 833
Persons with subsidiary protection status with identity card, number of persons	1 130	1366	1 540	1 542
Total, number of persons	2 873	3170	3 373	3 375
All migrants and settled down people (including residents beyond three months), number of persons	180 657	204 122	216 102	225 451
Refugees and persons with subsidiary protection status in the percentage of all kind of migrants, %	1.59	1.75	1.87	1.87

Source: Immigration and Asylum Office

http://www.bmbah.hu/index.php?option=com_k2&view=item&layout=item&id=177&Itemid=965&lang=hu**Tables chapter 2. Evolution of the policy framework****Table 34 Items in the Hungarian central budget in concern of refugees, 2015-2017**

Million HUF	2015			2016			2017		
	Expenditure	Income	Support (aid)	Expenditure	Income	Support (aid)	Expenditure	Income	Support (aid)
Integration support for recognised refugees and persons with subsidiary protection (Ministry of Interior)				107.1			107.1		0
European Refugee Fund	143.5	109.8	33.7	35.0	34.9	0.1			
Integration Fund (within Solidarity programs)	201.8	154.7	47.1	48.9	48.8	0.1			
Returning Fund	269.9	207.2	62.7	65.1	65	0.1			
External Borders Fund	2 144.50	1 906.90	237.6	459.6	459.5	0.1			
Provision to Solidarity programs	10		10	91.2		91.2			
Expenditures connected to the mass migration	1000		1 000	1 000		1 000	100		
Asylum, Migration and Integration Fund operational expenditures	1 025.30	925.3	100	2 023.0	371.9	1 651.1	2 038.4	484.7	0
Total	4795	3303.9	1491.1	3 829.9	980.1	2 742.7	2 245.5	484.7	0
Central budget total	17 338 128.6	16 445 724.5	16 983 686.9	16 222 052.4	16 222 052.4		19 034 096.5	17 867 739.4	

Source: 2014. évi C. törvény Magyarország 2015. évi központi költségvetéséről,

https://net.jogtar.hu/jr/gen/hjegy_doc.cgi?docid=a1400100.tv

2015. évi C. törvény Magyarország 2016. évi központi költségvetéséről

https://net.jogtar.hu/jr/gen/hjegy_doc.cgi?docid=a1500100.tv

2016. évi XC. törvény Magyarország 2017. évi központi költségvetéséről

https://net.jogtar.hu/jr/gen/hjegy_doc.cgi?docid=a1600090.tv

Table 35 % of main expenditures on migrants in central budget total expenditure

	% in the 2015 central budget	% in the 2016 central budget	% in the 2017 central budget
Integration support for recognised refugees and persons with subsidiary protection (Ministry of Interior)	0	0.001	0.0006
Solidarity programs			
European Refugee Fund	0.001	0.0002	
Integration Fund (within Solidarity programs)	0.001	0.0003	
Returning Fund	0.0016	0.0004	
External borders Fund	0.013	0.0028	
Provision to Solidarity programs	0	0.0006	
Expenditures connected to the mass migration	0.0057	0.006	0.0005
Asylum, Migration and Integration Fund operational expenditures	0.006	0.012	0.0107
Total	0.0283	0.0233	0.0118

Based on: 2016. évi XC. törvény Magyarország 2017. évi központi költségvetéséről; 2015. évi C. törvény Magyarország 2016. évi központi költségvetéséről; 2014. évi C. törvény Magyarország 2015. évi központi költségvetéséről

Table 36 Costs of Asylum and Migration Office

	HUF	In the % of central budget
2015	8 805 800 000	0.05
2016	8 532 100 000	0.05
2017	9 071 600 000	0.047

Based on: 2016. évi XC. törvény Magyarország 2017. évi központi költségvetéséről; 2015. évi C. törvény Magyarország 2016. évi központi költségvetéséről; 2014. évi C. törvény Magyarország 2015. évi központi költségvetéséről

Tables chapter 3. The role of EU support

Projects supported by the Asylum, Migration and Integration Fund and funding for reception

Table 37 1st round: winning projects in case of the call on 30 June 2015 within the framework of Asylum, Migration and Integration Fund

Winner	Topic	Asked budget	Received Budget
National Police Headquarters	Support services for persons under immigration proceedings	224 497 211	159 740 480
Office of Immigration and Nationality	Psychosocial support in the community shelter in Balassagyarmat	55 232 856	43 725 312
National Police Headquarters	Professionalism and competence	65 157 286	64 164 727

Civil organisations

International Organisation for Migration	Reintegration and information program for voluntary returning home	265 793 136	232 592 865
Children center István Károlyi	Connections	11 312 194	8 615 090
Kalunba Social Service Nonprofit Ltd	National relocation programme	80 321 800	80 321 800

Sources: http://belugyialapok.hu/alapok/sites/default/files/MMIA_eredmény_1kor.pdf

Table 38 2nd round: winning projects in case of the call on 20 November 2015 within the framework of Asylum, Migration and Integration Fund

Winner	Topic	Asked budget	Received Budget
Office of Immigration and Nationality, Reception Centre in Bicske	Coming by the long road	33 455 400	33 455 400
Office of Immigration and Nationality, Surveilled Reception Centre, Békéscsaba	Start of a new life	22 153 115	22 153 115
Office of Immigration and Nationality	Training of staff working in asylum procedure against burn-out	26 807 969	26 805 615
Office of Immigration and Nationality	Quality assurance in the asylum procedure	5 026 732	5 026 732
National Police Headquarters	Safe transport of persons under aliens policing procedure	186 317 703	185 984 199
National Judicial Authority	Developing efficiency of juridical procedures in case of migrants under surveillance	6 321 698	5 976 055
Maltese Care Nonprofit LTD	Preparin staff to meet asylum-seekers, migrants	14 802 550	3 987 783

Table 39 3d round: winning projects in case of the call on 1st September 2016 within the framework of Asylum, Migration and Integration Fund – end of projects on 30 June 2018

Winner	Topic	Asked budget	Received Budget
Office of Immigration and Nationality, Békéscsaba Surveilled Reception centre	In the hope of a better life	54 621 502	54 621 502
Office of Immigration and Nationality, Reception centre	We are all different	87 960 055	77 100 655
Office of Justice	Psychosocial rehabilitation of vulnerable, traumatised foreigners	83 536 034	72 796 273
National Judicial Authority	Efficient legal help to asylum seekers	42 756 475	41 239 577
Office of Immigration and Nationality	Auxiliary supporting services in transit zones with special view of the vulnerable groups	369 617 857	368 309 547
Office of Immigration and Nationality	Intercultural training for staff working in the regional directorates	26 982 565	26 914 406
International Organisation for Migration	Complex reintegration support for voluntary returning migrants	78 541 700	67 013 453

Source: http://belugyalapok.hu/alapok/sites/default/files/MMIA%20eredmény%20_3kör.pdf

The use of EU support and funding for migrants' and refugees integration

Table 40 1st round: winning projects in case of the call on 30 June 2015 within the framework of Asylum, Migration and Integration Fund and supporting integration

Winner	Topic	Asked budget	Received Budget
Menedék - Migrants' Help Association	Inclusive kinder gardens and schools	42 209 980	34 729 758
Jövőkerék Public Utility Foundation	Support services for labour market and integration for migrants studying in higher education	43 249 710	38 925 471
Foundation of Subjective Values	Training supporting knowledge based migration and practitioner programme	39 524 182	33 825 407
Tudomány Language School	Come and let's speak in Hungarian!	47 612 845	46 860 350
University of Miskolc	Progressing together	60 357 630	48 750 772
Kalunba Social Service Ltd.	Hungarian language. Knowledge.	101 483 217	52 602 163
Artemissio Foundation	Skills On!	50 140 277	50 045 154
Maltese Care Nonprofit LTD	Job to you!	53 123 800	49 351 900
Migrant Help for Hungary Association	Labour market competences training and carrier centre for migrants	33 964 628	33 964 628
Menedék - Migrants' Help Association	Mentor-Job	74 070 458	63 265 085
BMSZKI	Helping independent housing of people under international protection	83 477 200	82 501 550
Kalunba Social Service Ltd.	Complex housing integration pilot programme	245 665 700	183 881 255

Source: http://belugyalapok.hu/alapok/sites/default/files/MMIA_eredmény_1kor.pdf

Table 40b 2nd round: winning projects in case of the call on 20 November 2015 within the framework of Asylum, Migration and Integration Fund and supporting integration

Winner	Topic	Asked budget	Received Budget
International Organisation for Migration	Pilot project to support family reunification in Hungary	38 979 071	38 979 071
Foundation of Subjective Values	By own efforts - Entrepreneurs'service center for migrants	28 460 324	24 164 162
Jövőkerék Public Utility Foundation	Supporting migrants to become entrepreneur	24 754 750	19 733 342
Menedék - Migrants' Help Association	Activity-Community	65 584 053	46 393 056
Foundation of Subjective Values	Complex training and mentoring programme for migrants to enhance their political participation	43 267 330	41 955 039
Migrant Help for Hungary Association	Migrants' training to orientate and integrate	39 354 600	18 864 849
IDResearch Research and Training Ltd	ImmigroFeszt – the inclusive city	18 280 094	13 988 067
Budapest Film	Colours Festival 3.0	5 776 327	5 776 327
Jövőkerék Public Utility Foundation	World travel in the colorful village	16 859 829	13 162 262
Migrant Help for Hungary Association	House of cultures- Culture House of our country	13 855 000	13 374 000
Artemissio Foundation	Specialists' migrant specific and intercultural training	57 485 812	38 611 477

Table 40c 3d round: winning projects in case of the call on 1st September 2016 within the framework of Asylum Migration and Integration Fund – end of projects on 30 June 2018 - supporting integration

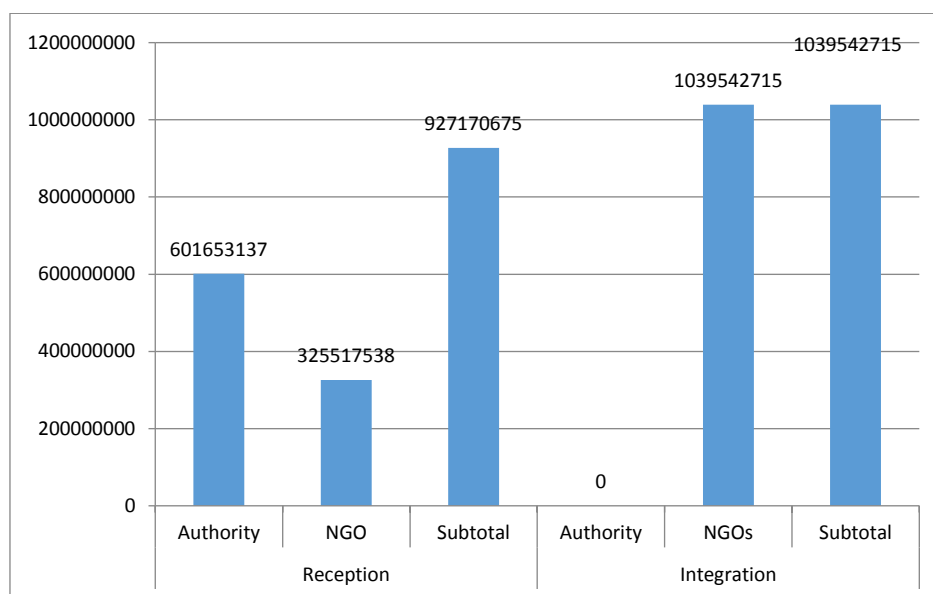
Winner	Topic	Asked budget	Received Budget
Cordelia Foundation	Psychosocial rehabilitation of traumatised and vulnerable foreigners	83 536 034	72 796 273
Kalunba Social Service Ltd.	University level official interpreter training	28 440 198	21 932 806
Kalunba Social Service Ltd.	Evaluation of resettlement programmes	1 000 000	965 852
Foundation Supporting International Comparative researches	What's next?	3 493 944	3 363 169
Science Language School Ltd	In Hungarian, on other way	23 505 569	23 101 939
Foundation for Africa	Supporting the labour market integration of Africans living in Hungary	26 005 575	23 610 567
Migrant Help Hungarian Association	KAPTAR – training alternatives in hope of marketable knowledge and jobs	36 773 307	34 817 464
Baptist Integration Centre	With housing for the integration	69 295 300	66 286 494
Hungarian Evangelical Church	Evangelic for refugees	28 387 250	18 652 960
Hungarian Evangelical Church	Preparing the staff of institutions of Evangelical Church	7 964 250	4 247 738
Menedék - Migrants' Help Association	Lets' act together!	28 712 795	25 022 231
International Organisation for Migration	Migrants in the city: developing local integration services in Budapest	22 845 709	19 985 695
Menedék - Migrants' Help Association	Knowledge-Skills-Attitude	46 891 730	36 377 184

Source: http://belugyalapok.hu/alapok/sites/default/files/MMIA%20eredmény%20_3kör.pdf

Table 41 Asylum, Migration and Integration Fund, winning projects, received budget, HUF

	1st call	2nd call	3rd call	Total
Target: Reception				
Authority	267 630 519	279 401 116	54 621 502	601 653 137
NGOs	321 529 755	3 987 783	67 013 453	325 517 538
Subtotal	589 160 274	283 388 899	54 621 502	927 170 675
Target: Integration				
Authority	0	0	0	0
NGOs	621 473 780	275 001 652	143 067 283	1 039 542 715
Subtotal	621 473 780	275 001 652	143 067 283	1 039 542 715
Total	1 210 634 054	558 390 551	197 688 785	1 966 713 390

Calculations based on source: http://belugyalapok.hu/alapok/sites/default/files/MMIA%20eredmény%20_3kör.pdf

Figure 8 Asylum, Migration and Integration Fund, winning projects, all calls, received budget, HUF**Table 42** Asylum, Migration and Integration Fund, winning projects, frequency of topics (numbers) in case of integration target

	Calls			Total
	1st	2nd	3d	
Language training	2		2	4
Training helping labour market integration	3	1	2	6
Labour market integration	4		1	5
Housing	2		1	3
Family reunification		1		1
Help became entrepreneur		2		2
Activity - Community		1	2	3
Mentoring for enhance political participation		1		1
Cultural integration		3	1	4
Psychosocial rehabilitation			1	1
Evaluation-research			1	1
Inclusive kinder gardens and schools	1			1
Staff (intercultural) training and sensibilisation		1	1	2

Tables Chapter 4 Evolution on the debate in the country

Table 43 Opinion polls on „yes” or „no” whether the EU should have the right to settle migrants in Hungary without the consent of Parliament?

Date(s) conducted	„Yes”	„No”	Invalid	Undecided	Certain voters	Sample size	Conducted by	Polling type
Exit poll	5% ¹	95% ¹	5%	N/A	42%	1 000	Nézőpont	Direct
24–28 Sep 2016	6%	64%	9%	21%	46%	1 000	Publicus	Telephone
21–27 Sep 2016	5%	70%	9%	16%	51%	1 000	Republikon	Direct
15–19 Sep 2016	6%	61%	11%	22%	54%	1 000	Publicus	Telephone
6–10 Sep 2016	3%	78%	N/A	19%	55%	1 000	Századvég	Telephone
end of Aug 2016	4%	73%	6%	17%	48%	1 000	Republikon	Direct
end of Aug 2016	9%	69%	2%	20%	53%	1 000	ZRI	Telephone
15–22 Aug 2016	15%	67%	N/A	18%	53%	1 000	Publicus	Telephone
~9 Aug 2016	13%	71%		16%	43%	N/A	Tárki	N/A
end of July 2016	7%	74%	3%	16%	42%	1 000	Republikon	Direct
25–31 July 2016	9%	77%	N/A	14%	53%	1 000	ZRI	Telephone
1–6 July 2016	18%	64%		18%	50%	1 000	Publicus	Telephone
13–19 May 2016	23% ¹	77% ¹		N/A	62%	1 000	Nézőpont	Telephone
11–15 May 2016	11%	87%		2%	54%	~1 000	Századvég	Telephone
24–26 Feb 2016	10%	84%		6%	N/A	500	Századvég	Telephone

¹ Percentages within "valid" votes

https://en.wikipedia.org/wiki/Hungarian_migrant_quota_referendum,_2016#cite_note-11

ANNEX III – (GOOD) PRACTICE FICHE

Good practice - Kalunba

Balázs Acsai, founder, Kalunba Social Services Nonprofit Ltd

Name/title of the practice Period of implementation <i>[Specify when the project/strategy/experience started, if it is still ongoing or finished and if concluded, indicate when]:</i> Body responsible for implementation	Name/title of the practice: Complex integration pilot programme Period of implementation: September 2016-June 2018 Body responsible for implementation: Kalunba Social Services Non-profit Ltd
Type of instrument/intervention <i>[e.g. specify if the initiative concerns the reception or integration of migrants/asylum seekers; the policy field of intervention: employment support; education/training; health care; accommodation; transportation, other...]</i>	Complex programme – the original programme included renting house, guidance to find job; learning Hungarian language; managing household like to pay the rent directly to the owner; reading meters (electricity, gas reading), etc. The different elements of the programme are inserted into the housing programme.
Territorial coverage (national, regional, local)	Budapest
Financial allocations <i>[(If possible specify the overall financial assignment and the source of funding (European, national, regional, local). If EU funds involved specify which funds)]</i>	MMIA – Asylum, Migration and Integration Fund
Main goals and reasons for introduction <i>[Specify the objects of the project/strategy/experience and the results it is supposed to achieve]</i>	Integration of refugees and persons with subsidiary status
Main target groups	Persons who already have received refugee and subsidiary status
Main partners/stakeholders involved (promoter and partners of the project/policy; typology and roles of actors involved) Main implementation and coordination procedures and mechanisms adopted	The main partners used to be the ecclesiastical institutions: Waldens Church Golgota Church Congregation Scottish Mission German protestant churches Churches' Commission for Migrants in EU

	Hungarian Reformed Church American Presbyterian Church
Main actions/ measures implemented	Different elements are integrated into a housing programme
Main results/achievements to date and expected longer term expected impacts according to available monitoring/evaluations <i>[Both quantitative and qualitative – specify results and outputs]</i>	The aim is to support 200 refugees and persons with subsidiary status. The different elements are functioning well; close relationship has emerged between the clients and Kalunba which gives a permanent impulse and motivation to learn the Hungarian language too; a public space has been created for the clients; organisation of specific leisure activities, etc.
Main weaknesses/obstacles and how they have been addressed	The main weakness of the programme is that despite that originally there was included (planned) the Hungarian language course; the authority excluded it on the grounds that there are several other projects in concern of language teaching. The number of professional staff (9 persons) has been reduced by 3 persons (by the authority). The originally planned budget was reduced by the authority by 1/3. At the same time the authority left the number of indicators of the Kalunba's programme unchanged. When the programme started the practice of "integration agreement" – the State main tool to integrate refugees – yet existed. Following June 2016 there were not possible to conclude new integration agreements, so the programs run by civil and ecclesiastical organisations has remained the main measures of integration.
Main strengths	In concern of the original programme: the complexity, the connection of different elements. The highly motivated professional staff <i>including 4 already trained refugees</i>
Innovative elements if any	The building of elements on each other; using the synergy of the elements.
Reproducibility/transferability elements <i>[Specify which part of the project/strategy/experience could be reproduced and the context conditions/elements for its reproducibility]</i>	
Sustainability <i>[Specify the project sustainability and its fund-raising possibilities, etc.]</i>	The project sustainability depends on the financial possibilities offered by the MMIA. There is no other significant financial source.

<p>Main lessons learnt</p> <p>Main weaknesses/obstacles <i>[encountered in the implementation and the ways they were overcome]</i></p> <p>Main positive elements</p> <p>Other relevant aspects</p>	<p><i>Need of complexity.</i></p> <p>Kalunba's main lesson – also on the base of their previous projects – is that included in a complex programme the <i>efficiency of different elements is much higher</i>. It is also much cheaper if one civil organisation deals in a complex way with the solution of a need and not two or three different organisations. (For example if a civil organisation solves the housing problem of a refugee for a certain period but fails to solve his/her real integration, the refugee has to go to look for help to another organisation. It would be better if the first organisation would offer a complex service and trying to promote not only one element – like housing – but also the other elements ending in the integration.)</p> <p>Also, in case of Hungarian civil organisations the complexity of all important elements promoting the refugees' integration in one project is important as in Hungary these projects are not simply supplementary projects to the primary provision provided by the State but they are who provide the basic care. (The practice of so called "integration agreement" – State tool of integration – stopped at June 2016).</p> <p><i>Need of supporting and motivated team.</i></p> <p>The other important lesson is that the project could not be successful without the support of full staff of Kalunba (18 persons) supporting the activities and clients independently from the fact whether they are officially named (financed) by the project or not. Kalunba also employs refugees integrated previously by the same organisation.</p>
<p>Additional comments (if any)</p>	<p>In case of Funds – like Asylum and Migration Fund and EU Funds – it would be good to regulate the 'vis major' due to change of national systems or regulations. For example in Hungary the integration system has totally changed during the validity (running) of the projects. It means the total change of external conditions and refugees' needs.</p>

Good practice - BMSZKI

Andrea Podina

Metropolitan Municipality Methodological Social Centre of Budapest and its Institutions (BMSZKI)

Refugees' housing programme – professional manager

Name/title of the practice Period of implementation <i>[Specify when the project/strategy/experience started, if it is still ongoing or finished and if concluded, indicate when]:</i> Body responsible for implementation	Title: Supporting independent housing of persons under international protection (refugees and persons with subsidiary protection status) MMIA-2.2.8 Period of implementation: August 2016-August 2018 The last refugee was included into the programme in May 2017, he will receive help until 30 July 2018. Body responsible for implementation: BMSZK - Fővárosi Önkormányzat Budapesti Módszertani Szociális Központ és Intézményei (Metropolitan Municipality Methodological Social Centre of Budapest and its Institutions)
Type of instrument/intervention <i>[e.g. specify if the initiative concerns the reception or integration of migrants/asylum seekers; the policy field of intervention: employment support; education/training; health care; accommodation; transportation, other...]</i>	Supporting independent accommodation by taking over the renting fee or the overhead + social work tailored to the needs of the refugees and persons with subsidiary status
Territorial coverage (national, regional, local)	Budapest
Financial allocations <i>([If possible specify the overall financial assignment and the source of funding (European, national, regional, local). If EU funds involved specify which funds])</i>	Source of funding: Asylum, Migration and Integration Fund 2014-2020 (Menekültügyi, Migrációs és Integrációs Alap, MMIA) 2014-2020, 75% EU funding (European Integration Fund) and 25% Hungarian government own contribution
Main goals and reasons for introduction <i>[Specify the objects of the project/strategy/experience and the results it is supposed to achieve]</i>	Supporting the first steps of the migrants - persons with refugee and subsidiary protection status – with the aim to help their independent housing and offering other social help. The main goal with the social help is that the client could maintain his/her independent housing also after the end of the programme.
Main target groups	Persons receiving in Hungary refugee and subsidiary protection status. Most of the recipients are Afghans (1/3 of them), but there are also from Pakistan, Syria, Iraq, Iran, Yemen, Ethiopia, Eritrea, Kameron, Azerbaijan, Cuba.
Main partners/stakeholders involved (promoter and partners of the project/policy; typology and roles of actors involved) Main implementation and coordination procedures and mechanisms adopted	Main stakeholder: Methodological Social Centre and its Institutions of Budapest (BMSZKI). In August 2016 BMSZKI sent the application form to its partner organisations to disseminate it among the interested persons. These partner organisations were: Menedék Hungarian Association for Migrants , Baptist Aid, The Lutheran Diaconia; district level family support centres, Jesuit Refugee Service. The partner organisations asked the interested persons to fill the form and send back in time to BMSZKI. The plan first was that all applying persons would be interviewed personally by BMSZKI, but after 80 persons they didn't make personal interviews.

Main actions/ measures implemented	<p><i>Main action:</i> Supporting independent housing of refugees and persons with subsidiary protection. Every entitled client has the right to a financial support of 800 000 HUF (around 2600 EUR). If somebody find cheaper apartment, the money could last longer. The criteria for selection were. the income of the person should not be higher than 1,5 times of the minimum wage. The BMSZKI looked also the motivation of the applying person: is she/he willing to remain in Hungary? How is the willingness to cooperate with the BMSZKI (for example did arrive at time to the interview or not?). BMSZKI allocated the available resources between single persons and persons with family equally.</p> <p><i>Supplementary action:</i> Social services to the clients entitled to the housing support. When the refugees occupy the apartment the social worker carries out a needs assessment, would they need a help in obtaining documents, find a school for the children and enrol them, look for job, help in family unification, etc.</p> <p>The social worker is in contact with the health service, family support centre, employer, owner of apartment and also performs the duty of interpreting. Several clients visit daily the BMSZKI and look for the help of social worker. in the programme 4 social workers are working. 2 of them are employed in full time by BMSZK and 2 work in part-time in a voluntary basis, they are employed officially by SOS children' village. BMSZKI has a cooperation agreement on it.</p>
Main results/achievements to date and expected longer term expected impacts according to available monitoring/evaluations <i>[Both quantitative and qualitative – specify results and outputs]</i>	<p>BMSZKI has had financial possibility to cover the needs of 60 persons, at the end 65 persons received the support, as there were some who left the program after the first period. 20% of the programme participants found job with the help of programme's social worker.</p>
Main weaknesses/obstacles and how they have been addressed	<p>The biggest difficulty was to obtain the needed number of apartments. It was possible only through personal and social network of BMSZKI as the owners didn't want to rent their apartments to refugees because of the existing huge prejudice.</p> <p>The major weakness of the programme is the sustainability of independent housing of the client after the completion of the programme. The first clients already are leaving the programme. The big question is what will happen now? One family could remain in the apartment but only because the owner loved them and lowered the rent. For the others there are the temporary accommodation (for homelessness), a cheaper rent (which is very difficult today in Budapest as the renting fees are rocketing). There are also refugees or persons under subsidiary protection who simply disappeared. It is not easy to maintain the independent housing for the clients given the high and increasing rental fees but also the low wages.</p> <p>The social workers working in the programme are very few and so overloaded.</p>
Main strengths	<p>The programme used to be not only a simple housing programme but it is supported by a social assistance to help</p>

	the participants' integration in the daily life and also to help find job which is the basic condition of the sustainability of the housing.
Innovative elements if any	The synergy of the supports/services; the complexity of the programme
Reproducibility/transferability elements <i>[Specify which part of the project/strategy/experience could be reproduced and the context conditions/elements for its reproducibility]</i>	All parts of the project could be reproduced and any time. The condition of reproducibility/transferability is the availability of the financial resources.
Sustainability <i>[Specify the project sustainability and its fund-raising possibilities, etc.]</i>	<p>The support of the present clients ends when the programme terminates, true there is a 6 months aftercare period, when clients can receive psychological support or take part in life management group, or receive individual counselling, get acquainted saving techniques, possible financial supports, etc.</p> <p>The programme sustainability depends whether there will be a new call or not. If there will be a new call, BMSZKI will apply for support and continue the programme.</p>
Main lessons learnt Main weaknesses/obstacles <i>[encountered in the implementation and the ways they were overcome]</i> Main positive elements Other relevant aspects	<p>The integration process is a long process. A year long support is not enough to reach longer objectives.</p> <p>Low wages - not enough to live Labour market and first of all wages should be totally changed to make Hungary attractive for the refugees. The low wage level and the high rental fees make life difficult for refugees (too). Neither the level of schooling means difference. It is not wonder that the vast majority of the refugees think in Hungary only as transit country, and only in exceptional cases have somebody longer objectives in Hungary.</p> <p>Lack of payable housing possibility after the support stopping – which is correlated also with the low wage level in Hungary</p> <p>Lack of knowledge of Hungarian language The lack of Hungarian language is a significant obstacle into entering the labour market. The knowledge of English is not enough. The language teaching run by authorities was stopped. The refugee and the person with subsidiary protection status after a month have to leave the reception station ("befogadóállomás"). It creates several problems: sometimes the required documents for the integration are not yet ready; the refugees have not place where to go, the civil or other specialised refugee organisations can lately only help them.</p>
Additional comments (if any)	<ul style="list-style-type: none"> • A national integration programme would be needed. • It would be first of all the duty of the State to take care of refugees and not of the civil and other NGOs as it is now. The State should guarantee supported workplaces, language training, supported housing

Good practice – District level family support and child welfare centre

Anonym

District family support and child welfare centre

Name/title of the practice Period of implementation <i>[Specify when the project/strategy/experience started, if it is still ongoing or finished and if concluded, indicate when]:</i> Body responsible for implementation	Support of refugees and persons admitted for subsidiary protection in the district of domicile by family support and child welfare centre (since 1st January, 2014) District level family support and child welfare center
Type of instrument/intervention <i>[e.g. specify if the initiative concerns the reception or integration of migrants/asylum seekers; the policy field of intervention: employment support; education/training; health care; accomodation; transportation, other...]</i>	The initiative concerns the integration of refugees and person admitted for subsidiary protection into the society Policy field of intervention: accommodation; labour market integration; language training; support in everyday life
Territorial coverage (national, regional, local)	local – district level
Financial allocations <i>[(If possible specify the overall financial assignment and the source of funding (European, national, regional, local). If EU funds involved specify which funds)]</i>	Source of funding: central budget and local (local government budget) if the central budget support would not be enough
Main goals and reasons for introduction <i>[Specify the objects of the project/strategy/experience and the results it is supposed to achieve]</i>	Fulfilment of the requirements of so called integration agreement (existing since 2014) signed by the person with granted refugee status or the person admitted for subsidiary protection, his/her family and the Immigration and Asylum Office. The integration agreement could to be signed when after receiving the status the refugee or protected person had to leave the refugee camp within 2 months. The integration agreement included also the volume of the financial support. (For a single person 90 000 HUF/month in the first 6 months, 67500 HUF/month in the second 6 months, 45 000 HUF/month in the third six months and 225 00 HUF/month in the fourth six month. In case of families the amount is higher but cannot exceed the 215 000 HUF/month per family). (We have to note, that from 1 st June 2016 this type of integration agreements could not been concluded and either this kind of financial support cannot be given. The agreements concluded until this date are yet valid; their length can be 1-2 years as a maximum).
Main target groups	Refugees and person admitted for subsidiary protection who stay in the district. In practice the main target group is in 90 percentage 18-25 years old single male.
Main partners/stakeholders involved (promoter and partners of the project/policy; typology and roles of actors involved) Main implementation and coordination procedures and mechanisms adopted	Immigration and Asylum Office – delegates the task – that is the fulfilment of the content of integration agreement to the district level family support and child welfare centre. The main coordinator used to be the district level family support and child welfare centre; it cooperates and is in close relationship with the Immigration and Asylum Office. Other partners in the implementation of integration agreement used to be:

	<ul style="list-style-type: none"> • BMSZKI (Budapest Methodological Social Centre and its Institutions) • Menedék Hungarian Association for Migrants (runs several projects for immigrants in Hungary to help their integration) <p>It was a good example for the cooperation of the state authority and civil organisations.</p>
Main actions/ measures implemented	<p>Cooperating with refugees to fulfil the requirements laid down in the integration agreement.</p> <p>The district family support and child welfare centre prepares the care plan – which is a simplified version of the integration agreement</p> <p>According to the integration agreement in the first period the refugee has the obligation to appear in the district family support and child welfare centre weekly, later already only monthly. If a refugee wouldn't appear in the centre then he/she would lose the support.</p> <p>The majority of the refugees or person admitted for subsidiary protection would like to stay in the VII, VIII districts. They could choose it freely, they had to declare their wish in the Immigration and Asylum Office, and the office send the integration agreement according to this to the district family support and child welfare centre.</p> <p>Supporting accommodation: helping to find accommodation – the district family support and child welfare center send the refugee or person admitted for subsidiary protection to BMSZKI, where the colleagues help to apply for accommodation</p> <p>The majority of the migrants require help to deal with official like social security issues, bank issues (for example in opening bank account: the colleague from the centre goes with the refugee to the bank and helps him/her in the account opening).</p> <p>Learning Hungarian language (their English-Hungarian teacher works on voluntary basis)</p> <p>Job search (running club for job seekers). There are some (true very few) good examples; for example a highly trained refugee speaking English got a job in a bank as IT specialist.</p> <p>Supporting further training – a refugee went to a college training (in English); another finished secondary school (with the aim of the Secondary school Thán Károly for adults).</p> <p>Training for the staff. The districts of the capital organise joint asylum-workshop for the staff dealing with refugees to deal with the problems</p>
Main results/achievements to date and expected longer term expected impacts according to available monitoring/evaluations <i>[Both quantitative and qualitative – specify results and outputs]</i>	<p>Since 2015 the given district family support and child welfare centre supported as a total 200 refugees or person admitted for subsidiary protection, 3-4 of them followed studies in college or secondary school; 10 persons got a job (mainly simple job, like job in kitchen, 2 person in highly qualified (bank, IT) job; the centre supported the accommodation of around 80-90 persons.</p> <p>The majority of the persons were supported in 2015 (around 100-150 persons), following 2015 due to the changed (legal and practical) circumstances (like the closure of borders, changing legal circumstances from 1st June, 1 2016) there is permanent decrease in the number of supported persons. The agreements valid for 1 or 1,5 years integration period run out too. As a consequence in 2016 there were 70-80 and in 2017 (now) 30-40</p>

	<p>supported persons having yet valid integration agreement.</p> <p><i>Unfortunately after the running out of the yet existing integration agreements the present good practice will stop to exist. The possibility to conclude new integration agreement stopped at 1st June 2016</i></p>
Main weaknesses/obstacles and how they have been addressed	<p>Lack of language knowledge</p> <p>The lack of language knowledge, the difficulties in the communication used to be the major obstacles for the staff of the district family support and child welfare centre and the clients (refugees and persons under subsidiary protection) to deal with. The lack of language knowledge – in general in the best case the refugees – further their mother tongue - have only a basic English knowledge – is main obstacle also in entering the labour market.</p> <p>Difference in the education systems and certifications</p> <p>The difference between the education systems creates serious difficulties too. On the base of their certificates it is not easy to establish the type and level of their scholarship, their knowledge.</p> <p>Lack of incentive</p> <p>If somebody got a job, then the integration agreement also changed, the financial support is not entitled any more.</p> <p>Different culture, observance of religious holidays</p> <p>For example during Ramadan the clients did not attended the language course. A Hungarian employer wouldn't allow the 40 days of holiday and neither the Hungarian labour code permit it.</p> <p>Xenophobia</p> <p>It happens that the landlords don't want to rent their property to refugees. In such case the problem of accommodation can be solved through civil organisations, or workers' hostels.</p> <p>Also the labour market integration is easier if somebody – already living in Hungary – supports (or employs) the refugee.</p> <p>Low level of refugees' motivation</p> <p>Refugees or person admitted for subsidiary protection mostly regard Hungary as transit country, are not really active in concern of labour market integration. The Immigration and Asylum Office needs the monthly report sent by the district family support and child welfare centre to know does the client still in Hungary or not and transfer the financial support in the given month to his/her bank account or not?</p> <p>Overloaded and not well paid staff</p> <p>Despite there is needed to know foreign language (at least English) the public employees employed in the family support and child welfare centre do not get the language allowance. The deadlines included in the integration agreement sometimes are not met, for example the financial supports are not transferred in time. The clients ask about it and the staff of centre has to explain.</p>
Main strengths	<p>Inner motivation</p> <p>Some of the refugees (5-10 % of them) have inner motivation to find job or go further in education. They went to the centre more frequently to consult as it would be compulsory.</p> <p>Integration agreement</p>

	<p>The cooperation obligation included in the integration agreement oblige refugees and persons under subsidiary protection to cooperate.</p> <p>Staff's conscientiousness</p> <p>The colleague in the district centre behind of the compulsory tasks did a lot of other things for the refugees.</p>
Innovative elements if any	The district in concern carried out efficient language training in comparison with the other districts. (In the other district only the presence was registered).
<p>Reproducibility/transferability elements</p> <p><i>[Specify which part of the project/strategy/experience could be reproduced and the context conditions/elements for its reproducibility]</i></p>	<p>The described good practice could be reproduced and transferred in context of elements (integration agreement; cooperation of authority, local agency, civil organisation; tools used by the district centre to fulfil the content of the integration agreement).</p> <p>The problem is that the legal conditions has been changed in Hungary and the practice of integration agreement with all other steps and elements will be stopped when the last integration agreement will run up.</p>
<p>Sustainability</p> <p><i>[Specify the project sustainability and its fund-raising possibilities, etc.]</i></p>	<p>If the legal conditions would not been changed the good practice would be sustainable. I did not meant a big burden for the central budget (because of not big number of refugees and persons with subsidiary protection) and neither for the local government (who used to maintain the district family support and child welfare centre).</p> <p>Due to the amendments in law entered into force in summer 2016 the refugees 'care (including the financial support) has been changed cut - drastically.</p>
<p>Main lessons learnt</p> <p>Main weaknesses/obstacles <i>[encountered in the implementation and the ways they were overcome]</i></p> <p>Main positive elements</p> <p>Other relevant aspects</p>	<p>The cooperation of the responsible organizations, entities is essential, if not, the client (refugee) is lost among the organisations.</p> <p>The strengthening of the migrant's motivation is essential.</p> <p>The stimulation of language learning is essential – at least the learning of English, in case of long-term plans the learning of Hungarian too.</p> <p>Is essential the training of staff taking part in the activities. It was very useful also the participation in the conferences, to look at the other good practices, and contacting other organizations, NGOs, authorities dealing with the same issue. (The present district centre for example could make contact with the UNHRC).</p>
Additional comments (if any)	It is very pity that the legal regulation changed and this tool has been stopped. Taking into consideration the number of people who could use it and the total cost, the central budget should have financial source to follow this practice.

DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT ECONOMIC AND SCIENTIFIC POLICY **A**

Role

Policy departments are research units that provide specialised advice to committees, inter-parliamentary delegations and other parliamentary bodies.

Policy Areas

- Economic and Monetary Affairs
- Employment and Social Affairs
- Environment, Public Health and Food Safety
- Industry, Research and Energy
- Internal Market and Consumer Protection

Documents

Visit the European Parliament website:
<http://www.europarl.europa.eu/supporting-analyses>

PHOTO CREDIT:
iStockphoto.com; Shutterstock/beboy



ISBN 978-92-846-2446-1 (paper)
ISBN 978-92-846-2448-5 (pdf)

doi:10.2861/261344 (paper)
doi:10.2861/375741 (pdf)

